Sent: 9/6/2019 12:28:32 AM
To: ExecSecBriefingBook [b(6)]@doc.gov]
CC: Williams, Allaire (Federal) [AWilliams2@doc.gov]; McDermott, Ryan (Federal) [RMcDermott1@doc.gov]; McGaan, Duncan (Federal) [DMcGaan@doc.gov]; Cruz, Jacqueline (Detailee/Intern) [JCruz@doc.gov]
BCC: Comstock, Earl (Federal) [EComstock@doc.gov]; Rockas, James (Federal) [JRockas@doc.gov]; Kelley, Karen (Federal) [KKelley@doc.gov]; McCormack, Richard (Federal) [RMcCormack@doc.gov]; Glover, Rebecca (Federal) [RGlover@doc.gov]; Langdon, David (Federal) [DLangdon@doc.gov]; Schnettler, Erin (Federal) [ESchnettler@doc.gov]; Walsh, Michael (Federal) [MWalsh@doc.gov]; Childs, Henry (Federal) [HChilds1@mbda.gov]; Barranca, Steven (Federal) [SBarranca1@doc.gov]; Edwards, Arthur [Arthur.Edwards@USPTO.GOV]; McClelland, Michelle O (Federal) [mMcClelland@doc.gov]; Goodman, Maria (Federal) [MGoodman@doc.gov]; Semsar, Joseph (Federal) [JSemsar@doc.gov]; Brooke, Beatrice E. (Federal) [BBrooke1@doc.gov]; Balmer, Brittany (Federal) [BBalmer@doc.gov]; Goudarzi, Talat (Federal) [TGoudarzi@doc.gov]; Preskenis, Kevin (Federal) [KPreskenis@doc.gov]; Burkett, Robert (Federal) [RBurkett@doc.gov]; Freitas, Jessica (Federal) [JFreitas@doc.gov]; Hull, Cordell (Federal) [CHull@doc.gov]
Subject: Briefing materials submitted on 8.7.19 to 8.8.19
Attachments: 1) Meeting with UK Trade Minister Truss_sec_08062019.docx; 2) Call with Ambassador Pyatt, Greece_sec_08072019.docx; 3) Briefing with Census and Y and R on 2020 Census Advertising Campaign_08-06-2019_Final.docx; 4.1) Attachment 1 - Executive Order.pdf; 4.2) Attachment 2 - CQAS-09661signed-Johnson-IRS.pdf; 4.3) Attachment 3 - CQAS-09661signed-Rosenblum-DHS.pdf; 4.4) Attachment 4 - CQAS-09661signed-Arndt-State.pdf; 4.5) Attachment 5 - CQAS-09661signed-Hargan-HHS.pdf; 4.6) Attachment 6 - CQAS-09661signed-Brown-SSA.pdf; 4.7) Attachment 7 - Internal Census Bureau memorandum from John Abowd.pdf; 5) Meeting with Adam Boehler OPIC_sec_080719.docx; 6) ITA Info Memo on Carbon and Alloy Steel Threaded Rods CVD Prelim_sec_072419.docx

1) Meeting with UK Trade Minister Truss
2) Call with Ambassador Pyatt, Greece
3) Briefing with Census and Y and R on 2020 Census Advertising Campaign
4) Briefing with Census Leadership - Aug 8 2019 Meeting
4.1) Attachment 1 - Executive Order
4.2) Attachment 2 - Letter from Dr. Dillingham to IRS
4.3) Attachment 3 - Letter from Dr. Dillingham to DHS
4.4) Attachment 4 - Letter from Dr. Dillingham to State Department
4.5) Attachment 5 - Letter from Dr. Dillingham to HHS
4.6) Attachment 6 - Letter from Dr. Dillingham to SSA
4.7) Attachment 7 - Internal Census Bureau memorandum from John Abowd
5) Meeting with Adam Boehler OPIC_sec_080719
6) ITA Info Memo on Carbon and Alloy Steel Threaded Rods CVD Prelim_sec_072419

William Clark Barrow
Associate Director
Office of the Executive Secretariat I U.S. Department of Commerce
Direct: (202) 482-4892 | Cell: b(6)

BRIEFING MEMORANDUM FOR THE SECRETARY

FROM: Eli Corso-Phinney, UK Desk Officer, (202) 482-7941
EVENT: Meeting with Elizabeth Truss, UK Secretary for International Trade
DATE: Thursday, August 8, 2019, from 10:00 – 10:30 a.m.

CONTEXT & PURPOSE

b(5) - DP

BC-DOC-0000034644

b(5) - DP

- **Secretary Truss:** Before her promotion to head the UK's Department for International Trade, Liz Truss served as Chief Secretary to the Treasury in then-PM Theresa May's government. In her first policy proposal as Trade Secretary, Truss has advocated for the

BC-DOC-0000034645

creation of up to 10 "freeports" to boost trade after Britain leaves the EU. Freeports – normally an area of a country where its taxes and tariffs do not apply – allow companies to import goods, store them and re-export them without paying UK taxes. Companies can also undertake manufacturing or other work on imported components and re-export them without paying UK duties.

- **Brexit:** The House of Commons is still unable to agree on a way forward on Brexit, and

b(5) - DP

b(5) - DP PM Johnson, for his part, has stated unequivocally that his government intends to lead the UK out of the EU on October 31, with or without a Withdrawal Agreement in place with the EU.

b(5) - DP

b(5) - DP

BC-DOC-0000034647

ATTACHMENT 1: PARTICIPANT BIOGRAPHY AND FULL PARTICIPANTS LIST



Elizabeth (Liz) Truss
Secretary of State for International Trade, United Kingdom of Great Britain and Northern Ireland

Elizabeth Truss was appointed Secretary of State for International Trade on July 24, 2019. She was elected as the Conservative MP for south west Norfolk in 2010. Truss studied philosophy, politics and economics at Merton College, Oxford, graduating in 1996.

Truss was previously a member of the Liberal Democrats party, switching to the Conservative Party in 1996. In 2012, she was appointed as Under-Secretary of State at the Department of Education, overseeing issues such as childcare, assessment, qualifications and curriculum reform. She was appointed as Secretary of State for Environment, Food and Rural Affairs during the 2014 cabinet reshuffle, and in this role she promoted growing British agriculture exports. She was appointed Secretary of State for Justice after Theresa May became PM in 2016, then Chief Secretary to the Treasury in 2017.

Truss worked in the private sector prior to her election to Parliament. She previously worked for Shell as a commercial manager and Cable & Wireless as an economics director.

The Secretary of State has overall responsibility for the business of the department. The Secretary of State is the Departmental lead on trade and investment promotion in the defense and security sector.

Full List of Participants

Government of the United Kingdom

- Elizabeth Truss, Secretary of State for International Trade
- Freya Jackson, Counselor, Head of Global and Economic Policy Group, British Embassy
- James Caldecourt, Special Advisor to the Secretary of State
- Alex Cocker, Private Secretary to the Secretary of State
- Nerissa Chesterfield, Special Advisor to the Secretary of State
- Toby Orr, Director of Communication and Marketing
- Anne Collett, Deputy Head, Trade and Agriculture Team, British Embassy

Commerce

- Wilbur Ross, Secretary
- David De Falco, Executive Director for Europe
- Ellen House, Director for Western and Northern Europe
- Eli Corso-Phinney, UK Desk Officer

b(5) - DP

BC-DOC-0000034649

BRIEFING MEMORANDUM FOR THE SECRETARY

FROM: Aileen Wall, Greece Desk Officer, (202) 482-5229;
Thomas Smith, Greece Desk Officer (PMF), b(6)
EVENT: Call with Ambassador Geoffrey Pyatt, U.S. Ambassador to Greece
DATE: Thursday, August 8, 2019, TBD

CONTEXT & PURPOSE

Ambassador Geoffrey Pyatt would like to have a follow up conversation to your July 10 call. The Ambassador would like to discuss b(5) - DP

b(5) - DP

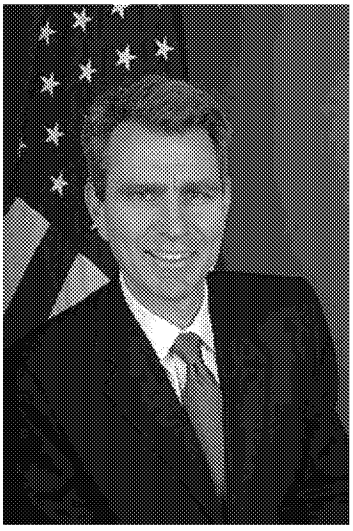
b(5) - DP **(See Attachment 1 for Biographies and Participants List).**

b(5) - DP

b(5) - DP

BC-DOC-0000034651

ATTACHMENT 1: BIOGRAPHIES AND FULL PARTICIPANT LIST



Geoffrey R. Pyatt
U.S. Ambassador to Greece

Geoffrey R. Pyatt was confirmed as U.S. Ambassador to Greece in July 2016. Prior to his current appointment, Ambassador Pyatt was U.S. Ambassador to Ukraine from 2013 to 2016.

Ambassador Pyatt was the Principal Deputy Assistant Secretary of the Bureau of South and Central Asian Affairs from 2010 to 2013. Prior to that he worked as deputy chief of the U.S. mission to the International Atomic Energy Agency. From 2002 to 2007 Ambassador Pyatt served at the U.S. Embassy in New Delhi, first as Minister Counselor for Political Affairs and beginning in June 2006 as Deputy Chief of Mission.

Prior to his India assignment, he served at the American Consulate General in Hong Kong, managing the trade and export control dialogue with the Hong Kong Special Administrative Region of China.

From 1997 to 1999, he was Principal Officer of the American Consulate in Lahore - representing the United States in Pakistan's largest and politically most important province.

His Washington assignments include Director for Latin America on the National Security Council staff (1996-97), Special Assistant to the Deputy Secretary of State (1995-96) and Staff Assistant to the Assistant Secretary of State for Latin America (1994). He was Political Officer in New Delhi, India from 1992-94 and Economic Officer and Vice-Consul in Tegucigalpa, Honduras from 1990-92.

Prior to joining the Foreign Service, he worked with The Inter-American Dialogue, a Washington-based think tank that brings together leading citizens of the Americas.

Participant List

Commerce

- Wilbur Ross, Secretary of Commerce
- James Rockas, Deputy Director of Policy and Strategic Planning
- Earl Comstock, Deputy Chief of Staff
- Aileen Wall, Greece Desk Officer

State

- Geoffrey Pyatt, U.S. Ambassador to Greece
- Chip Laitinen, Economic Counselor, U.S. Embassy Athens

August 8, 2019

BRIEFING MEMORANDUM FOR THE SECRETARY

FROM: Ali Ahmad, Associate Director for Communications, Census Bureau.
301-763-8789
EVENT: Briefing with Census and VMLY&R on the 2020 Census Advertising Campaign
DATE: Thursday, August 7, 2019, from 12:00 PM-2:00 PM
PLACE: Secretary's Conference Room

ROLE IN EVENT

- You will receive a briefing from Census Bureau leadership and VMLY&R, the prime contractor for the 2020 Census Advertising campaign, on the advertisements that will be used to support the 2020 Census.

b(5) - DP

BC-DOC-0000034653

b(5) - DP

FULL LIST OF PARTICIPANTS

VMLY&R and Lead Subcontractors

- Alex Hughes, Integrated Communications Contract Census Programs Director
- Jack Benson, Deputy Program Director
- Belle Frank, Strategy Director
- Sarah Evans, Research Lead
- Carlos Alcazar, Culture One World b(5) - DP
- Austin Patrick, Account Managing Director Carol H. Williams Advertising b(5) - DP
- Ed Chang, Managing Director, TDW+Co b(5) - DP
- Bassam Hassan, Middle Eastern North African Lead, VMLY&R
- Devin Rote, Technical Support, VMLY&R

Commerce

- Wilbur Ross, Secretary
- Karen Dunn Kelley, Deputy Secretary
- Steve Dillingham, Census Bureau Director
- Ron Jarmin, Census Bureau Deputy Director
- Enrique Lamas, Senior Advisor to the Census Bureau Deputy Director
- Christa Jones, Chief of Staff, Census Bureau
- Ali Ahmad, Associate Director for Communications, Census Bureau of the Census
- Burton Reist, Assistant Director for Communications Directorate, Census Bureau
- Lizannette Velez, Contracting Officers Representative for the Integrated Communications Contract, Census Bureau
- Kaile Bower, Chief, Integrated Partnership and Communications Branch, Census Bureau

BC-DOC-0000034654

EXECUTIVE ORDERS

Executive Order on Collecting Information about Citizenship Status in Connection with the Decennial Census

— IMMIGRATION

Issued on: July 11, 2019

★ ★ ★

By the authority vested in me as President by the Constitution and the laws of the United States of America, it is hereby ordered as follows:

Section 1. Purpose. In *Department of Commerce v. New York*, No. 18-966 (June 27, 2019), the Supreme Court held that the Department of Commerce (Department) may, as a general matter, lawfully include a question inquiring about citizenship status on the decennial census and, more specifically, declined to hold that the Secretary of Commerce's decision to include such a question on the 2020 decennial census was "substantively invalid." That ruling was not surprising, given that every decennial census from 1820 to 2000 (with the single exception of 1840) asked at least some respondents about their citizenship status or place of birth. In addition, the Census Bureau has inquired since 2005 about citizenship on the American Community Survey — a separate questionnaire sent annually to about 2.5 percent of households.

The Court determined, however, that the explanation the Department had provided for including such a question on the census was, in the circumstances of that case,

BC-DOC-0000034655

insufficient to support the Department's decision. I disagree with the Court's ruling, because I believe that the Department's decision was fully supported by the rationale presented on the record before the Supreme Court.

The Court's ruling, however, has now made it impossible, as a practical matter, to include a citizenship question on the 2020 decennial census questionnaire. After examining every possible alternative, the Attorney General and the Secretary of Commerce have informed me that the logistics and timing for carrying out the census, combined with delays from continuing litigation, leave no practical mechanism for including the question on the 2020 decennial census.

Nevertheless, we shall ensure that accurate citizenship data is compiled in connection with the census by other means. To achieve that goal, I have determined that it is imperative that all executive departments and agencies (agencies) provide the Department the maximum assistance permissible, consistent with law, in determining the number of citizens and non-citizens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective. When the Secretary of Commerce decided to include the citizenship question on the census, he determined that such a question, in combination with administrative records, would provide the most accurate and complete data. At that time, the Census Bureau had determined based on experience that administrative records to which it had access would enable it to determine citizenship status for approximately 90 percent of the population. At that point, the benefits of using administrative records were limited because the Department had not yet been able to access several additional important sets of records with critical information on citizenship. Under the Secretary of Commerce's decision memorandum directing the Census Bureau "to further enhance its administrative record data sets" and "to obtain as many additional Federal and state administrative records as possible," the Department has sought access to several such sets of records maintained by other agencies, but it remains in negotiations to secure access. The executive action I am

BC-DOC-0000034656

taking today will ensure that the Department will have access to all available records in time for use in conjunction with the census.

Therefore, to eliminate delays and uncertainty, and to resolve any doubt about the duty of agencies to share data promptly with the Department, I am hereby ordering all agencies to share information requested by the Department to the maximum extent permissible under law.

Access to the additional data identified in section 3 of this order will ensure that administrative records provide more accurate and complete citizenship data than was previously available.

I am also ordering the establishment of an interagency working group to improve access to administrative records, with a goal of making available to the Department administrative records showing citizenship data for 100 percent of the population. And I am ordering the Secretary of Commerce to consider mechanisms for ensuring that the Department's existing data-gathering efforts expand the collection of citizenship data in the future.

Finally, I am directing the Department to strengthen its efforts, consistent with law, to obtain State administrative records concerning citizenship.

Ensuring that the Department has available the best data on citizenship that administrative records can provide, consistent with law, is important for multiple reasons, including the following.

First, data on the number of citizens and aliens in the country is needed to help us understand the effects of immigration on our country and to inform policymakers considering basic decisions about immigration policy. The Census Bureau has long maintained that citizenship data is one of the statistics that is "essential for agencies and policy makers setting and evaluating immigration policies and laws."

BC-DOC-0000034657

Today, an accurate understanding of the number of citizens and the number of aliens in the country is central to any effort to reevaluate immigration policy. The United States has not fundamentally restructured its immigration system since 1965. I have explained many times that our outdated immigration laws no longer meet contemporary needs. My Administration is committed to modernizing immigration laws and policies, but the effort to undertake any fundamental reevaluation of immigration policy is hampered when we do not have the most complete data about the number of citizens and non-citizens in the country. If we are to undertake a genuine overhaul of our immigration laws and evaluate policies for encouraging the assimilation of immigrants, one of the basic informational building blocks we should know is how many non-citizens there are in the country.

Second, the lack of complete data on numbers of citizens and aliens hinders the Federal Government's ability to implement specific programs and to evaluate policy proposals for changes in those programs. For example, the lack of such data limits our ability to evaluate policies concerning certain public benefits programs. It remains the immigration policy of the United States, as embodied in statutes passed by the Congress, that "aliens within the Nation's borders [should] not depend on public resources to meet their needs, but rather rely on their own capabilities and the resources of their families, their sponsors, and private organizations" and that "the availability of public benefits [should] not constitute an incentive for immigration to the United States" (8 U.S.C. 1601(2)). The Congress has identified compelling Government interests in restricting public benefits "in order to assure that aliens be self-reliant in accordance with national immigration policy" and "to remove the incentive for illegal immigration provided by the availability of public benefits" (8 U.S.C. 1601(5), (6)).

Accordingly, aliens are restricted from eligibility for many public benefits. With limited exceptions, aliens are ineligible to receive supplemental security income or food stamps (8 U.S.C. 1612(a)). Aliens who are "qualified aliens" — that is, lawful permanent residents, persons granted asylum, and certain other legal immigrants — are, with limited exceptions, ineligible to receive benefits through Temporary

BC-DOC-0000034658

Assistance for Needy Families, Medicaid, and State Children's Health Insurance Program for 5 years after entry into the United States (8 U.S.C. 1613(a)). Aliens who are not "qualified aliens," such as those unlawfully present, are generally ineligible for Federal benefits and for State and local benefits (8 U.S.C. 1611(a), 1621(a)).

The lack of accurate information about the total citizen population makes it difficult to plan for annual expenditures on certain benefits programs. And the lack of accurate and complete data concerning the alien population makes it extremely difficult to evaluate the potential effects of proposals to alter the eligibility rules for public benefits.

Third, data identifying citizens will help the Federal Government generate a more reliable count of the unauthorized alien population in the country. Data tabulating both the overall population and the citizen population could be combined with records of aliens lawfully present in the country to generate an estimate of the aggregate number of aliens unlawfully present in each State. Currently, the Department of Homeland Security generates an annual estimate of the number of illegal aliens residing in the United States, but its usefulness is limited by the deficiencies of the citizenship data collected through the American Community Survey alone, which includes substantial margins of error because it is distributed to such a small percentage of the population.

Academic researchers have also been unable to develop useful and reliable numbers of our illegal alien population using currently available data. A 2018 study by researchers at Yale University estimated that the illegal alien population totaled between 16.2 million and 29.5 million. Its modeling put the likely number at about double the conventional estimate. The fact is that we simply do not know how many citizens, non-citizens, and illegal aliens are living in the United States.

Accurate and complete data on the illegal alien population would be useful for the Federal Government in evaluating many policy proposals. When Members of Congress propose various forms of protected status for classes of unauthorized

BC-DOC-0000034659

immigrants, for example, the full implications of such proposals can be properly evaluated only with accurate information about the overall number of unauthorized aliens potentially at issue. Similarly, such information is needed to inform debate about legislative proposals to enhance enforcement of immigration laws and effectuate duly issued removal orders.

The Federal Government's need for a more accurate count of illegal aliens in the country is only made more acute by the recent massive influx of illegal immigrants at our southern border. In Proclamation 9822 of November 9, 2018 (Addressing Mass Migration Through the Southern Border of the United States), I explained that our immigration and asylum system remains in crisis as a consequence of the mass migration of aliens across our southern border. As a result of our broken asylum laws, hundreds of thousands of aliens who entered the country illegally have been released into the interior of the United States pending the outcome of their removal proceedings. But because of the massive backlog of cases, hearing dates are sometimes set years in the future and the adjudication process often takes years to complete. Aliens not in custody routinely fail to appear in court and, even if they do appear, fail to comply with removal orders. There are more than 1 million illegal aliens who have been issued final removal orders from immigration judges and yet remain at-large in the United States.

Efforts to find solutions that address the immense number of unauthorized aliens living in our country should start with accurate information that allows us to understand the true scope of the problem.

Fourth, it may be open to States to design State and local legislative districts based on the population of voter-eligible citizens. In *Evenwel v. Abbott*, 136 S. Ct. 1120 (2016), the Supreme Court left open the question whether "States may draw districts to equalize voter-eligible population rather than total population." Some States, such as Texas, have argued that "jurisdictions may, consistent with the Equal Protection Clause, design districts using any population baseline — including total population and voter-eligible population — so long as the choice is rational and

BC-DOC-0000034660

not invidiously discriminatory". Some courts, based on Supreme Court precedent, have agreed that State districting plans may exclude individuals who are ineligible to vote. Whether that approach is permissible will be resolved when a State actually proposes a districting plan based on the voter-eligible population. But because eligibility to vote depends in part on citizenship, States could more effectively exercise this option with a more accurate and complete count of the citizen population.

The Department has said that if the officers or public bodies having initial responsibility for the legislative districting in each State indicate a need for tabulations of citizenship data, the Census Bureau will make a design change to make such information available. I understand that some State officials are interested in such data for districting purposes. This order will assist the Department in securing the most accurate and complete citizenship data so that it can respond to such requests from the States.

To be clear, generating accurate data concerning the total number of citizens, non-citizens, and illegal aliens in the country has nothing to do with enforcing immigration laws against particular individuals. It is important, instead, for making broad policy determinations. Information obtained by the Department in connection with the census through requests for administrative records under 13 U.S.C. 6 shall be used solely to produce statistics and is subject to confidentiality protections under Title 13 of the United States Code. Information subject to confidentiality protections under Title 13 may not, and shall not, be used to bring immigration enforcement actions against particular individuals. Under my Administration, the data confidentiality protections in Title 13 shall be fully respected.

Sec. 2. Policy. It is the policy of the United States to develop complete and accurate data on the number of citizens, non-citizens, and illegal aliens in the country. Such data is necessary to understand the effects of immigration on the country, and to inform policymakers in setting and evaluating immigration policies

BC-DOC-0000034661

and laws, including evaluating proposals to address the current crisis in illegal immigration.

Sec. 3. Assistance to the Department of Commerce and Maximizing Citizenship Data. (a) All agencies shall promptly provide the Department the maximum assistance permissible, consistent with law, in determining the number of citizens, non-citizens, and illegal aliens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective. In particular, the following agencies shall examine relevant legal authorities and, to the maximum extent consistent with law, provide access to the following records:

(i) Department of Homeland Security, United States Citizenship and Immigration Services – National-level file of Lawful Permanent Residents, Naturalizations;

(ii) Department of Homeland Security, Immigration and Customs Enforcement – F1 & M1 Nonimmigrant Visas;

(iii) Department of Homeland Security – National-level file of Customs and Border Arrival/Departure transaction data;

(iv) Department of Homeland Security and Department of State, Worldwide Refugee and Asylum Processing System – Refugee and Asylum visas;

(v) Department of State – National-level passport application data;

(vi) Social Security Administration – Master Beneficiary Records; and

(vii) Department of Health and Human Services – CMS Medicaid and CHIP Information System.

BC-DOC-0000034662

(b) The Secretary of Commerce shall instruct the Director of the Census Bureau to establish an interagency working group to coordinate efforts, consistent with law, to maximize the availability of administrative records in connection with the census, with the goal of obtaining administrative records that can help establish citizenship status for 100 percent of the population. The Director of the Census Bureau shall chair the working group, and the head of each agency shall designate a representative to the working group upon request from the working group chair.

(c) To ensure that the Federal Government continues to collect the most accurate information available concerning citizenship going forward, the Secretary of Commerce shall consider initiating any administrative process necessary to include a citizenship question on the 2030 decennial census and to consider any regulatory changes necessary to ensure that citizenship data is collected in any other surveys and data-gathering efforts conducted by the Census Bureau, including the American Community Survey. The Secretary of Commerce shall also consider expanding the distribution of the American Community Survey, which currently reaches approximately 2.5 percent of households, to secure better citizenship data.

(d) The Department shall strengthen its efforts, consistent with law, to gain access to relevant State administrative records.

Sec. 4. General Provisions. (a) Nothing in this order shall be construed to impair or otherwise affect:

(i) the authority granted by law to an executive department or agency, or the head thereof; or

(ii) the functions of the Director of the Office of Management and Budget relating to budgetary, administrative, or legislative proposals.

(b) This order shall be implemented consistent with applicable law and subject to the availability of appropriations.

BC-DOC-0000034663

(c) This order is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

DONALD J. TRUMP

THE WHITE HOUSE,
July 11, 2019.

BC-DOC-0000034664

UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Office of the Director
Washington, DC 20233-0001

July 31, 2019

The Honorable Barry W. Johnson
Director, Statistics of Income Division
Internal Revenue Service
77 K Street, NE
Washington, DC 20024

Dear Director Johnson:

I am writing to request your assistance as the U.S. Department of Commerce (the Department) and the Census Bureau prepare to execute a strategic implementation plan to comply with the requirements of the President's Executive Order 13880 of July 11, 2019 *Collecting Information About Citizenship Statius in Connection With the Decennial Census* (enclosed). As you may be aware, the Executive Order directs that "[a]ll agencies shall promptly provide the Department the maximum assistance permissible, consistent with the law, in determining the number of citizens, non-citizens, and illegal aliens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective" [Sec 3. (a)]. To this end, I am reaching out to formalize a process to move forward with your assistance.

The Executive Order further directs that the Director of the Census Bureau "establish an interagency working group to coordinate efforts, consistent with law, to maximize the availability of administrative records in connection with the census, with the goal of obtaining administrative records that can help establish citizenship status for 100 percent of the population. The Director of the Census Bureau shall chair the working group, and the head of each agency shall designate a representative to the working group upon request from the working group chair" [Sec 3. (b)].

As the working group chair, I ask that you designate a representative from your Agency to serve on this important working group by Friday, August 9, 2019. My goal is to hold our first working group meeting later in August to assess the relevant data sources, review the guidelines that govern our information sharing agreements, and identify the next steps to fully comply with Section 3 of this Executive Order.

Please provide the designee's contact information to:

Mike Berning
Assistant Division Chief for Data Acquisition and Curation
Economic Reimbursable Surveys Division
Telephone: 301-763-2028
Email: michael.a.berning@census.gov

Thank you in advance for your cooperation. I look forward to working with you and your subject matter experts to successfully implement this Presidential order.

Sincerely,

Steven D. Dillingham
Director

Enclosure

UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Office of the Director
Washington, DC 20233-0001

July 31, 2019

The Honorable Marc Rosenblum
Deputy Assistant Secretary
DHS Office of Immigration Statistics
Office of Strategy, Policy, and Plans, Mail Stop 0445
2707 Martin Luther King Avenue, SE
Washington, DC 20528-0445

Dear Deputy Assistant Secretary Rosenblum:

I am writing to request your assistance as the U.S. Department of Commerce (the Department) and the Census Bureau prepare to execute a strategic implementation plan to comply with the requirements of the President's Executive Order 13880 of July 11, 2019 *Collecting Information About Citizenship Statius in Connection With the Decennial Census* (enclosed). As you may be aware, the Executive Order directs that "[a]ll agencies shall promptly provide the Department the maximum assistance permissible, consistent with the law, in determining the number of citizens, non-citizens, and illegal aliens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective" [Sec 3. (a)]. To this end, I am reaching out to formalize a process to move forward with your assistance.

The Executive Order further directs that the Director of the Census Bureau "establish an interagency working group to coordinate efforts, consistent with law, to maximize the availability of administrative records in connection with the census, with the goal of obtaining administrative records that can help establish citizenship status for 100 percent of the population. The Director of the Census Bureau shall chair the working group, and the head of each agency shall designate a representative to the working group upon request from the working group chair" [Sec 3. (b)].

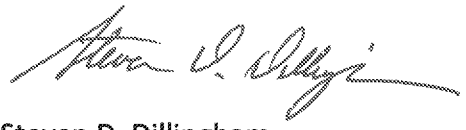
As the working group chair, I ask that you designate a representative from your Agency to serve on this important working group by Friday, August 9, 2019. My goal is to hold our first working group meeting later in August to assess the relevant data sources, review the guidelines that govern our information sharing agreements, and identify the next steps to fully comply with Section 3 of this Executive Order.

Please provide the designee's contact information to:

Mike Berning
Assistant Division Chief for Data Acquisition and Curation
Economic Reimbursable Surveys Division
Telephone: 301-763-2028
Email: michael.a.berning@census.gov

Thank you in advance for your cooperation. I look forward to working with you and your subject matter experts to successfully implement this Presidential order.

Sincerely,



Steven D. Dillingham
Director

Enclosure

UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Office of the Director
Washington, DC 20233-0001

July 31, 2019

The Honorable Rachel M. Arndt
Deputy Assistant Secretary for Passport Services
Bureau of Consular Affairs, U.S. Department of State
CA/PPT
SA-17, Floor 4
Washington, DC 20522-1704

Dear Deputy Assistant Secretary Arndt:

I am writing to request your assistance as the U.S. Department of Commerce (the Department) and the Census Bureau prepare to execute a strategic implementation plan to comply with the requirements of the President's Executive Order 13880 of July 11, 2019 *Collecting Information About Citizenship Statius in Connection With the Decennial Census* (enclosed). As you may be aware, the Executive Order directs that "[a]ll agencies shall promptly provide the Department the maximum assistance permissible, consistent with the law, in determining the number of citizens, non-citizens, and illegal aliens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective" [Sec 3. (a)]. To this end, I am reaching out to formalize a process to move forward with your assistance.

The Executive Order further directs that the Director of the Census Bureau "establish an interagency working group to coordinate efforts, consistent with law, to maximize the availability of administrative records in connection with the census, with the goal of obtaining administrative records that can help establish citizenship status for 100 percent of the population. The Director of the Census Bureau shall chair the working group, and the head of each agency shall designate a representative to the working group upon request from the working group chair" [Sec 3. (b)].

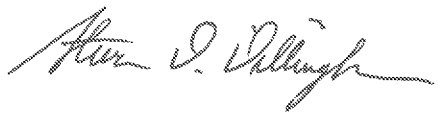
As the working group chair, I ask that you designate a representative from your Agency to serve on this important working group by Friday, August 9, 2019. My goal is to hold our first working group meeting later in August to assess the relevant data sources, review the guidelines that govern our information sharing agreements, and identify the next steps to fully comply with Section 3 of this Executive Order.

Please provide the designee's contact information to:

Mike Berning
Assistant Division Chief for Data Acquisition and Curation
Economic Reimbursable Surveys Division
Telephone: 301-763-2028
Email: michael.a.berning@census.gov

Thank you in advance for your cooperation. I look forward to working with you and your subject matter experts to successfully implement this Presidential order.

Sincerely,



Steven D. Dillingham
Director

Enclosure

UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Office of the Director
Washington, DC 20233-0001

July 31, 2019

The Honorable Eric Hargan
Deputy Secretary
U.S. Department of Health and Human Services
200 Independence Avenue, SW
Room 614G
Washington, DC 20201

Dear Deputy Secretary Hargan:

I am writing to request your assistance as the U.S. Department of Commerce (the Department) and the Census Bureau prepare to execute a strategic implementation plan to comply with the requirements of the President's Executive Order 13880 of July 11, 2019 *Collecting Information About Citizenship Statius in Connection With the Decennial Census* (enclosed). As you may be aware, the Executive Order directs that "[a]ll agencies shall promptly provide the Department the maximum assistance permissible, consistent with the law, in determining the number of citizens, non-citizens, and illegal aliens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective" [Sec 3. (a)]. To this end, I am reaching out to formalize a process to move forward with your assistance.

The Executive Order further directs that the Director of the Census Bureau "establish an interagency working group to coordinate efforts, consistent with law, to maximize the availability of administrative records in connection with the census, with the goal of obtaining administrative records that can help establish citizenship status for 100 percent of the population. The Director of the Census Bureau shall chair the working group, and the head of each agency shall designate a representative to the working group upon request from the working group chair" [Sec 3. (b)].

As the working group chair, I ask that you designate a representative from your Agency to serve on this important working group by Friday, August 9, 2019. My goal is to hold our first working group meeting later in August to assess the relevant data sources, review the guidelines that govern our information sharing agreements, and identify the next steps to fully comply with Section 3 of this Executive Order.

Please provide the designee's contact information to:

Mike Berning
Assistant Division Chief for Data Acquisition and Curation
Economic Reimbursable Surveys Division
Telephone: 301-763-2028
Email: michael.a.berning@census.gov

Thank you in advance for your cooperation. I look forward to working with you and your subject matter experts to successfully implement this Presidential order.

Sincerely,



Steven D. Dillingham
Director

Enclosure

UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Office of the Director
Washington, DC 20233-0001

July 31, 2019

The Honorable Jason Brown
Associate Commissioner for
Office of Research, Evaluation, and Statistics
Social Security Administration
250 E., SW, Suite 8120
Washington, DC 20254

Dear Associate Commissioner Brown:

I am writing to request your assistance as the U.S. Department of Commerce (the Department) and the Census Bureau prepare to execute a strategic implementation plan to comply with the requirements of the President's Executive Order 13880 of July 11, 2019 *Collecting Information About Citizenship Statius in Connection With the Decennial Census* (enclosed). As you may be aware, the Executive Order directs that "[a]ll agencies shall promptly provide the Department the maximum assistance permissible, consistent with the law, in determining the number of citizens, non-citizens, and illegal aliens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective" [Sec 3. (a)]. To this end, I am reaching out to formalize a process to move forward with your assistance.

The Executive Order further directs that the Director of the Census Bureau "establish an interagency working group to coordinate efforts, consistent with law, to maximize the availability of administrative records in connection with the census, with the goal of obtaining administrative records that can help establish citizenship status for 100 percent of the population. The Director of the Census Bureau shall chair the working group, and the head of each agency shall designate a representative to the working group upon request from the working group chair" [Sec 3. (b)].

As the working group chair, I ask that you designate a representative from your Agency to serve on this important working group by Friday, August 9, 2019. My goal is to hold our first working group meeting later in August to assess the relevant data sources, review the guidelines that govern our information sharing agreements, and identify the next steps to fully comply with Section 3 of this Executive Order.

Please provide the designee's contact information to:

Mike Berning
Assistant Division Chief for Data Acquisition and Curation
Economic Reimbursable Surveys Division
Telephone: 301-763-2028
Email: michael.a.berning@census.gov

Thank you in advance for your cooperation. I look forward to working with you and your subject matter experts to successfully implement this Presidential order.

Sincerely,



Steven D. Dillingham
Director

Enclosure

August 8, 2019

BRIEFING MEMORANDUM FOR THE SECRETARY

FROM: Michael Fuchs, Team Lead, Office of Finance and Insurance Industries, (202) 482-3279

EVENT: Meeting with Adam Boehler, President and CEO of USIDFC Designee

DATE: Thursday, August 8, 2019, from 3:30 – 4:00 pm.

b(5) - DP

b(5) - DP

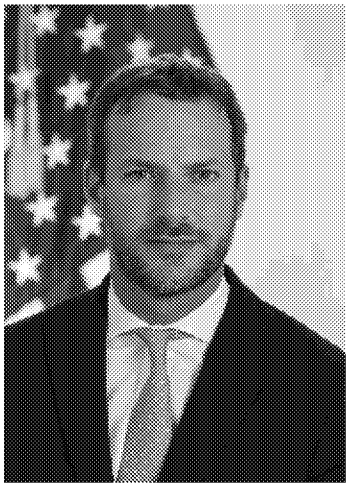
Background:

- The BUILD ACT of 2018 was signed into law on October 5, 2018. The Act creates a development financial institution that merges the Overseas Privacy Investment Corporation (OPIC) with USAID's Development Credit Authority (DCA).

b(5) - DP

b(5) - DP

ATTACHMENT 1: PARTICIPANT BIOGRAPHIES AND FULL PARTICIPANTS LIST



ADAM BOEHLER
Senior Advisor HHS Secretary, Deputy Administrator Centers for Medicare & Medicaid Services (CMS) and Director of the Center for Medicare and Medicaid Innovation

Adam is widely regarded as an innovative leader in the private sector and has designed and implemented new, patient-focused approaches to healthcare delivery.

Before coming to CMS, Adam was founder and CEO of Landmark Health, a company that provides home-based medical care. Landmark was founded on the premise of passionate people transforming how care is delivered to those who need it most - the most chronically ill. Landmark is one of the largest home-based medical groups in the country, with over 20 locations and over 80,000 chronic patients under management.

Additionally, before joining CMS, Adam was an Operating Partner at Francisco Partners, a global private equity firm with a focus on healthcare technology and services and the founder and Chairman of Avalon Health Solutions, the leading provider of laboratory benefit management services.

Previously, Adam was Founder and CEO of Accumen, a leading provider of comprehensive laboratory management services to health systems. Adam was also a Principal at Accretive, LLC, where he was responsible for healthcare investments. Prior to joining Accretive, Adam was Executive Vice President and General Manager at MedeAnalytics, the leading provider of healthcare analytics with over 600 hospital and insurance clients.

Adam started his career at Battery Ventures, a leading technology venture capital firm with over $2 billion under management, focusing on investments in software and emerging technologies. Adam graduated magna cum laude from the Wharton School of the University of Pennsylvania. He resides in New Orleans, LA with his wife, Shira, and their four young children.

Full List of Participants

OPIC
- Adam Boehler, President and CEO Designee, U.S. International Development Finance Corp.
- David Bohigian, Acting President and CEO, OPIC
- Edward Burrier, VP External Affairs

Commerce
- Wilbur Ross, Secretary
- Michael Fuchs, Team Lead, Industry & Analysis Office of Finance and Insurance Industries

August 6, 2019

INFORMATION MEMORANDUM FOR THE SECRETARY

FROM: Jeffrey I. Kessler
Assistant Secretary for Enforcement and Compliance
Desk: (202) 482-4503; Cell: b(6)

SUBJECT: Preliminary Determinations in the Countervailing Duty (CVD) Investigations of Imports of Carbon and Alloy Steel Threaded Rod from China and India

SUMMARY

On Tuesday, July 23, 2019, the Department of Commerce (Commerce) announced its preliminary determinations in the CVD investigations of imports of carbon and alloy steel threaded rod from China and India. b(5) - DP

b(5) - DP

[PAGE * MERGEFORMAT]

b(5) - DP

BC-DOC-0000034680

To: Dewhirst, David (Federal)[DDewhirst@doc.gov]; Hull, Cordell (Federal)[CHull@doc.gov]; Foti, Anthony (Federal)[AFoti@doc.gov]; O'Connor, Kasey (Federal)[KO'Connor@doc.gov]; Paranzino, Anthony (Federal)[AParanzino@doc.gov]; Brooke, Beatrice E. (Federal)[BBrooke1@doc.gov]
From: Semsar, Joseph (Federal) b(6)
b(6)
Sent: Fri 8/16/2019 11:49:13 AM (UTC-04:00)
Subject: Materials for the Secretary's Calls to the States
Alabama Gov Memo v2.docx
Arizona Gov Memo_v2.docx
Iowa Gov Memo_v2.docx
Kentucky Gov Memo_v2.docx
Mississippi Gov Memo_v2.docx
Oklahoma Gov Memo_v2.docx
South Carolina Gov Memo_v2.docx
Texas Gov Memo_v2.docx
West Virginia Gov Memo_v2.docx
Wyoming Gov Memo_v2.docx

b(5) - DP

All – See attached the updated Census memos for the Secretary's calls next Tuesday. Let Anthony Foti know if you have any feedback asap. Also, note that Anthony is working with Tala to schedule these calls next Tuesday and will update the memos with the call times once locked-in. -Joe

Joe Semsar
b(6)

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Kay Ivey (R-Alabama)

DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

b(5) - DP

Background of the Honorable Kay Ivey (R-Alabama)



Assumed Office:	2017, 54th Governor
Hometown:	Camden, AL
Age:	74
Education:	Auburn University (BA)
Career Highlights:	Lieutenant Governor of Alabama (2003-2011) Treasurer of Alabama (2003-2011)

After graduating from Auburn University in 1967, Kay worked as a high school teacher and a bank officer. She served as Reading Clerk of the Alabama House of Representatives under Speaker Joseph C. McCorquodale and was Assistant Director of the Alabama Development Office, where she worked to spur job creation and economic development across the state.

In 2002, Kay became the first Republican elected State Treasurer since Reconstruction and she was re-elected in 2006. As Treasurer, Kay was committed to making the office more open, transparent, and efficient. Kay was elected Lieutenant Governor in 2010, becoming the first Republican woman to hold the office in Alabama's history.

She again made history on November 4, 2014, by becoming the first Republican Lieutenant Governor re-elected to the office. The Lieutenant Governor's primary Constitutional duty is to preside over legislative proceedings of the upper house as President of the Senate.

Kay has been honored to receive numerous awards for her service to the State of Alabama, including the 2015 ALFA Service to Agriculture Award, Newmax's 50 Most Influential Female Republicans in the country and, most recently, the American Institute of Aeronautics and Astronautics (AIAA) 2016 Public Service Award; 2017 Citizen of the Year, by River Region Living Magazine.

On April 10, 2017, Kay was sworn in as the 54th Governor of the State of Alabama in the Old Senate Chamber in the Alabama State Capitol by Acting Chief Justice Lyn Stuart. Following a successful nineteen months in office, the people of Alabama made history again in November 2018 by electing Governor Ivey to a full term. She is the first Lt. Governor of Alabama elected to a full term after taking over as governor due to a vacancy in the governor's office.

On January 14, 2019, Governor Ivey was officially sworn in for her full term by Associate Justice Will Sellers. Kay will continue to bring conservative leadership with effective results to make this generation more productive and the next generation more prosperous.

She is a member of the First Baptist Church of Montgomery, the Montgomery Rotary Club, and the Board of Directors of the Montgomery YMCA. Kay is also the first Girls State alumnus to be elected to an Alabama Constitutional Office.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Doug Ducey (R-Arizona)

DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Doug Ducey (R-Arizona)



Assumed Office:	2015, 23rd Governor
Hometown:	Toledo, OH
Age:	55
Education:	Arizona State University ; Tempe (BS)
Career Highlights:	Treasurer of Arizona (January 2011-2015) Former CEO of Cold Stone Creamer

Governor Doug Ducey is the 23rd governor of the state of Arizona.

Elected in 2014 and re-elected in 2018, Governor Ducey has applied his experience from a successful career in business to bring much-needed change to Arizona government.

Upon taking office, the governor inherited a $1 billion budget deficit. He quickly took action and balanced the budget in his first year — without raising taxes.

Committed to investing in public education, in his first year, Governor Ducey led a historic and bipartisan effort to invest $3.5 billion into K-12 schools, injecting more dollars into Arizona's classrooms. With a focus on teacher pay, the governor also championed the passage of legislation to increase teacher pay 20 percent by 2020.

Governor Ducey has cut regulations and simplified taxes every year to stimulate job creation and economic growth. He's also prioritized public safety, creating the Arizona Border Strike Force, a statewide, multiagency effort to combat border-related crime.

In his second term, Governor Ducey remains committed to making Arizona a land of "Opportunity for All" and has pledged to work every day to make that vision a reality.

Governor Ducey was born in Toledo, Ohio. He moved to Arizona in 1982 to attend Arizona State University, where he graduated with a Bachelor of Science in Finance. He and his wife, Angela, live in Paradise Valley with their three sons, Jack, Joe and Sam.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Kim Reynolds (R-Iowa)

DATE:

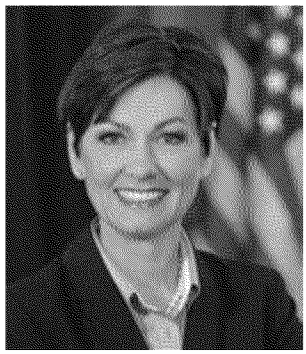
TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

b(5) - DP

Background of the Honorable Kim Reynolds (R-Iowa)



Assumed Office:	2017, 43rd Governor
Hometown:	St. Charles, Iowa
Age:	57
Education:	Iowa State University (BA),
Career Highlights:	Served as the Clark County Treasurer for 4 terms. Elected as an Iowa State Senator to represent the 48th district. Also served as Lt. Governor under Governor Terry Branstad.

As Iowa's 43rd Governor, Kim Reynolds is determined to make sure that Iowa's success is every Iowan's success. Whether it's preparing Iowans for cutting-edge careers, fighting for education, improving healthcare and mental health access, or empowering our rural communities, Kim's priorities are making a difference in all four corners of the state. Her vision keeps Iowans at the center of all decisions, especially in the area of fiscal responsibility. Kim knows that when Iowa taxpayers are able to keep more of their money, great things happen.

She also believes in redemption. Kim's justice reform initiatives carefully balance second chances with victim rights. As Governor, Kim's strong voice for international trade, agriculture, and advanced manufacturing is opening new markets and maintaining relationships with leaders in China, Mexico, Canada, Israel, Thailand, Vietnam, the Philippines, Germany, Brazil, and Argentina, to name just a few.

Although she's traveled the world telling Iowa's story, Kim is still a small-town girl at heart with common-sense values. These principles are reflected in the Governor's Empower Rural Iowa initiative and Future Ready Iowa.

At age 57, Kim earned a bachelor's degree from Iowa State University. Then, nearly two years later, on Nov. 4, 2018, she was elected by Iowans to become their first woman Governor. Family means everything to Kim and her husband, Kevin. They have three daughters (Jennifer, Nicole and Jessica) who are happily married and love spending time with 10 very active grandchildren.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Matt Bevin (R-Kentucky)

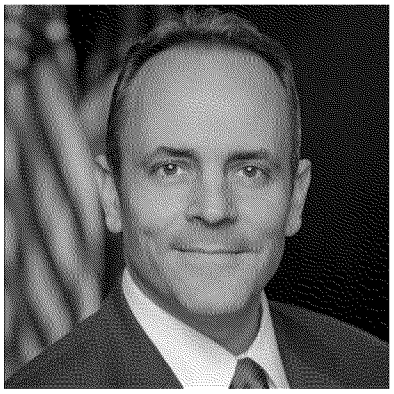
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Matt Bevin (R-Kentucky)



Assumed Office:	2015, 62nd Governor
Hometown:	Denver, CO
Age:	52
Education:	Washington and Lee University (BA); Central Michigan University
Career Highlights:	No previous political office held
	Military: Captain, 5th Infantry Division, US Army (1989-1993)

Matt Bevin was elected in 2015 as the 62nd Governor of the Commonwealth of Kentucky. He is a husband, father of nine children, U.S. Army veteran and successful small business owner.

Bevin attended Washington and Lee University in Virginia on an ROTC scholarship. Upon graduation, he served on active duty as a US Army officer and left the service having achieved the rank of captain.

After his military service, Bevin worked for many years in the financial industry. Bevin founded several companies in Kentucky and invested in a number of others in the Commonwealth and in other states. He managed and expanded multiple businesses, ranging from manufacturing and software to investment management and medical devices.

Governor Bevin has served on many non-profit boards, including Chairman of the Board for the American Red Cross, Louisville Area Chapter. He has permanently endowed several scholarship funds, grants and centers that provide educational opportunities for young people with limited financial resources.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Phil Bryant (R-Mississippi)

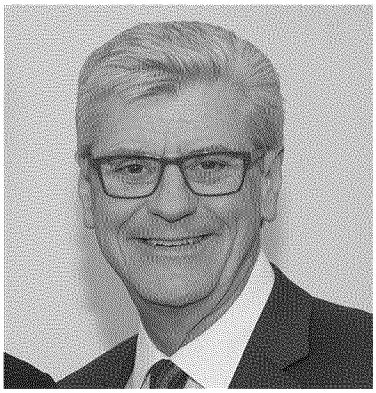
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Phil Bryant (R-Mississippi))



Assumed Office:	2012, 64th Governor
Hometown:	Moorhead, MS
Age:	64
Education:	Mississippi College (MA); University of Southern Mississippi (BA); Hinds Community College
Career Highlights:	Lt Governor, 31st (2008-2012); 40th Auditor, MS (1996-2008

Phil Bryant was sworn in for his second term as Mississippi's 64th governor on January 12, 2016. Before becoming the state's chief executive, Bryant was lieutenant governor from 2008-2011. He also served as state auditor and represented his legislative district in the Mississippi House of Representatives for five years.

The Moorhead native earned an associate's degree in criminal justice from Hinds Community College and completed his bachelor's degree at the University of Southern Mississippi. He holds a master's degree in political science from Mississippi College, and before assuming his role as governor, Bryant served as an adjunct professor of government there.

Gov. Bryant began his career as a deputy sheriff in Hinds County and later worked as an insurance investigator before being elected to the House of Representatives in 1991. In 1996, then Gov. Kirk Fordice appointed him state auditor, a position he was re-elected to in 1999 and 2003.

He is also an avid outdoorsman and is a longtime member of the National Rifle Association's Institute for Legislative Action.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Kevin Stitt (R-Oklahoma)

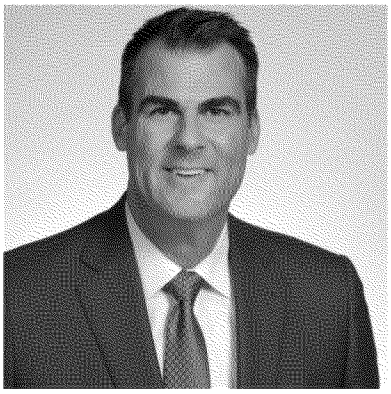
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Kevin Stitt (R-Oklahoma)



Assumed Office:	2019, 28th Governor
Hometown:	Milton, FL
Age:	46
Education:	Oklahoma State University – Stillwater (BS)
Career Highlights:	Founder of Gateway Mortgage Company (2000)

J. Kevin Stitt is the 28th governor of Oklahoma. Stitt is leading the state with a vision to become Top Ten in critical categories, from government efficiency to job growth, infrastructure, education, and healthcare.

Governor Stitt is an Oklahoman entrepreneur and businessman who founded a mortgage company, Gateway, in 2000 with $1,000 and a computer. By delivering strong leadership and vision, Stitt grew Gateway into a nationwide mortgage company that today employs 1,200 people, has 164 field offices in 41 states, and holds a loan servicing portfolio of more than $16 billion.

Governor Stitt is a fourth-generation Oklahoman, raised in Norman where his dad was a pastor of a Bible church and spent many summers as a youth in Skiatook where his grandfather owned a dairy farm. Stitt graduated from Norman High School and worked his way through Oklahoma State University by selling books with the Southwestern Company. Stitt is a man driven by faith and family. He has been married to his wife, Sarah, for 21 years. Together, they have six children and call Tulsa home.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Henry McMaster (R-South Carolina)

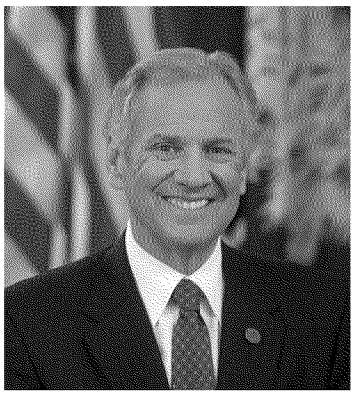
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Henry McMaster (R-South Carolina)



Assumed Office:	2017, 117th Governor
Hometown:	Columbia, SC
Age:	72
Education:	University of South Carolina (JD, BA)
Career Highlights:	Lt Governor, SC (2015-2017); 50th Attorney General, South Carolina (2003-2011); South Carolina Republican Party Chair (1993-2002); Georgia State Commission on Higher Education (1991); US Attorney, District of South Carolina (1981-1985) Military: US Army Reserve (1969-1975)

McMaster was the first U.S. attorney appointed by President Ronald Reagan, and was unanimously confirmed by the United States Senate. During his tenure as U.S. Attorney, his "Operation Jackpot" investigation into international drug smuggling produced over 100 convictions in South Carolina.

As attorney general, McMaster made prosecution of criminal domestic violence a priority and harnessed the resources of law enforcement and prosecutors to crack down on child Internet predators. He extended the state grand jury's jurisdiction to environmental and gang crimes and broadened its authority to include securities crimes following the collapse of Carolina Investors and Home Gold, convicting those responsible.

In 2003, McMaster issued a landmark opinion to protect our marsh islands from encroachment and later won the Life Sciences Act case in the South Carolina Supreme Court, which enhanced the state's economic potential through its universities for research, development and investment in the knowledge-based economy.

As lieutenant governor, McMaster served as president of the South Carolina State Senate and headed the Lieutenant Governor's Office on Aging. McMaster was chairman of the South Carolina Republican Party from 1993-2002, winning reelection three times.

He is admitted to practice in all courts, state and federal, in South Carolina, as well as the U.S. Court of Claims (1974), the U.S. Court of Appeals for the Fourth Circuit (1975) and the Supreme Court of the United States (1978).

Governor McMaster is a recipient of the Order of the Palmetto, the highest civilian honor in the state, and was named "Public Servant of the Year" by the Sierra Club and "National Law Enforcement Officer of the Year" by The Humane Society of the United States.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Greg Abbott (R-Texas)

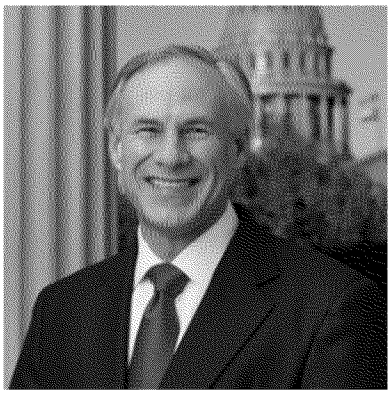
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Greg Abbott (R-Texas)



Assumed Office:	2015, 48th Governor
Hometown:	Wichita Falls, TX
Age:	61
Education:	University of Texas at Austin (BBA); Vanderbilt University (JD)
Career Highlights:	Attorney General of Texas (2002-2015)
	Associate Justice of the Supreme Court of Texas (1996-2001)

As the 48th Governor of the State of Texas, Greg Abbott continues to build on his long record as a conservative leader who fights to preserve Texas values like faith, family, and freedom.

Under Governor Abbott's strong leadership and careful stewardship of the 10th-largest economy in the world, the Lone Star State leads the nation in job creation, and recently reached record low unemployment rates.

Promises made, promises kept. Landmark legislation was passed in the recent 86th Legislative Session that included all of Governor Abbott's priorities to address the state's most pressing issues:

- Passing meaningful property tax reforms and providing $5 billion to rein in skyrocketing property taxes for homeowners, renters, and businesses
- Investing more in our classrooms, paying our teachers more, creating a school funding structure based on student needs, and keeping more tax dollars local
- Keeping Texas students and teachers safe by hardening our schools and expanding access to mental health care
- Combatting human trafficking and sexual assault, and providing resources to tackle the rape kit backlog in Texas
- Providing $3 billion in relief for Harvey-impacted areas, improving disaster preparedness and response, and making our communities more resilient to natural disasters.

Other notable successes include protecting free speech on campus, ensuring medical care for babies born alive after attempted abortions, banning red light cameras and more—all of which were accomplished in a 140-day session noted for its bold ideas and collaboration.

These successes build on Governor Abbott's prior legislative victories making Texas even freer, stronger, safer and smarter: investing in critical border security; reforming the child protective system; investing more in early and higher education; cutting billions in taxes to stimulate job growth; reining in regulatory regimes that strangle innovation; improving Texas roads; and expanding protection of Texans' constitutional rights.

Before his election in 2014, Greg Abbott was the 50th and longest-serving Attorney General of Texas, where he earned a national reputation for defending religious liberty and protecting Texas communities and children. He also previously served as a Justice on the Texas Supreme Court and as a State District Judge in Harris County.

A native Texan and avid sportsman and hunter, Governor Abbott was born in Wichita Falls and raised in Duncanville. After graduating from The University of Texas at Austin, he earned a law degree from Vanderbilt University Law School. Shortly after graduating from law school, he was partially paralyzed by a falling tree while jogging.

Governor Abbott and his wife, Cecilia, a former teacher and principal, and the first Hispanic First Lady of Texas, were married in 1981. Their daughter, Audrey, is a recent college graduate.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Jim Justice (R-West Virginia)

DATE:

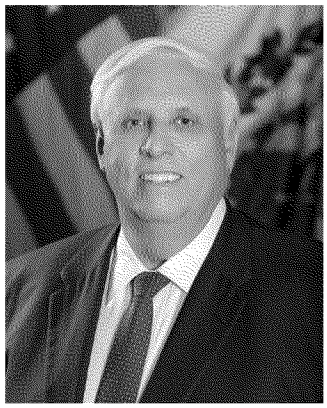
TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

b(5) - DP

Background of the Honorable Jim Justice (R-West Virginia)



Assumed Office:	2017, 36th Governor
Hometown:	Raleigh County, WV
Age:	68
Education:	Marshall University (BA,MBA)
Career Highlights:	Started Justice Family Farms, Chief Executive Officer of Bluestone Industries Inc. and Bluestone Coal Inc. West Virginian of the Year 2014 & 2016.
	Net Worth approximately $1.9 Billion

James C. Justice, II was born April 27, 1951, to James Conley Justice and Edna Ruth Justice. He attended Raleigh County public schools and graduated from Woodrow Wilson High School in 1969, attended Greenbrier Military Academy as a post graduate. Governor Justice went to Marshall University in Huntington, West Virginia, and was captain of the golf team for two years before earning his undergraduate degree and a Masters in Business Administration.

The Governor joined his family's business in 1976. Because of his strong interest in nature and the outdoors, he started Justice Family Farms in 1977 in beautiful Monroe County, West Virginia. Under his direction, Justice Farming Operations has grown to be a major agricultural enterprise. His companies farm more than 50,000 acres of corn, wheat, and soybeans in West Virginia, Virginia, North Carolina and South Carolina.

Gov. Justice is the largest farmer east of the Mississippi River. He is a long-time member of the National Corn Growers Association and a seven-time national corn growing champion. Jim, a passionate sportsman himself, developed Stoney Brook Plantation, a 15,000-acre hunting and fishing preserve in Monroe County, West Virginia. In 2016 Jim and his great bird dog companion, Lilly, bagged 73 grouse in our Mountain State.

Upon the death of his father in 1993, Jim became the President and CEO of Bluestone Industries, Inc. and Bluestone Coal Corporation. Over the next 15 years, Jim launched a massive expansion of multiple businesses which included significant coal reserve expansion, Christmas tree farms, cotton gins, turfgrass operations, golf courses, timber enhancement and land projects just to mention a few. Before being elected governor, Jim was the president and CEO of 102 different companies.

Governor Justice spent his career creating thousands of jobs and understands how to put people to work.

During late 2008 and early 2009, Jim successfully negotiated the sale of Bluestone Industries, Inc. and affiliated companies, which comprised all of the family's West Virginia coal mines at the time,

to Mechel, OAO, one of Russia's leading mining and metal companies. The Russian company failed, laid off coal miners, and was going to walk on their financial obligations.

In 2015, Jim reacquired all of these Bluestone assets back from Mechel and, in a short time, reopened most of the mines and created more than 200 new mining jobs. Had Mr. Justice not stepped up, these mines would have stayed closed, back taxes would not have been paid, and UMWA pensioners would have been left in the cold.

In 2009, Justice rescued The Greenbrier resort in White Sulphur Springs, West Virginia, from bankruptcy. The workforce was facing deep cuts in jobs and benefits. Immediately after purchasing The Greenbrier, Jim Justice reversed many of the benefit cuts and invested in renovations and expansions. He brought major events like the PGA Tour, training camps for the NFL and NBA, and countless high-profile acts and conferences to The Greenbrier. As governor, he wants to do everything possible to put West Virginia in a positive light.

Justice saw an opportunity to grow tourism in Raleigh County so he acquired The Resort at Glade Springs, Black Knight Country Club, and Brier Patch Golf Links.

Governor Justice thinks big. In 2015, he started building a $1 billion dollar mountain complex with housing, skiing, and a championship golf course to bring the U.S. Open to West Virginia. It's history in the making -- something that has never been done before— a golf course designed by Gary Player, the late Arnold Palmer, Lee Trevino, and Jack Nicklaus, all in our great state. The Greenbrier is where Arnie got his first professional check and will be where he designed his last course.

Jim has carried on his family's tradition of being major supporters of youth programs in Southern West Virginia. Since 1992 he has been President of Beckley Little League. His participation has helped the program expand to over 1,000 kids playing on 80 teams. He has coached basketball teams of all ages for the past 36 years and is currently the head girls and boys basketball coach at Greenbrier East High School in Lewisburg, WV. On November 29, 2016, Jim was honored when he coached his 1,000th career win in basketball.

As part of his involvement with the West Virginia Coal Association in the early 1990's, Jim became Tournament Director of the Mountain State Coal Classic Basketball Tournament. The Classic was moved to Beckley and has enjoyed tremendous success by awarding hundreds of thousands of dollars in scholarships and direct support to participating schools. Jim used his contacts to bring sports greats to Beckley as guest speakers for the Classic, including: Hot Rod Hundley, Terry Bradshaw, Dick Vitale, Jerry West, Joe Theismann, Kareem Abdul-Jabbar, Dr. "J" Julius Erving, Bo Jackson, Bob Pruett, Don Nehlen, Doc Holliday, Rich Rodriguez, Chad Pennington, Lou Holtz, Larry Bird, Bill Walton, John Elway, Bill Stewart, Shaq, Charles Barkley, Tim Tebow, Denny Hamlin, Sean Payton, Cam Newton and Pat White. The Tournament, now known as The Big Atlantic Classic has become even bigger and better.

Giving back to the community is at the core of who the governor is. He is guided by his commitment to the Good Lord, his family, and helping West Virginia's youth. Every Christmas, Jim puts on his custom made Santa Claus suit and visits local churches to give away $1 million in gifts to children in need.

Jim was the 1998 Recipient of the Beckley-Raleigh County Chamber of Commerce's Community Service Award as a result of his involvement with youth programs in the area, the 1998 Recipient of the "Spirit of Beckley" Award from the Beckley-Raleigh County YMCA, the 2000 recipient of

the City of Hope Medical Center's "Spirit of Life" award, the 2009 Charleston Gazette's "West Virginian of the Year". In 2010, he was named a "Distinguished West Virginian" by Governor (now Senator) Joe Manchin and the 2011 Honoree at the National Multiple Sclerosis Society's Blue Ridge Chapter "Dinner of Champions". Jim was chosen Mountain Athletic Conference "Coach of the Year" and West Virginia High School "Coach of the Year" in 2012 and was named" West Virginian of the Year" in 2014 and again in 2016 by the Clarksburg Exponent Telegram.

In May 2015, Jim announced his campaign to seek the office of governor of West Virginia. After 19 months on the campaign trail sharing his vision for transforming West Virginia, Jim was elected the 36th governor of West Virginia. He won with a broad coalition of support from Democrats, Republicans, and Independents.

Jim and his wife Cathy have been best friends since high school. Last year, they celebrated their 40th anniversary.

The Governor and the First Lady have two children, James (Jay) C. Justice, III, a Virginia Tech graduate who runs the Justice family's coal and agriculture operations, and Dr. Jill Justice, a graduate of Marshall University and The Edward Via Virginia College of Osteopathic Medicine in Blacksburg, VA. Jill is now president of Greenbrier Hotel Corporation and practices at the Greenbrier Clinic.

The Justice family has recently grown to include Jay's wife, Catherine Grainger Justice, and Jill's husband, Adam Long. Jim and Cathy live near downtown Lewisburg with Lucy, their Boston Terrier.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Mark Gordon (R-Wyoming)

DATE:

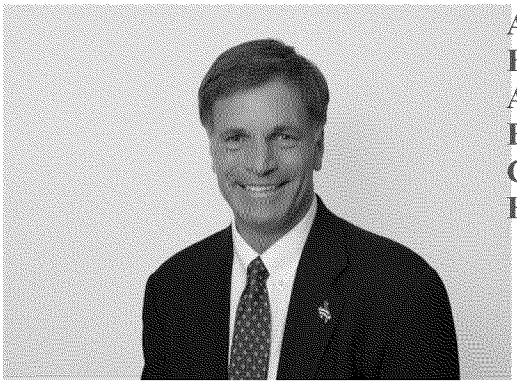
TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

b(5) - DP

Background of the Honorable Mark Gordon (R-Wyoming)



Assumed Office:	2019, 33rd Governor
Hometown:	Johnson County, WY
Age:	62
Education:	Middlebury College (BA)
Career Highlights:	Served as the Wyoming State Treasurer for 7 years. Board member of Volunteers of America Northern Rockies, Ucross Foundation, and Willow Park Reservoir Company.

Growing up on the family ranch in Johnson County, Governor Gordon learned the values of hard work and integrity and the importance of working together. As Governor, he brings those values to the table in pursuing his commitment that Wyoming continues to be a place where its citizens can pursue their dreams while retaining its unique character. He is a strong believer in Wyoming's ability to chart its own course and a staunch defender of its interests to do so.

Governor Gordon is working on efforts to set Wyoming on a sustainable fiscal path and making government more accessible, productive and efficient. As part of those efforts, Gordon seeks to refocus government to better assist local communities with the tools and resources needed to thrive and set their own direction. He is also dedicated to ensuring that citizens have access to quality education, including safer schools, advanced degrees, and career and technical education opportunities.

Governor Gordon served as Wyoming State Treasurer from October 2012 until January 2019 when he was sworn in as Governor. As State Treasurer, he led a transformation of the office resulting in improved returns on state investments, better protection of state savings, and increased transparency and access to state financial data for the public. His efforts to improve transparency surrounding the state's financial portfolio resulted in Wyoming being ranked number one in the United States for transparency and third in the world among all sovereign funds.

Governor Gordon and his wife Jennie have four grown children, Aaron with wife Megan, Bea with fiancé Austen, Anne with partner Bracewell, and Spencer with wife Sarah and their son Everett.

From: Rosenberg, Brad (CIV) b(6)
Sent: 9/30/2019 9:22:32 AM
To: Dewhirst, David (Federal) [DDewhirst@doc.gov]; Cannon, Michael (Federal) [MCannon@doc.gov]; Sharma, Sapna (Federal) [SSharma@doc.gov]; Freitas, Jessica (Federal) [JFreitas@doc.gov]
CC: Burnham, James M. (CIV) b(6); Griffiths, John (CIV) b(6); Wells, Carlotta (CIV) b(6); Kelleher, Diane (CIV) b(6)
Subject: FW: Census litigation Plaintiffs' initial disclosures
Attachments: Plaintiffs Initial Disclosures.pdf; Plaintiffs_Initial_Disclosures_18-cv-00772-RDP.zip; 20190927 Local Govs' Intial Disclosures.pdf; State Defendant-Intervenors' initial disclosures (2019-09-27).pdf; Martinez Intervenors' Initial Disclosures (9-27-19).pdf

All:

Attached please find plaintiffs' Initial Disclosures in the Alabama census case. I am also attaching to this email the Initial Disclosures that have been served by the various intervenor-defendants.

-Brad

From: Sinclair, Win <wsinclair@ago.state.al.us>
Sent: Friday, September 27, 2019 5:52 PM
To: Rosenberg, Brad (CIV) b(6); anil@zarzaur.com; erosenberg@lawyerscommittee.org; dspence@lawyerscommittee.org; rthurston@democracyforward.org; jlewis@democracyforward.org; rmkusmin@debevoise.com; jonathan@weissglass.com; marcelo.quinones@cco.sccgov.org; raphael.rajendra@cco.sccgov.org; segall@copelandfranco.com; tsaenz@maldef.org; dhulett@maldef.org; asenteno@maldef.org; jgomez@maldef.org; still@votelaw.com; jblacksher@ns.sympatico.ca; Matthew.Colangelo@ag.ny.gov; Elena.Goldstein@ag.ny.gov; Elizabeth.Morgan@ag.ny.gov; bragsdale@sirote.com; b(6) - Joyce Vance
Cc: Marshall.Yates@mail.house.gov; Davis, Jim <JimDavis@ago.state.al.us>; Chynoweth, Brad <bchynoweth@ago.state.al.us>; LaCour, Edmund <Edmund.LaCour@AlabamaAG.gov>; Sinclair, Win <wsinclair@ago.state.al.us>; Smith, Brenton <bsmith@ago.state.al.us>
Subject: Census litigation Plaintiffs' initial disclosures

Dear Counsel:

Attached please find the Plaintiffs' initial disclosures and a zip file containing the documents listed therein.

Regards,

-Winfield Sinclair

Winfield J. Sinclair
Assistant Attorney General

Deputy Division Chief, Constitutional Defense Division
Office of the Attorney General
State of Alabama
501 Washington Avenue
Montgomery, AL 36130

334.353.9110 Office
334.353.8400 Fax
wsinclair@ago.state.al.us

Confidentiality Notice: The information contained in this email and the documents attached hereto contain confidential information intended only for the use of the intended recipients. If the reader of the message is not the intended recipient, you are hereby notified that any dissemination, distribution or copying of the information contained herein is strictly prohibited. If you have received this communication in error, please immediately notify me by reply email.

IN THE UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA; and,	)	
	)	
MORRIS J. BROOKS, JR., Representative for Alabama's 5th Congressional District;	)	
	)	
Plaintiffs,	)	
	)	
v.	)	Civil Action No. 2:18-cv-00772-RDP
	)	
UNITED STATES DEPARTMENT OF COMMERCE, et al.,	)	
	)	
Defendants.	)	

PLAINTIFFS' INITIAL DISCLOSURES

The Plaintiffs State of Alabama and Morris J. Brooks submit the following initial disclosures, pursuant to Fed. R. Civ. P. 26(a)(1)(A):

(i) The name and, if known, the address and telephone number of each individual likely to have discoverable information—along with the subjects of that information—that the disclosing party may use to support its claims or defenses, unless the use would be solely for impeachment.

The director or other representative of
(Defendant) United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive

BC-DOC-0000034711

Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Steven Dillingham
Director
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

John M. Abowd
Chief Scientist and Associate Director for Research and Methodology
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Victoria Velkoff
Associate Director for Demographic Programs
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

BC-DOC-0000034712

J. David Brown
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Misty L. Heggeness
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Suzanne M. Dorinski
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Lawrence Warren
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

BC-DOC-0000034713

Moises Yi
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Michael Berning
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Shawn Klimek
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Stephen Bucker
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive

BC-DOC-0000034714

Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Patrick Cantwell
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Joanne Crane
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Melissa Creech
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Burton Reist
United States Census Bureau
c/o Brad Rosenberg, counsel

BC-DOC-0000034715

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

James Whitehorne
United States Census Bureau
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Brian C. Moyer
Director
Bureau of Economic Analysis
Senior official performing the non-exclusive functions and duties of the Under Secretary for Economic Affairs
c/o Brad Rosenberg, counsel

Subject matter of information: The Census Bureau's methods of determining citizenship status; actions taken by the Census Bureau in response to Executive Order No. 13,880; and any information needed, plans made, or efforts undertaken to determine the immigration status of noncitizens.

Bryan Baker
Office of Immigration Statistics
c/o John M. Mitnick, General Counsel
Department of Homeland Security
Washington, D.C. 20528

BC-DOC-0000034716

Subject matter of information: The methodology and data needed to determine the immigration status of noncitizens.

Marc Rosenblum
Deputy Assistant Secretary
Office of Immigration Statistics
c/o John M. Mitnick, General Counsel
Department of Homeland Security
Washington, D.C. 20528

Subject matter of information: The methodology and data needed to determine the immigration status of noncitizens.

Chad Wolf
Assistant Secretary for Strategy, Plans, Analysis & Risk
Senior Official Performing the Duties of the Under Secretary for the Office of Strategy, Policy, and Plans
c/o John M. Mitnick, General Counsel
Department of Homeland Security
Washington, D.C. 20528

Subject matter of information: The methodology and data needed to determine the immigration status of noncitizens and actions taken to assist the Census Bureau pursuant to Executive Order No. 13,880.

In addition, the Plaintiffs reserve the right to call on any witness disclosed in any party's Initial Disclosures and any supplements or amendments thereto. The Plaintiffs further reserve the right to call any witness who is deposed in this matter irrespective of whether that witness was included in an Initial Disclosures list or any supplements or amendments thereto.

Any expert witnesses will be disclosed in compliance with the Court's scheduling order(s).

(ii) A copy—or a description by category and location—of all documents, electronically stored information, and tangible things that the disclosing party

BC-DOC-0000034717

has in its possession, custody, or control and may use to support its claims or defenses, unless the use would be solely for impeachment.

Exec. Order No. 13,880, 84 Fed. Reg. 33,821 (July 11, 2019).

Final 2020 Census Residence Criteria and Residence Situations, 83 Fed. Reg. 5525 (March 12, 2018) (to be codified at 15 C.F.R. ch. 1).

J. DAVID BROWN, ET. AL, CENSUS BUREAU, UNDERSTANDING THE QUALITY OF ALTERNATIVE CITIZENSHIP DATA SOURCES FOR THE 2020 CENSUS (Aug. 2018).

MICHAEL BERNING, ET. AL, CENSUS BUREAU, ALTERNATIVE SOURCES OF CITIZENSHIP DATA FOR THE 2020 CENSUS (2017).

JOHN M. ABOWD & VICTORIA VELKOFF, CENSUS BUREAU, UPDATE ON DISCLOSURE AVOIDANCE AND ADMINISTRATIVE DATA (Sept. 13, 2019), https://www2.census.gov/cac/sac/meetings/2019-09/update-disclosure-avoidance-administrative-data.pdf?#.

Memorandum from John M. Abowd, Chief Scientist and Assoc. Dir. for Research & Methodology, U.S. Census Bureau, to Wilbur L. Ross, Jr., U.S. Sec'y of Commerce (Jan. 19, 2018).

Memorandum from John M. Abowd, Chief Scientist and Assoc. Dir. for Research & Methodology, U.S. Census Bureau, to Wilbur L. Ross, Jr., U.S. Sec'y of Commerce (March 1, 2018).

Memorandum from John M. Abowd, Chief Scientist and Assoc. Dir. for Research & Methodology, U.S. Census Bureau, to Ron. S. Jarmin, Performing the Non-exclusive Functions and Duties of the Director, U.S. Census Bureau (Jan. 3, 2018).

Memorandum from Wilbur L. Ross, Jr., U.S. Sec'y of Commerce, to Karen Dunn Kelly, Under Sec'y for Econ. Affairs, U.S. Dep't of Commerce (Mar. 26, 2018).

BRYAN BAKER, OFFICE OF IMMIGRATION STATISTICS, DEP'T OF HOMELAND SEC. ESTIMATES OF THE ILLEGAL ALIEN POPULATION RESIDING IN THE UNITED STATES: JANUARY 2015 (Dec. 2018), https://www.dhs.gov/sites/default/files/publications/18_1214_PLCY_pops-est-report.pdf.

BC-DOC-0000034718

BRYAN BAKER, OFFICE OF IMMIGRATION STATISTICS, DEP'T OF HOMELAND SEC., ESTIMATES OF THE LAWFUL PERMANENT RESIDENT POPULATION IN THE UNITED STATES: JANUARY 2015 (May 2019), https://www.dhs.gov/sites/default/files/publications/lpr_population_estimates_january_2015.pdf.

Mohammed M. Fazel-Zarandi et al., *The Number of Undocumented Immigrants in the United States: Estimates Based on Demographic Modeling with Data from 1990 to 2016*, PLoS ONE, Sept. 21, 2018.

Jeffrey S. Passel & D'Vera Cohn, *Mexicans Decline to Less than Half the U.S. Unauthorized Immigrant Population for the First Time*, PEW RESEARCH CTR. (June 12, 2019), https://www.pewresearch.org/fact-tank/2019/06/12/us-unauthorized-immigrant-population-2017/.

Congressional Apportionment: Frequently Asked Questions, U.S. CENSUS BUREAU, https://www.census.gov/topics/public-sector/congressional-apportionment/about/faqs.html (last updated Aug. 26, 2015).

The Plaintiffs reserve the right to use any and all of the following: documents produced by any party in discovery, including Initial Disclosures (whether original, supplemented, or amended) and documents made exhibits to depositions; documents filed in this litigation; and documents produced in response to a subpoena issued in this case.

(iii) A computation of each category of damages claimed by the disclosing party—who must also make available for inspection and copying as under Rule 34 the documents or other evidentiary material, unless privileged or protected from disclosure, on which each computation is based, including materials bearing on the nature and extent of injuries suffered.

This provision is not applicable.

(iv) For inspection and copying as under Rule 34, any insurance agreement under which an insurance business may be liable to satisfy all or part of a possible judgment in the action or to indemnify or reimburse for payments made to satisfy the judgment.

This provision is not applicable.

* * *

These disclosures are based upon information reasonably available at this time. Any supplemental information will be provided as required by Fed. R. Civ. P. 26(e).

Respectfully submitted,

Morris J. Brooks, Jr.
Pro se
2101 W. CLINTON AVE.
Suite 302
Huntsville, AL 35805
(256) 355-9400
(256) 355-9406—FAX

Counsel for Plaintiff
Morris J. Brooks, Jr.

STEVE MARSHALL
Alabama Attorney General

BY:

Edmund G. LaCour Jr. (ASB-9182-U81L)
Solicitor General

James W. Davis (ASB-4063-I58J)
Deputy Attorney General

s/Winfield J. Sinclair
Winfield J. Sinclair (ASB-1750-S81W)
Brad A. Chynoweth (ASB-0030-S63K)
Assistant Attorneys General

OFFICE OF THE ATTORNEY GENERAL
501 WASHINGTON AVENUE
Post Office Box 300152
Montgomery, AL 36130-0152
(334) 242-7300
(334) 353-8440—FAX

BC-DOC-0000034720

Email: elacour@ago.state.al.us
jimdavis@ago.state.al.us
wsinclair@ago.state.al.us
bchynoweth@ago.state.al.us

Counsel for Plaintiff
The State of Alabama

CERTIFICATE OF SERVICE

This is to certify that on the 27th day of September, 2019, a copy of the foregoing was served electronically to counsel of record agreed to by the parties.

s/Winfield J. Sinclair
Winfield J. Sinclair
Assistant Attorney General

BC-DOC-0000034721

UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Washington, DC 20233-0001

January 19, 2018

MEMORANDUM FOR: Wilbur L. Ross, Jr.
Secretary of Commerce

Through: Karen Dunn Kelley
Performing the Non-Exclusive Functions and Duties of the Deputy Secretary

Ron S. Jarmin
Performing the Non-Exclusive Functions and Duties of the Director

Enrique Lamas
Performing the Non-Exclusive Functions and Duties of the Deputy Director

From: John M. Abowd
Chief Scientist and Associate Director for Research and Methodology

Subject: Technical Review of the Department of Justice Request to Add Citizenship Question to the 2020 Census

DRAFT-Decisional IV.2.6

The Department of Justice has requested block-level citizen voting-age population estimates by OMB-approved race and ethnicity categories from the 2020 Census of Population and Housing. These estimates are currently provided in two related data products: the PL94-171 redistricting data, produced by April 1st of the year following a decennial census under the authority of 13 U.S.C. Section 141, and the Citizen Voting Age Population by Race and Ethnicity (CVAP) tables produced every February from the most recent five-year American Community Survey data. The PL94-171 data are released at the census block level. The CVAP data are released at the census block group level.

We consider three alternatives in response to the request: (A) no change in data collection, (B) adding a citizenship question to the 2020 Census, and (C) obtaining citizenship status from administrative records for the whole 2020 Census population.

We recommend either Alternative A or C. Alternative C best meets DoJ's stated uses, is comparatively far less costly than Alternative B, does not increase response burden, and does not harm the quality of the census count. Alternative A is not very costly and also does not harm the quality of the census count. Alternative B better addresses DoJ's stated uses than Alternative A. However, Alternative B is very costly, harms the quality of the census count, and would use substantially less accurate citizenship status data than are available from administrative sources.

Summary of Alternatives			
	Alternative A	***Alternative B***	***Alternative C***
Description	No change in data collection	Add citizenship question to the 2020 Census (i.e., the DoJ request), all 2020 Census microdata remain within the Census Bureau	Leave 2020 Census questionnaire as designed and add citizenship from administrative records, all 2020 Census microdata and any linked citizenship data remain within the Census Bureau
Impact on 2020 Census	None	Major potential quality and cost disruptions	None
Quality of Citizen Voting-Age Population Data	Status quo	Block-level data improved, but with serious quality issues remaining	Best option for block-level citizenship data, quality much improved
Other Advantages	Lowest cost alternative	Direct measure of self-reported citizenship for the whole population	Administrative citizenship records more accurate than self-reports, incremental cost is very likely to be less than $2M, USCIS data would permit record linkage for many more legal resident noncitizens
Shortcomings	Citizen voting-age population data remain the same or are improved by using small-area modeling methods	Citizenship status is misreported at a very high rate for noncitizens, citizenship status is missing at a high rate for citizens and noncitizens due to reduced self-response and increased item nonresponse, nonresponse followup costs increase by at least $27.5M, erroneous enumerations increase, whole-person census imputations increase	Citizenship variable integrated into 2020 Census microdata outside the production system, Memorandum of Understanding with United States Citizen and Immigration Services required to acquire most up-to-date naturalization data

Approved: _____ Date: _____

John M. Abowd, Chief Scientist
and Associate Director for Research and Methodology

DRAFT pre-decisional U.S.

Detailed Analysis of Alternatives

The statistics in this memorandum have been released by the Census Bureau Disclosure Review Board with approval number CBDRB-2018-CDAR-014.

Alternative A: Make no changes

Under this alternative, we would not change the current 2020 Census questionnaire nor the planned publications from the 2020 Census and the American Community Survey (ACS). Under this alternative, the PL94-171 redistricting data and the citizen voting-age population (CVAP) data would be released on the current schedule and with the current specifications. The redistricting and CVAP data are used by the Department of Justice to enforce the Voting Rights Act. They are also used by state redistricting offices to draw congressional and legislative districts that conform to constitutional equal-population and Voting Rights Act nondiscrimination requirements. Because the block-group-level CVAP tables have associated margins of error, their use in combination with the much more precise block-level census counts in the redistricting data requires sophisticated modeling. For these purposes, most analysts and the DoJ use statistical modeling methods to produce the block-level eligible voter data that become one of the inputs to their processes.

If the DoJ requests the assistance of Census Bureau statistical experts in developing model-based statistical methods to better facilitate the DoJ's uses of these data in performing its Voting Rights Act duties, a small team of Census Bureau experts similar in size and capabilities to the teams used to provide the Voting Rights Act Section 203 language determinations would be deployed.

We estimate that this alternative would have no impact on the quality of the 2020 Census because there would be no change to any of the parameters underling the Secretary's revised life-cycle cost estimates. The estimated cost is about $350,000 because that is approximately the cost of resources that would be used to do the modeling for the DoJ.

Alternative B: Add the question on citizenship to the 2020 Census questionnaire

Under this alternative, we would add the ACS question on citizenship to the 2020 Census questionnaire and ISR instrument. We would then produce the block-level citizen voting-age population by race and ethnicity tables during the 2020 Census publication phase.

Since the question is already asked on the American Community Survey, we would accept the cognitive research and questionnaire testing from the ACS instead of independently retesting the citizenship question. This means that the cost of preparing the new question would be minimal. We did not prepare an estimate of the impact of adding the citizenship question on the cost of reprogramming the Internet Self-Response (ISR) instrument, revising the Census Questionnaire Assistance (CQA), or redesigning the printed questionnaire because those components will not be finalized until after the March 2018 submission of the final questions. Adding the citizenship question is similar in scope and cost to recasting the race and ethnicity questions again, should that become necessary, and would be done at the same time. After the 2020 Census ISR, CQA and printed questionnaire are in final form, adding the citizenship question would be much more expensive and would depend on exactly when the implementation decision was made during the production cycle.

Draft Pre-decisional

For these reasons, we analyzed Alternative B in terms of its adverse impact on the rate of voluntary cooperation via self-response, the resulting increase in nonresponse followup (NRFU), and the consequent effects on the quality of the self-reported citizenship data. Three distinct analyses support the conclusion of an adverse impact on self-response and, as a result, on the accuracy and quality of the 2020 Census. We assess the costs of increased NRFU in light of the results of these analyses.

B.1. Quality of citizenship responses

We considered the quality of the citizenship responses on the ACS. In this analysis we estimated item nonresponse rates for the citizenship question on the ACS from 2013 through 2016. When item nonresponse occurs, the ACS edit and imputation modules are used to allocate an answer to replace the missing data item. This results in lower quality data because of the statistical errors in these allocation models. The analysis of the self-responses responses is done using ACS data from 2013-2016 because of operational changes in 2013, including the introduction of the ISR option and changes in the followup operations for mail-in questionnaires.

In the period from 2013 to 2016, item nonresponse rates for the citizenship question on the mail-in questionnaires for non-Hispanic whites (NHW) ranged from 6.0% to 6.3%, non-Hispanic blacks (NHB) ranged from 12.0% to 12.6%, and Hispanics ranged from 11.6 to 12.3%. In that same period, the ISR item nonresponse rates for citizenship were greater than those for mail-in questionnaires. In 2013, the item nonresponse rates for the citizenship variable on the ISR instrument were NHW: 6.2%, NHB: 12.3% and Hispanic: 13.0%. By 2016 the rates increased for NHB and especially Hispanics. They were NHW: 6.2%, NHB: 13.1%, and Hispanic: 15.5% (a 2.5 percentage point increase). Whether the response is by mail-in questionnaire or ISR instrument, item nonresponse rates for the citizenship question are much greater than the comparable rates for other demographic variables like sex, birthdate/age, and race/ethnicity (data not shown).

B.2. Self-response rate analyses

We directly compared the self-response rate in the 2000 Census for the short and long forms, separately for citizen and noncitizen households. In all cases, citizenship status of the individuals in the household was determined from administrative record sources, not from the response on the long form. A noncitizen household contains at least one noncitizen. Both citizen and noncitizen households have lower self-response rates on the long form compared to the short form; however, the decline in self-response for noncitizen households was 3.3 percentage points greater than the decline for citizen households. This analysis compared short and long form respondents, categories which were randomly assigned in the design of the 2000 Census.

We compared the self-response rates for the same household address on the 2010 Census and the 2010 American Community Survey, separately for citizen and noncitizen households. Again, all citizenship data were taken from administrative records, not the ACS, and noncitizen households contain at least one noncitizen resident. In this case, the randomization is over the selection of household addresses to receive the 2010 ACS. Because the ACS is an ongoing survey sampling fresh households each month, many of the residents of sampled households completed the 2010 ACS with the same reference address as they used for the 2010 Census. Once again, the self-response rates were lower in the ACS than in the 2010 Census for both citizen and noncitizen households. In this 2010 comparison, moreover, the decline in self-response was 5.1 percentage points greater for noncitizen households than for citizen households.

BC-DOC-0000034725

In both the 2000 and 2010 analyses, only the long-form or ACS questionnaire contained a citizenship question. Both the long form and the ACS questionnaires are more burdensome than the shortform. Survey methodologists consider burden to include both the direct time costs of responding and the indirect costs arising from nonresponse due to perceived sensitivity of the topic. There are, consequently, many explanations for the lower self-response rates among all household types on these longer questionnaires. However, the only difference between citizen and noncitizen households in our studies was the presence of at least one noncitizen in noncitizen households. It is therefore a reasonable inference that a question on citizenship would lead to some decline in overall self-response because it would make the 2020 Census modestly more burdensome in the direct sense, and potentially much more burdensome in the indirect sense that it would lead to a larger decline in self-response for noncitizen households.

B.3. Breakoff rate analysis

We examined the response breakoff paradata for the 2016 ACS. We looked at all breakoff screens on the ISR instrument, and specifically at the breakoffs that occurred on the screens with the citizenship and related questions like place of birth and year of entry to the U.S. Breakoff paradata isolate the point in answering the questionnaire where a respondent discontinues entering data—breaks off—rather than finishing. A breakoff is different from failure to self-respond. The respondent started the survey and was prepared to provide the data on the Internet Self-Response instrument, but changed his or her mind during the interview.

Hispanics and non-Hispanic non-whites (NHNW) have greater breakoff rates than non-Hispanic whites (NHW). In the 2016 ACS data, breakoffs were NHW: 9.5% of cases while NHNW: 14.1% and Hispanics: 17.6%. The paradata show the question on which the breakoff occurred. Only 0.04% of NHW broke off on the citizenship question, whereas NHNW broke off 0.27% and Hispanics broke off 0.36%. There are three related questions on immigrant status on the ACS: citizenship, place of birth, and year of entry to the United States. Considering all three questions Hispanics broke off on 1.6% of all ISR cases, NHNW: 1.2% and NHW: 0.5%. A breakoff on the ISR instrument can result in follow-up costs, imputation of missing data, or both. Because Hispanics and non-Hispanic non-whites breakoff much more often than non-Hispanic whites, especially on the citizenship-related questions, their survey response quality is differentially affected.

B.4. Cost analysis

Lower self-response rates would raise the cost of conducting the 2020 Census. We discuss those increased costs below. They also reduce the quality of the resulting data. Lower self-response rates degrade data quality because data obtained from NRFU have greater erroneous enumeration and whole-person imputation rates. An erroneous enumeration means a census person enumeration that should not have been counted for any of several reasons, such as, that the person (1) is a duplicate of a correct enumeration; (2) is inappropriate (e.g., the person died before Census Day); or (3) is enumerated in the wrong location for the relevant tabulation (https://www.census.gov/coverage_measurement/definitions/). A whole-person census imputation is a census microdata record for a person for which all characteristics are imputed.

Our analysis of the 2010 Census coverage errors (Census Coverage Measurement Estimation Report: Summary of Estimates of Coverage for Persons in the United States, Memo G-01) contains the relevant data. That study found that when the 2010 Census obtained a valid self-response (219 million persons),

BC-DOC-0000034726

the correct enumeration rate was 97.3%, erroneous enumerations were 2.5%, and whole-person census imputations were 0.3%. All erroneous enumeration and whole-person imputation rates are much greater for responses collected in NRFU. The vast majority of NRFU responses to the 2010 Census (59 million persons) were collected in May. During that month, the rate of correct enumerations was only 90.2%, the rate of incorrect enumeration was 4.8%, and the rate of whole-person census imputations was 5.0%. June NRFU accounted for 15 million persons, of whom only 84.6% were correctly enumerated, with erroneous enumerations of 5.7%, and whole-person census imputations of 9.6%. (See Table 19 of 2010 Census Memorandum G-01. That table does not provide statistics for all NRFU cases in aggregate.)

One reason that the erroneous enumeration and whole-person imputation rates are so much greater during NRFU is that the data are much more likely to be collected from a proxy rather than a household member, and, when they do come from a household member, that person has less accurate information than self-responders. The correct enumeration rate for NRFU household member interviews is 93.4% (see Table 21 of 2010 Census Memorandum G-01), compared to 97.3% for non-NRFU households (see Table 19). The information for 21.0% of the persons whose data were collected during NRFU is based on proxy responses. For these 16 million persons, the correct enumeration rate is only 70.1%. Among proxy responses, erroneous enumerations are 6.7% and whole-person census imputations are 23.1% (see Table 21).

Using these data, we can develop a cautious estimate of the data quality consequences of adding the citizenship question. We assume that citizens are unaffected by the change and that an additional 5.1% of households with at least one noncitizen go into NRFU because they do not self-respond. We expect about 126 million occupied households in the 2020 Census. From the 2016 ACS, we estimate that 9.8% of all households contain at least one noncitizen. Combining these assumptions implies an additional 630,000 households in NRFU. If the NRFU data for those households have the same quality as the average NRFU data in the 2010 Census, then the result would be 139,000 fewer correct enumerations, of which 46,000 are additional erroneous enumerations and 93,000 are additional whole-person census imputations. This analysis assumes that, during the NRFU operations, a cooperative member of the household supplies data 79.0% of the time and 21.0% receive proxy responses. If all of these new NRFU cases go to proxy responses instead, the result would be 432,000 fewer correct enumerations, of which 67,000 are erroneous enumerations and 365,000 are whole-person census imputations.

For Alternative B, our estimate of the incremental cost proceeds as follows. Using the analysis in the paragraph above, the estimated NRFU workload will increase by approximately 630,000 households, or approximately 0.5 percentage points. We currently estimate that for each percentage point increase in NRFU, the cost of the 2020 Census increases by approximately $55 million. Accordingly, the addition of a question on citizenship could increase the cost of the 2020 Census by at least $27.5 million. It is worth stressing that this cost estimate is a lower bound. Our estimate of $55 million for each percentage point increase in NRFU is based on an average of three visits per household. We expect that many more of these noncitizen households would receive six NRFU visits.

We believe that $27.5 million is a conservative estimate because the other evidence cited in this report suggests that the differences between citizen and noncitizen response rates and data quality will be amplified during the 2020 Census compared to historical levels. Hence, the decrease in self-response for citizen households in 2020 could be much greater than the 5.1 percentage points we observed during the 2010 Census.

BC-DOC-0000034727

Alternative C: Use administrative data on citizenship instead of add the question to the 2020 Census

Under this alternative, we would add the capability to link an accurate, edited citizenship variable from administrative records to the final 2020 Census microdata files. We would then produce block-level tables of citizen voting age population by race and ethnicity during the publication phase of the 2020 Census using the enhanced 2020 Census microdata.

The Census Bureau has conducted tests of its ability to link administrative data to supplement the decennial census and the ACS since the 1990s. Administrative record studies were performed for the 1990, 2000 and 2010 Censuses. We discuss some of the implications of the 2010 study below. We have used administrative data extensively in the production of the economic censuses for decades. Administrative business data from multiple sources are a key component of the production Business Register, which provides the frames for the economic censuses, annual, quarterly, and monthly business surveys. Administrative business data are also directly tabulated in many of our products.

In support of the 2020 Census, we moved the administrative data linking facility for households and individuals from research to production. This means that the ability to integrate administrative data at the record level is already part of the 2020 Census production environment. In addition, we began regularly ingesting and loading administrative data from the Social Security Administration, Internal Revenue Service and other federal and state sources into the 2020 Census data systems. In assessing the expected quality and cost of Alternative C, we assume the availability of these record linkage systems and the associated administrative data during the 2020 Census production cycle.

C.1. Quality of administrate record versus self-report citizenship status

We performed a detailed study of the responses to the citizenship question compared to the administrative record citizenship variable for the 2000 Census, 2010 ACS and 2016 ACS. These analyses confirm that the vast majority of citizens, as determined by reliable federal administrative records that require proof of citizenship, correctly report their status when asked a survey question. These analyses also demonstrate that when the administrative record source indicates an individual is not a citizen, the self-report is "citizen" for no less than 23.8% of the cases, and often more than 30%.

For all of these analyses, we linked the Census Bureau's enhanced version of the SSA Numident data using the production individual record linkage system to append an administrative citizenship variable to the relevant census and ACS microdata. The Numident data contain information on every person who has ever been issued a Social Security Number or an Individual Taxpayer Identification Number. Since 1972, SSA has required proof of citizenship or legal resident alien status from applicants. We use this verified citizenship status as our administrative citizenship variable. Because noncitizens must interact with SSA if they become naturalized citizens, these data reflect current citizenship status albeit with a lag for some noncitizens.

For our analysis of the 2000 Census long-form data, we linked the 2002 version of the Census Numident data, which is the version closest to the April 1, 2000 Census date. For 92.3% of the 2000 Census long-form respondents, we successfully linked the administrative citizenship variable. The 7.7% of persons for whom the administrative data are missing is comparable to the item non-response for self-responders in the mail-in pre-ISR-option ACS. When the administrative data indicated that the 2000 Census respondent was a citizen, the self-response was citizen: 98.8%. For this same group, the long-form response was

BC-DOC-0000034728

noncitizen: 0.9% and missing: 0.3%. By contrast, when the administrative data indicated that the respondent was not a citizen, the self-report was citizen: 29.9%, noncitizen: 66.4%, and missing: 3.7%.

In the same analysis of 2000 Census data, we consider three categories of individuals: the reference person (the individual who completed the census form for the household), relatives of the reference person, and individuals unrelated to the reference person. When the administrative data show that the individual is a citizen, the reference person, relatives of the reference person, and nonrelatives of the reference person have self-reported citizenship status of 98.7%, 98.9% and 97.2%, respectively. On the other hand, when the administrative data report that the individual was a noncitizen, the long-form response was citizen for 32.9% of the reference persons; that is, reference persons who are not citizens according to the administrative data self-report that they are not citizens in only 63.3% of the long-form responses. When they are reporting for a relative who is not a citizen according to the administrative data, reference persons list that individual as a citizen in 28.6% of the long-form responses. When they are reporting for a nonrelative who is not a citizen according to the administrative data, reference persons list that individual as a citizen in 20.4% of the long-form responses.

We analyzed the 2010 and 2016 ACS citizenship responses using the same methodology. The 2010 ACS respondents were linked to the 2010 version of the Census Numident. The 2016 ACS respondents were linked to the 2016 Census Numident. In 2010, 8.5% of the respondents could not be linked, or had missing citizenship status on the administrative data. In 2016, 10.9% could not be linked or had missing administrative data. We reached the same conclusions using 2010 and 2016 ACS data with the following exceptions. When the administrative data report that the individual is a citizen, the self-response is citizen on 96.9% of the 2010 ACS questionnaires and 93.8% of the 2016 questionnaires. These lower self-reported citizenship rates are due to missing responses on the ACS, not misclassification. As we noted above, the item nonresponse rate for the citizenship question has been increasing. These item nonresponse data show that some citizens are not reporting their status on the ACS at all. In 2010 and 2016, individuals for whom the administrative data indicate noncitizen respond citizen in 32.7% and 34.7% of the ACS questionnaires, respectively. The rates of missing ACS citizenship response are also greater for individuals who are noncitizens in the administrative data (2010: 4.1%, 2016: 7.7%). The analysis of reference persons, relatives, and nonrelatives is qualitatively identical to the 2000 Census analysis.

In all three analyses, the results for racial and ethnic groups and for voting age individuals are similar to the results for the whole population with one important exception. If the administrative data indicate that the person is a citizen, the self-report is citizen at a very high rate with the remainder being predominately missing self-reports for all groups. If the administrative data indicate noncitizen, the self-report is citizen at a very high rate (never less than 23.8% for any racial, ethnic or voting age group in any year we studied). The exception is the missing data rate for Hispanics, who are missing administrative data about twice as often as non-Hispanic blacks and three times as often as non-Hispanic whites.

C.2. Analysis of coverage differences between administrative and survey citizenship data

Our analysis suggests that the ACS and 2000 long form survey data have more complete coverage of citizenship than administrative record data, but the relative advantage of the survey data is diminishing. Citizenship status is missing for 10.9 percent of persons in the 2016 administrative records, and it is missing for 6.3 percent of persons in the 2016 ACS. This 4.6 percentage point gap between administrative and survey missing data rates is smaller than the gap in 2000 (6.9 percentage points) and 2010 (5.6

BC-DOC-0000034729

percentage points). Incomplete (through November) pre-production ACS data indicate that citizenship item nonresponse has again increased in 2017.

There is an important caveat to the conclusion that survey-based citizenship data are more complete than administrative records, albeit less so now than in 2000. The methods used to adjust the ACS weights for survey nonresponse and to allocate citizenship status for item nonresponse assume that the predicted answers of the sampled non-respondents are statistically the same as those of respondents. Our analysis casts serious doubt on this assumption, suggesting that those who do not respond to either the entire ACS or the citizenship question on the ACS are not statistically similar to those who do; in particular, their responses to the citizenship question would not be well-predicted by the answers of those who did respond.

The consequences of missing citizenship data in the administrative records are asymmetric. In the Census Numident, citizenship data may be missing for older citizens who obtained SSNs before the 1972 requirement to verify citizenship, naturalized citizens who have not confirmed their naturalization to SSA, and noncitizens who do not have an SSN or ITIN. All three of these shortcomings are addressed by adding data from the United States Citizen and Immigration Services (USCIS). Those data would complement the Census Numident data for older citizens and update those data for naturalized citizens. A less obvious, but equally important benefit, is that they would permit record linkage for legal resident aliens by allowing the construction of a supplementary record linkage master list for such people, who are only in scope for the Numident if they apply for and receive an SSN or ITIN. Consequently, the administrative records citizenship data would most likely have both more accurate citizen status and fewer missing individuals than would be the case for any survey-based collection method. Finally, having two sources of administrative citizenship data permits a detailed verification of the accuracy of those sources as well.

C.3. Cost of administrative record data production

For Alternative C, we estimate that the incremental cost, except for new MOUs, is $450,000. This cost estimate includes the time to develop an MOU with USCIS, estimated ingestion and curation costs for USCIS data, incremental costs of other administrative data already in use in the 2020 Census but for which continued acquisition is now a requirement, and staff time to do the required statistical work for integration of the administrative-data citizenship status onto the 2020 Census microdata. This cost estimate is necessarily incomplete because we have not had adequate time to develop a draft MOU with USCIS, which is a requirement for getting a firm delivery cost estimate from the agency. Acquisition costs for other administrative data acquired or proposed for the 2020 Census varied from zero to $1.5M. Thus the realistic range of cost estimates, including the cost of USCIS data, is between $500,000 and $2.0M

Ultimate-deliberative.01

BC-DOC-0000034730

Questions on the Jan 19 Draft Census Memo on the DoJ Citizenship Question Reinstatement Request

1. **With respect to Alternatives B and C, what is the difference, if any, between the time when the data collected under each alternative would be available to the public?**

   Since the collection of this data, whether from administrative records or from an enumerated question, occurs prior to the creation of the Microdata Detail File (MDF) from which all tabulations will be performed, there is no difference in the timing of when the data collected under either alternative B or C could be made available to the public. The exact date for completion of the MDF is still being determined as the 2020 Census schedule is matured. However, the 2020 Census is working towards publishing the first post-apportionment tabulation data products as early as the first week of February 2021.

2. **What is the "2020 Census publication phase" (page 1 of the Detailed Analysis for Alternative B) versus Alternative C? Would there be any difference?**

   The 2020 Census publication phase is a broad window stretching from the release of the apportionment counts by December 31, 2020 through the last data product or report published in FY 2023, the final year of decennial funding for the 2020 Census. However, as stated in the answer to question 1, these data could be made available to the public on the same schedule as any other post-apportionment tabulated data product regardless of whether alternative B or C is used in its collection.

3. **What is the non-response rate for: (A) each question on the 2000 and 2010 Decennial Census short form and (B) each question on the 2010 ACS and most recent ACS?**

   The table below shows the item non-response (INR) rate for each question on the 2000 and 2010 Decennial Census short form. This is the percentage of respondents who did not provide an answer to an item.

   Item Nonresponse Rates for 2000 and 2010 Short Form Person Questions

	Relationship	Sex	Age	Hispanic Origin	Race	Tenure
2010	1.5	1.5	3.5	3.9	3.3	4.5
2000	1.3	1.1	3.7	3.1	2.9	4.1

   Source: Rothhaas, Lestina and Hill (2012) Tables

   Notes and Soucre:
   Rothhaas, C., Lestina, F. and Hill, J. (2012) "2010 Decennial Census Item Nonresponse and Imputation Assessment Report" 2010 Census Program for Evaluations and Experiments, January 24, 2012.

P000010
001286

BC-DOC-0000034731

From report:

The INR rate is essentially the proportion of missing responses before pre-editing or imputation procedures for a given item (i.e., the respondent did not provide an answer to the item). For INR, missing values are included in the rates, but inconsistent responses (i.e., incompatible with other responses) are considered non-missing responses.

Online link to 2010 report that has 2000 information as well.
https://www.census.gov/2010census/pdf/2010_Census_INR_Imputation_Assessment.pdf

See attached spreadsheet for the item allocation rates by questions for the ACS for 2010, 2013, and 2016.

4. **What was the total survey response rate (i.e., percentage of complete questionnaires) for the 2000 long form and the 2000 short form? Of the incomplete long forms, what percentage left the citizenship question blank? Of the completed long forms, what percentage (if known) contained incorrect responses to the citizenship question?**

We do not have measures of total survey response rates from the 2000 long form and 2000 short form available at this time. The mail response rate in 2000 was 66.4 percent for short forms and 53.9 percent for long forms. No analysis that we were aware of was conducted on the incomplete long forms that left the citizenship question blank. The Census 2000 Content Reinterview Survey showed low inconsistency of the responses to the citizenship question. Only 1.8 percent of the respondents changed answers in the reinterview.

Source for 2000 mail response rates:
https://www.census.gov/pred/www/rpts/A.7.a.pdf

Source for 2000 Content Reinterview Survey. Page 32 source.
https://www.census.gov/pred/www/rpts/B.5FR_RI.PDF

5. **For the 2000 long and short forms, what was the percentage unanswered (left blank) for each question (i.e., what percentage of the responses for each question (sex, race, ethnicity, income, citizenship, etc.) were left blank)?**

For the 2000 shortform, the table in question 3a provides the percentage unanswered for each question.

For the 2000 longform, Griffin, Love and Obenski (2003) summarized the Census 2000 longform responses. Allocation rates for individual items in Census 2000 were computed, but because of the magnitude of these data, summary allocation measures were derived.

These rates summarize completeness across all data items for occupied units (households) and are the ratio of all population and housing items that had values allocated to the total number of population and housing items required to have a response. These composite measures provide a summary picture of the completeness of all data. Fifty-four population items and 29 housing items are included in these summary measures. The analysis showed that 9.9 percent of the population question items and 12.5 percent of the housing unit question items required allocation. Allocation involves using statistical procedures, such as within-household or nearest neighbor matrices, to impute missing values.

https://ww2.amstat.org/sections/srms/Proceedings/y2003/Files/JSM2003-000596.pdf

6. **What was the incorrect response rate for the citizenship question that was asked on the Long Form during the 2000 Decennial Census? Does the response rate on the 2000 Long Form differ from the incorrect response rate on the citizenship question for the ACS?**

In the 2000 long form, 2.3 percent of persons have inconsistent answers, 89.4 percent have consistent answers, and 8.2 percent have missing citizenship data in the SSA Numident and/or the 2000 long form. Among persons with nonmissing citizenship data in the SSA Numident and/or the 2000 long form, 2.6 percent have inconsistent answers and 97.4 percent have consistent answers.

In the 2010 ACS, 3.1 percent of persons have inconsistent answers, 86.0 percent have consistent answers, and 10.8 percent have missing citizenship data in the SSA Numident and/or the 2010 ACS. Among persons with nonmissing citizenship data in the SSA Numident and/or the 2010 ACS, 3.6 percent have inconsistent answers and 96.4 percent have consistent answers.

In the 2016 ACS, 2.9 percent of persons have inconsistent answers, 81.2 percent have consistent answers, and 15.9 percent have missing citizenship data in the SSA Numident and/or the 2016 ACS. Among persons with nonmissing citizenship data in the SSA Numident and/or the 2016 ACS, 3.5 percent have inconsistent answers and 96.5 percent have consistent answers.

These ACS and 2000 Census long form rates are based on weighted data.

This shows that inconsistent response rates are higher in the 2010 and 2016 ACS than in the 2000 long form.

7. **What is the incorrect response rate on other Decennial or ACS questions for which Census has administrative records available (for example, age, sex or income)?**

Table 7a shows the agreement rates between the 2010 Census response and the SSA Numident for persons who could be linked and had nonmissing values, and Table 7b shows

BC-DOC-0000034733

the agreement rates between the 2010 ACS and the SSA Numident. Gender has low disagreement (0.4-0.5 percent), and white alone (0.9 percent), black alone (1.7-2 percent), and age (2.1 percent) also have low disagreement rates. Disagreement rates are greater for other races (e.g., 46.4-48.6 percent for American Indian or Alaska Native alone). Hispanic origin is not well measured in the Numident, because it contains a single race response, one of which is Hispanic.

Table 7a. Demographic Variable Agreement Rates Between the 2010 Census and the SSA Numident

2010 Census Response	Percent Agreement with SSA Numident
Hispanic	54.2
Not Hispanic	99.7
White Alone	99.1
Black Alone	98.3
American Indian or Alaska Native Alone	51.4
Asian Alone	84.3
Native Hawaiian or Other Pacific Islander Alone	74.4
Some Other Race Alone	17.7
Age	97.9
Gender	99.4

Source: Rastogi, Sonya, and Amy O'Hara, 2012, "2010 Census Match Study," 2010 Census Planning Memoranda Series No. 247.

Table 7b. Demographic Variable Agreement Rates Between the 2010 Census and the SSA Numident

2010 ACS Response	Percent Agreement with SSA Numident
White Alone	99.1
Black Alone	98.0
American Indian or Alaska Native Alone	53.6
Asian Alone	82.9
Native Hawaiian or Other Pacific Islander Alone	72.9
Some Other Race Alone	17.2
Age 0-2 Date of Birth	95.2
Age 3-17 Date of Birth	95.6
Age 18-24 Date of Birth	95.2
Age 25-44 Date of Birth	95.8
Age 45-64 Date of Birth	95.9
Age 65-74 Date of Birth	96.5
Age 75 and older Date of Birth	92.7
Male	99.5
Female	99.5

P000013
001289

BC-DOC-0000034734

Source: Bhaskar, Renuka, Adela Luque, Sonya Rastogi, and James Noon, 2014, "Coverage and Agreement of Administrative Records and 2010 American Community Survey Demographic Data," CARRA Working Paper #2014-14.

Abowd and Stinson (2013) find correlations of 0.75-0.89 between Survey of Income and Program Participation (SIPP) and SSA Detailed Earnings Record annual earnings between 1990-1999.[1]

8. How does the Census presently handle responses on the (A) Decennial Census and (B) the ACS when administrative records available to the Census confirm that the response on the Decennial Census or ACS is incorrect? Is the present Census approach to incorrect responses based on practice/policy or law (statute or regulation)?

We have always based the short form Decennial Census and the ACS on self-response, and while we have procedures in place to address duplicate or fraudulent responses, we do not check the accuracy of the answers provided to the specific questions on the Census questionnaire. This is a long established practice at the Census Bureau that has been thoroughly tested and in place since 1970, when the Census Bureau moved to a mail-out/respond approach to the Decennial Census. Title 13 of the U.S. Code allows the Census Bureau to use alternative data sources, like administrative records, for a variety of purposes, and we are using data in new ways in the 2020 Census. While this includes the use of administrative records data to fill in areas where a respondent does not provide an answer, we have not explored the possibility of checking or changing responses that a responding household has provided in response to the questionnaire.

9. Please explain the differences between the self-response rate analysis and the breakoff rate analysis. The range of breakoff rates between groups was far smaller than the range of self-response rates between groups.

Self-response means that a household responded to the survey by mailing back a questionnaire or by internet, and a sufficient number of core questions were answered so that an additional field interview was not required.

A breakoff occurs when an internet respondent stops answering questions prior to the end of the questionnaire. In most cases the respondent answers the core questions before breaking off, and additional fieldwork is not required. The breakoff rates are calculated separately by which question screen was the last one reached before the respondent stopped answering altogether.

The share of Hispanic respondents who broke off at some point before the end of the questionnaire (17.6 percent) is much higher than for non-Hispanic whites (9.5 percent).

[1] Abowd, John M., and Martha H. Stinson, 2013, "Estimating Measurement Error in Annual Job Earnings: A Comparison of Survey and Administrative Data," Review of Economics and Statistics, Vol. 95(55), pp. 1451-1467.

BC-DOC-0000034735

Spreading the overall breakoff rates over 134 screens in the questionnaire works out to quite small rates per screen. It works out to an average breakoff rate of 0.131 percent per screen for Hispanics and 0.066 percent for non-Hispanic whites.

10. The NRFU numbers are comparatively small – approximately one additional household for NRFU per Census enumerator. Is this really a significant source of concern?

Yes, this is a significant concern. First, it gives rise to incremental NRFU cost of at least $27.5 million. This is a lower bound becaues it assumes the households that do not self-respond because we added a question on citizenship have the same follow-up costs as an average U.S. household. They won't because these households overwhelmingly contain at least one noncitzen, and that is one of our acknowledged hard-to-count subpopulations.

11. Given that the breakoff rate difference was approximately 1 percent, why did Census choose to use the 5.1 percent number for assessing the cost of Alternative B?

If a household breaks off an internet response at the citizenship, place of birth, or year of entry screens, this means it would have already responded to the core questions. This would not trigger follow-up fieldwork and thus would not involve additional fieldwork costs. In contrast, if a household does not mail back a questionnaire or give an internet response, fieldwork will be necessary and additional costs will be incurred. Thus, the 5.1 percent number for differential self-response is more appropriate for estimating the additional fieldwork cost of adding a citizenship question.

12. Alternative C states that Census would use administrative data from the Social Security Administration, Internal Revenue Service, and "other federal and state sources." What are the other sources?

In addition to continuing the acquisition of the Social Security Administration and Internal Revenue Service data, the Census Bureau is in discussion with the U.S. Citizen and Immigration Services (USCIS) staff to acquire additional citizenship data.

13. Is Census confident that administrative data will be able to be used to determine citizenship for all persons (e.g., not all citizens have social security numbers)?

We are confident that Alternative C is viable and that we have already ingested enough high-quality citizenship administrative data from SSA and IRS. The USCIS data are not required. They would, however, make the citizenship voting age tabulations better, but the administrative data we've got are very good and better than the data from the 2000 Census and current ACS. The type of activities required for Alternative C already occur daily and routinely at the Census Bureau. We have been doing this for business data products,

including the Economic Censuses, for decades. We designed the 2020 Census to use this technology too.

14. For Alternative C, the memo says, "we assume the availability of these record linkage systems and associated administrative data" – does Census already have in place access to this data or would this need to be negotiated? If negotiated, for which data sets specifically?

The Census Bureau has longstanding contractual relationships with the Social Security Administration and the Internal Revenue Service that authorize the use of data for this project. For new data acquired for this project (i.e., USCIS) we would estimate a six-month development period to put a data acquisition agreement in place. That agreement would also include terms specifying the authorized use of data for this project.

15. Are there any privacy issues / sensitive information prohibitions that might prevent other agencies from providing such data?

There are no new privacy or sensitivity issues associated with other agencies providing citizenship data. We have received such information in the past from USCIS. We are currently authorized to receive and use the data from SSA and IRS that are discussed in Alternative C.

16. How long would Census expect any negotiation for access to data take? How likely is it that negotiations would be successful? Are MOA's needed/required?

Current data available to the Census Bureau provide the quality and authority to use that are required to support this project. Additional information potentially available from USCIS would serve to supplement/validate those existing data. We are in early discussions with USCIS to develop a data acquisition agreement and at this time have no indications that this acquisition would not be successful.

17. What limitations would exist in working with other agencies like IRS, Homeland Security, etc. to share data?

The context for sharing of data for this project is for a one-way sharing of data from these agencies to the Census Bureau. Secure file transfer protocols are in-place to ingest these data into our Title 13 protected systems. For those data already in-place at the Census Bureau to support this project, provisions for sharing included in the interagency agreement restrict the Census Bureau from sharing person-level microdata outside the Census Bureau's Title 13 protections. Aggregates that have been processed through the Bureau's disclosure avoidance procedures can be released for public use.

18. If Alternative C is selected, what is Census's backup plan if the administrative data cannot be completely collected and utilized as proposed?

The backup plan is to use all of the administrative data that we currently have, which is the same set that the analyses of Alternative C used. We have verified that this use is consistent with the existing MOUs. We would then use estimation and modeling techniques similar to those used for the Small Area Income and Poverty Estimates (SAIPE) to impute missing citizenship status for those persons for whom we do not have administrative records. These models would also include estimates of naturalizations that occurred since the administrative data were ingested.

19. Does Census have any reason to believe that access to existing data sets would be curtailed if Alternative C is pursued?

No we do not believe that any access to existing data sets would be curtailed if we pursue Alternative C.

20. Has the proposed Alternative C approach ever been tried before on other data collection projects, or is this an experimental approach? If this has been done before, what was the result and what were lessons learned?

The approach in Alternative C has been routinely used in processing the economic censuses for several decades. The Bureau's Business Register was specifically redesigned for the 2002 Economic Census in order to enhance the ingestion and use of administrative records from the IRS and other sources. The data in these administrative records are used to substitute for direct responses in the economic censuses for the unsampled entities. They are also used as part of the review, edit, and imputation systems for economic censuses and surveys. On the household side, the approach in Alternative C was used extensively to build the residential characteristics for OnTheMap and OnTheMap for Emergency Management.

21. Is using sample data and administrative records sufficient for DOJ's request?

The 2020 Census data combined with Alternative C are sufficient to meet DoJ's request. We do not anticipate using any ACS data under Alternative C.

22. Under Alternative C, If Census is able to secure interagency agreements to provide needed data sets, do we know how long it would take to receive the data transmission from other agencies and the length of time to integrate all that data, or is that unknown?

With the exception of the USCIS data, the data used for this project are already integrated into the 2020 Census production schema. In mid-to late 2018, we plan to acquire the USCIS data and with those data and our existing data begin to develop models and business rules to select citizenship status from the composite of sources and attach that characteristic to

BC-DOC-0000034738

each U.S. person. We expect the development and refinement of this process to continue into 2019 and to be completed by third quarter calendar year 2019.

23. Cross referencing Census decennial responses with numerous governmental data sets stored in various databases with differing formats and storage qualities sounds like it could be complicated. Does Census have an algorithm in place to efficiently combine and cross reference such large quantities of data coming from many different sources? What cost is associated with Alternative C, and what technology/plan does Census have in place to execute?

Yes, the 2018 Census End-to-End test will be implementing processing steps to be able to match Census responses to administrative record information from numerous governmental data sets. The Census Bureau has in place the Person Identification Validation System to assign Protected Identification Keys to 2020 Census responses. The required technology for linking in the administrative records is therefore part of the 2020 Census technology. This incremental cost factored into the estimate for Alternative C is for integrating the citizenship variable specifically, since that variable is not currently part of the 2020 Census design. No changes are required to the production Person Identification Validation system to integrate the administrative citizenship data.

24. For section C-1 of the memo, when did Census do the analyses of the incorrect response rates for non-citizen answers to the long form and ACS citizenship question? Were any of the analyses published?

The comparisons of ACS, 2000 Decennial Census longform and SSA Numident citizenship were conducted in January 2018. This analysis has not been published.

25. Has Census corrected the incorrect responses it found when examining non-citizen responses? If not, why not?

In the American Community Survey (ACS), and the short form Decennial Census, we do not change self-reported answers. The Decennial Census and the ACS are based on self-response and we accept the responses provided by households as they are given. While we have procedures in place to address duplicate or fraudulent responses, we do not check the accuracy of the answers provided to the specific questions on the Census questionnaires. This is a long established process at the Census Bureau that has been thoroughly tested and in place since 1970, when the Census Bureau moved to a mail-out/respond approach to the Decennial Census.

26. Has the Department of Justice ever been made aware of inaccurate reporting of ACS data on citizenship, so that they may take this into consideration when using the data?

Not exactly. The Census Bureau is in close, regular contact with the Department of Justice (DOJ) regarding their data requirements. Our counterparts at DOJ have a solid understanding of survey methodology and the quality of survey data, and they are aware of the public documentation on sampling and accuracy surrounding the ACS. However, the specific rate of accuracy regarding responses to the ACS question on citizenship has never been discussed.

27. Why has the number of persons who cannot be linked increased from 2010 to 2016?

The linkage between the ACS and administrative data from the SSA Numident and IRS ITIN tax filings depends on two factors: (a) the quality of the personally identifiable information (PII) on the ACS response and (b) whether the ACS respondent is in the SSN/ITIN universe.

With respect to the quality of the PII on the ACS, there may be insufficient information on the ACS due to item nonresponse or proxy response for the person to allow a successful match using the production record linkage system. There may also be more than one record in the Numident or ITIN IRS tax filings that matches the person's PII. Finally, there may be a discrepancy between the PII provided to the ACS and the PII in the administrative records.

Alternatively, the person may not be in the Numident or ITIN IRS tax filing databases because they are out of the universe for those administrative systems. This happens when the person is a citizen without an SSN, or when the person is a noncitizen who has not obtained an SSN or ITIN.

Very few of the unlinked cases are due to insufficient PII in the ACS or multiple matches with administrative records. The vast majority of unlinked ACS persons have sufficient PII, but fail to match any administrative records sufficiently closely. This means that most of the nonmatches are because the ACS respondent is not in the administrative record universe.

The incidence of ACS persons with sufficient PII but no match with administrative records increased between 2010 and 2016. One contributing factor is that the number of persons linked to ITIN IRS tax filings in 2016 was only 39 percent as large as in 2010, suggesting that either fewer of the noncitizens in the 2016 ACS had ITINs, or more of them provided PII in the ACS that was inconsistent with their PII in IRS records.

28. Independent of this memo, what action does Census plan to take in response to the analyses showing that non-citizens have been incorrectly responding to the citizenship question?

The Census Bureau does not have plans to make any changes to procedures in the ACS. However, we will continue to conduct thorough evaluations and review of census and survey data. The ACS is focusing our research on the potential use of administrative records

in the survey. For instance, we are exploring whether we can use IRS data on income to reduce the burden of asking questions on income on the ACS. We are concentrating initially on questions that are high burden, e.g., questions that are difficult to answer or questions that are seen as intrusive.

29. Did Census make recommendations the last time a question was added?

Since the short form Decennial Census was established in 2010, the only requests for new questions we have received have been for the ACS. And, in fact, requests for questions prior to 2010 were usually related to the Decennial Census Long Form. We always work collaboratively with Federal agencies that request a new question or a change to a question. The first step is to review the data needs and the legal justification for the new question or requested changes. If, through this process, we determine that the request is justified, we work with the other agencies to test the question (cognitive testing and field testing). We also work collaboratively on the analysis of the results from the test which inform the final recommendation about whether or not to make changes or add the question.

30. Does not answering truthfully have a separate data standard than not participating at all?

We're not sure what you're asking here. Please clarify the question.

31. What was the process that was used in the past to get questions added to the decennial Census or do we have something similar where a precedent was established?

Because no new questions have been added to the Decennial Census (for nearly 20 years), the Census Bureau did not feed bound by past precedent when considering the Department of Justices' request. Rather, the Census Bureau is working with all relevant stakeholders to ensure that legal and regulatory requirements are filled and that questions will produce quality, useful information for the nation. As you are aware, that process is ongoing at your direction.

32. Has another agency ever requested that a question be asked of the entire population in order to get block or individual level data?

Not to our knowledge. However, it is worth pointing out that prior to 1980 the short form of the Decennial Census included more than just the 10 questions that have been on the short form since 1990.

33. Would Census linking of its internal data sets, with other data sets from places like IRS and Homeland Security, have an impact on participation as well (i.e., privacy concerns)?

BC-DOC-0000034741

The potential that concerns about the use of administrative records could have an impact on participation has always been a concern of ours, and it's a risk that we're managing on our risk register. We've worked closely with the privacy community throughout the decade, and we established a working group on our National Advisory Committee to explore this issue. We've also regularly briefed the Congress about our plans. At this stage in the decade there does not appear to be extensive concerns among the general public about our approach to using administrative records in the Nonresponse Operation or otherwise. We will continue to monitor this issue.

34. Would Alternative C require any legislation? If so, what is the estimated time frame for approval of such legislation?

No.

35. Census publications and old decennial surveys available on the Census website show that citizenship questions were frequently asked of the entire population in the past. Citizenship is also a question on the ACS. What was the justification provided for citizenship questions on the (A) short form, (B) long form, and (C) ACS?

In 1940, the Census Bureau introduced the use of a short form to collect basic characteristics from all respondents, and a long form to collect more detailed questions from only a sample of respondents. Prior to 1940, census questions were asked of everyone, though in some cases only for those with certain characteristics. For example, in 1870, a citizenship question was asked, but only for respondents who were male and over the age of 21.

Beginning in 2005, all the long-form questions – including a question on citizenship -- were moved to the ACS. 2010 was the first time we conducted a short-form only census. The citizenship question is included in the ACS to fulfill the data requirements of the Department of Justice, as well as many other agencies including the Equal Employment Opportunities Commission, the Department of Health and Human Services, and the Social Security Administration.

BC-DOC-0000034742

ACS Item Allocation Rates for United States: 2016, 2013, 2010

Title	2016	2013	2010
Overall housing allocation rate occupied and vacant housing units	4.9	5.6	5.2
Overall person allocation rate total population	9.5	8.4	5.8
Vacancy status vacant housing units	3.9	3.5	2.9
Tenure occupied housing units	1.2	1.3	1.2
Units in structure occupied and vacant housing units	1.5	1.5	1.5
Year moved in occupied housing units	3	3	3.4
Month moved in occupied housing units into which households move in the last two years	0.7	0.7	0.7
Year built occupied and vacant housing units	18.2	17.1	16.2
Lot size occupied and vacant single family and mobile homes	3.9	3.9	4.2
Agricultural sales occupied and vacant single family and mobile homes with lot size greater than or equal to 1 acre	4	4.2	4.4
Business on property occupied and vacant single family and mobile homes	**	2.4	3
Number of rooms occupied and vacant housing units	5	5.5	5.2
Number of bedrooms occupied and vacant housing units	5.5	4.6	4.3
Running water occupied and vacant housing units	2.4	2.1	2
Flush toilet occupied and vacant housing units	**	2.2	2
Bathtub or shower occupied and vacant housing units	2.6	2.2	2
Sink with a faucet occupied and vacant housing units	2.6	2.2	2
Stove or range occupied and vacant housing units	3.1	2.8	2.5
Refrigerator occupied and vacant housing units	3.2	2.9	2.7
Telephone occupied housing units	1.5	1.2	1.1
Number of vehicles occupied housing units	1.2	1.4	1.3
Heating fuel occupied housing units	3.4	3.4	3.3
Monthly electricity cost occupied housing units	8.1	8.2	7.3
Monthly gas cost occupied housing units	9.6	9.9	9.8

Yearly water and sewer cost occupied housing units	8.5	8.8	8.1
Yearly other fuel cost occupied housing units	7.3	8.3	10.6
Yearly food stamp recipiency - household occupied housing units	1.7	1.7	1.3
Yearly real estate taxes owner-occupied housing units	16.7	18.5	16.3
Yearly property insurance owner-occupied housing units	23.9	25.6	23.2
Mortgage status owner-occupied housing units	2.2	2.5	2.1
Monthly mortgage payment owner-occupied housing units with a mortgage	10.5	12.4	10.7
Mortgage payment incl. real estate taxes owner-occupied housing units with a mortgage	6.2	6.9	(X)
Mortgage payment incl. insurance owner-occupied housing units with a mortgage	6.8	7.4	(X)
Second mortgage owner-occupied housing units	3.2	3.7	3.4
Home equity loan owner-occupied housing units	3.7	4.3	4.2
Other monthly mortgage payment(s) owner-occupied housing units with second mortgage or home equity loan	23.3	21.7	17.9
Property value owner-occupied housing units and vacant housing units for sale	11.6	12.9	12.3
Yearly mobile home costs occupied mobile homes and other units	21.7	21.5	19.9
Monthly condominium fee owner-occupied housing units	0.8	0.8	0.7
Monthly rent occupied housing units rented for cash rent and vacant housing units for rent	10.5	9.8	9.3
Meals included in rent occupied housing units rented for cash rent and vacant housing units for rent	2.1	2.1	2
Desktop/laptop/notebook computer occupied housing units	1.3	3.2	**
Handheld computer/smart mobile phone occupied housing units	**	3.3	**
Tablet or other portable wireless computer occupied housing units	1.6	**	**
Smartphone occupied housing units	1.6	**	**
Other computer occupied housing units	1.7	3.7	**
Household has internet access occupied housing units	3.3	4.4	**
Dial-up internet service occupied housing units with internet access	3.8	5.7	**
DSL internet service occupied housing units with internet access	**	5.7	**

BC-DOC-0000034744

Cable modem internet service occupied housing units with internet access	**	5.7	**
Fiber-optic internet service occupied housing units with internet access	**	5.7	**
Cellular data plan (formerly mobile broadband) occupied housing units with internet access	7.6	26.7	**
Satellite internet service occupied housing units with internet access	3.8	5.7	**
High speed internet service occupied housing units with internet accesss	3.8	**	**
Some other internet service occupied housing units with internet access	3.8	5.7	**
Race total population	1.5	1.6	1.5
Hispanic origin total population	1.8	2.1	1.8
Sex total population	0.1	0.1	0.1
Age total population	1.7	1.6	1.3
Relationship total household population	1.2	1.1	1.2
Marital status total population 15 years and over	5.3	4.8	3
Married past 12 months total population 15 years and over, except those never married	6.9	6.6	4.7
Widowed past 12 months total population 15 years and over, except those never married	7.4	7	4.5
Divorced past 12 months total population 15 years and over, except those never married	7.4	7	4.5
Times married total population 15 years and over, except those never married	8.1	7.8	5.1
Year last married total population 15 years and over, except those never married	13.5	13.3	11.4
Place of birth total population	9.1	8.6	6.5
Citizenship total population	6	5.2	2.7
Year of naturalization total population naturalized citizens	22.5	22.5	16.6
Year of entry total population not born in US	14.8	13.2	10.3
Speaks another language at home total population 5 years and over	6.8	5.9	3.4
Language spoken total population 5 years and over who speak another language at home	8.3	7	5.7
English ability total population 5 years and over who speak another language at home	7.1	5.9	4
School enrollment total population 3 years and over	6.7	6	3.7
Grade level attending			

total population 3 years and over enrolled	10.2	8.9	6
Educational attainment total population 3 years and over	8.5	8	5.6
Field of degree total population 25 years and over with a bachelor's degree or higher	13.5	12.4	9.8
Mobility status total population 1 years and over	7.2	6.5	4
Migration state/foreign county total population 1 years and over movers	13.2	11.3	7.1
Migration county total population 1 years and over movers within US	14.6	12.5	8.3
Migration minor civil division total population 1 years and over movers within US	14.2	12.1	8.4
Migration place total population 1 years and over movers within US	15	12.9	8.8
Health insurance thru employer/union total population	10.7	9	6.2
Health insurance purchased directly total population	11.3	9.7	6.9
Health insurance through Medicare total population	9.5	8.1	5.2
Health insurance through Medicaid total population	12.2	10.5	7.9
Health insurance through TRICARE total population	12.5	10.8	8.1
Health insurance through VA total population	12.3	10.7	8.1
Health ins. thru Indian Health Service total population	12.8	11.1	8.5
Visual difficulty total population	7.1	6.1	3.4
Hearing difficulty total population	6.8	5.9	3.2
Physical difficulty total population 5 years and over	7.5	6.7	3.5
Difficulty remembering total population 5 years and over	7.5	6.7	3.5
Difficulty dressing total population 5 years and over	7.5	6.7	3.5
Difficulty going out total population 16 years and over	7.3	6.5	3.4
Grandchildren living in home noninstitutionalized population 30 years and over	1.1	1	0.9
Responsibility for grandchildren noninstitutionalized population 30 years and over who are grandparents with grandchildren in the home	17.7	15.7	12
Months responsible for grandchildren noninstitutionalized population 30 years and over who are grandparents with grandchildren in the home that have responsibility	17.2	16.1	14.9
Fertility status female total population 15-50	7.8	6.7	3.7

Veteran status total population 17 years and over	7.3	6.8	3.8
Periods of military service total population 17 years and over on active duty now or previously	9.7	9.3	6.3
Service-connected disability rating total population 17 years and over, except those who never served in the Armed Forces	6.8	6.6	3.9
Service-connected disability rating value total population 17 years and over with a service-connected disability	0.2	0.2	0.7
Employment status recode noninstitutionalized population 16 years and over	8.7	8.1	5.1
When last worked noninstitutionalized population 16 years and over	9.6	9.1	5.7
Weeks worked in the past 12 months noninstitutionalized population 16 years and over who worked in the past 12 months	10.6	9.7	6.9
Hours worked per week noninstitutionalized population 16 years and over who worked in the past 12 months	11.9	10.8	7.7
Place of work state/foreign county noninstitutionalized population 16 years and over at work last week	11.8	10.4	6.3
Place of work county noninstitutionalized population 16 years and over at work last week	12.5	11	7
Place of work minor civil division noninstitutionalized population 16 years and over at work last week	3.6	3.3	2.1
Place of work place noninstitutionalized population 16 years and over at work last week	13.1	11.6	7.6
Transportation to work noninstitutionalized population 16 years and over at work last week	9.6	8.8	5.7
Carpool size noninstitutionalized population 16 years and over at work last week who drive to work	10.9	9.9	6.8
Time of departure noninstitutionalized population 16 years and over at work last week who don't work at home	20.2	18.5	12.8
Commuting time noninstitutionalized population 16 years and over at work last week who don't work at home	14.5	13.3	9.7
Class of worker total population 16 years and over who worked in the last 5 years	11.7	10.7	7.2
Industry total population 16 years and over who worked in the last 5 years	12.7	11.4	7.8
Occupation total population 16 years and over who worked in the last 5 years	13.4	11.8	8.1
Wages/salary income total population 15 years and over	19.1	19	16
Self-employment income			

total population 15 years and over	10.5	9.3	5.9
Interest, dividends, etc. income total population 15 years and over	15.2	12.6	8.8
Social security or railroad retirement total population 15 years and over	14.5	12.3	8.9
Supplemental security income total population 15 years and over	12.7	10.3	6.7
Public assistance total population 15 years and over	13.2	10.5	6.8
Retirement income total population 15 years and over	13.6	11.1	7.5
Other income total population 15 years and over	13.2	10.8	7.4
Some or all income allocated total population 15 years and over	28.4	25.3	22.4

Source: ACS 1-year data. See following links for more information:

https://www.census.gov/acs/www/methodology/sample-size-and-data-quality/item-allocation-rates/

https://www.census.gov/programs-surveys/acs/methodology/sample-size-and-data-quality/item-allocation-rates-definitions.html

Note:

** This item was not asked in this year.

Summary Analysis of the Key Differences Between Alternative C and Alternative D

This short note describes the Census Bureau's current assumptions about two alternatives to address the need for block level data on citizen voting age populations. The goal is to measure the citizenship status of all people enumerated in the 2020 Decennial Census. Both alternatives utilize administrative data on the citizenship status of individuals, however one option, Alternative D, proposes to also include the current American Community Survey (ACS) question on citizenship status on the 2020 Decennial Census short form.

In both alternatives described here, the methodology requires linking 2020 census response data and administrative records. However, as illustrated both alternatives would also need to assign/impute citizenship for a portion of the population. The Census Bureau will have to assign citizenship in cases of questionnaire non-response and item non-response. Additionally, it is important to note, that even when a self-response is available it is not always possible to link response data with administrative records data. Poor data quality (e.g., name and age) and nonresponse or incomplete 2020 Census responses mean that we will not have a direct measure of citizenship status for all residents enumerated in 2020. The Census Bureau will to need employ an imputation model for these cases.

One of the key differences between to the two alternatives described below is the number of cases requiring imputation. The other key difference is the impact of errors in the citizenship status reported on the 2020 Census.

In the most recent version of the 2020 Decennial Life Cycle Cost Estimate, the Census Bureau projects counting 330 million residents in 2020. Figure 1 summarizes how citizenship status will be measured under Alternative C that does not employ a citizenship question on the 2020 Census. Figure 2 summarizes how this will be done using both administrative records and a 2020 citizenship question under Alternative D.

Alternative C is a simplified process for assigning citizenship through direct linkage and modelling, without including the question on the 2020 Census. The Census Bureau will link the responses for the 330 million census records to administrative records that contain information on the citizenship status of individuals. The Census Bureau expects to successfully link and observe this status for approximately 295 million people. The Census Bureau would need to impute this status for approximately 35 million people under Alternative C whose 2020 responses cannot be linked to administrative data. Although the Census Bureau has fully developed and tested the imputation model, it has high confidence that an accurate model can be developed and deployed for this purpose. Further, we will most likely never possess a fully adequate truth deck to benchmark it to.

Measuring citizenship status is slightly more complex under Alternative D where all U.S. households will be given the opportunity to provide the citizenship status of each household member. Based on response data for the ACS citizenship and other response data research, we know that not all households that respond to the 2020 Census will answer this question, leaving the question blank or with otherwise invalid responses. Additionally, Alternative D, must also account for those households that do not respond at all or will have proxy responses. Due to these reasons, we estimate that we will get 2020 citizenship status responses for approximately 294.6 million people, a slightly higher estimate

than Alternative C. For the 35.4 million people without a 2020 citizenship response, the Census Bureau will employ the same methodology as in Alternative C, linking the 2020 Census responses to the administrative records. The Census Bureau estimates that it will be able to link these cases to administrative records where we observe citizenship status for approximately 21.5 million people. For the remaining 13.8 million will be imputed through a model as described above. Thus, there will be a need for imputing many cases across either alternative.

The Census Bureau will link the 294.6 million records from the 2020 Census with the administrative records. This will be done both for potential quality assurance purposes and to improve the quality of future modeling uses. Based on the current research from the ACS, the Census Bureau expects to successfully link approximately 272.5 million of these cases. Of these, 263 million will have citizenship statuses that agree across the 2020 response and administrative record. The Census Bureau estimates there will be 9.5 million cases where there is disagreement across the two sources. Historic Census Bureau practice is to use self-reported data in these situations. However, the Census Bureau now knows from linking ACS responses on citizenship to administrative data that nearly one third of noncitizens in the administrative data respond to the questionnaire indicating they are citizens, indicating that this practice should be revisited in the case of measuring citizenship. Finally, for those 22.2 million cases that do not link to administrative records (non-linkage occurs for the same data quality reasons discussed above), the Census Bureau will use the observed 2020 responses. Again, Census Bureau expect some quality issues with these responses. Namely, the Census Bureau estimates that just under 500 thousand noncitizens will respond as citizens.

The relative quality of Alternative C versus Alternative D will depend on the relative importance of the errors in administrative data, response data, and imputations. To be slightly more but not fully precise consider the following description of errors under both alternatives. First note that all possible measurement methods will have errors. Under Alternative C, there will be error in the administrative records, but we believe these to be relatively limited dues to the procedure following by SSA, USCIS and State. In both Alternative, the modeled cases will be subject to prediction error. Prediction error occur when the model returns the incorrect status of a case. As there are more models cases in Alternative C, prediction error will be a bigger issue there. Alternative D has an additional source or error, response error. This is where 2020 respondent give the incorrect status. Statisticians often hope these error are random and cancel out. However, we know from prior research that citizenship status responses are systematically biased for a subset of noncitizens. Response error is only an issue in alternative D. Unfortunately, the Census Bureau cannot quantify the relative magnitude of the errors across the alternatives at this time.

Figure 1

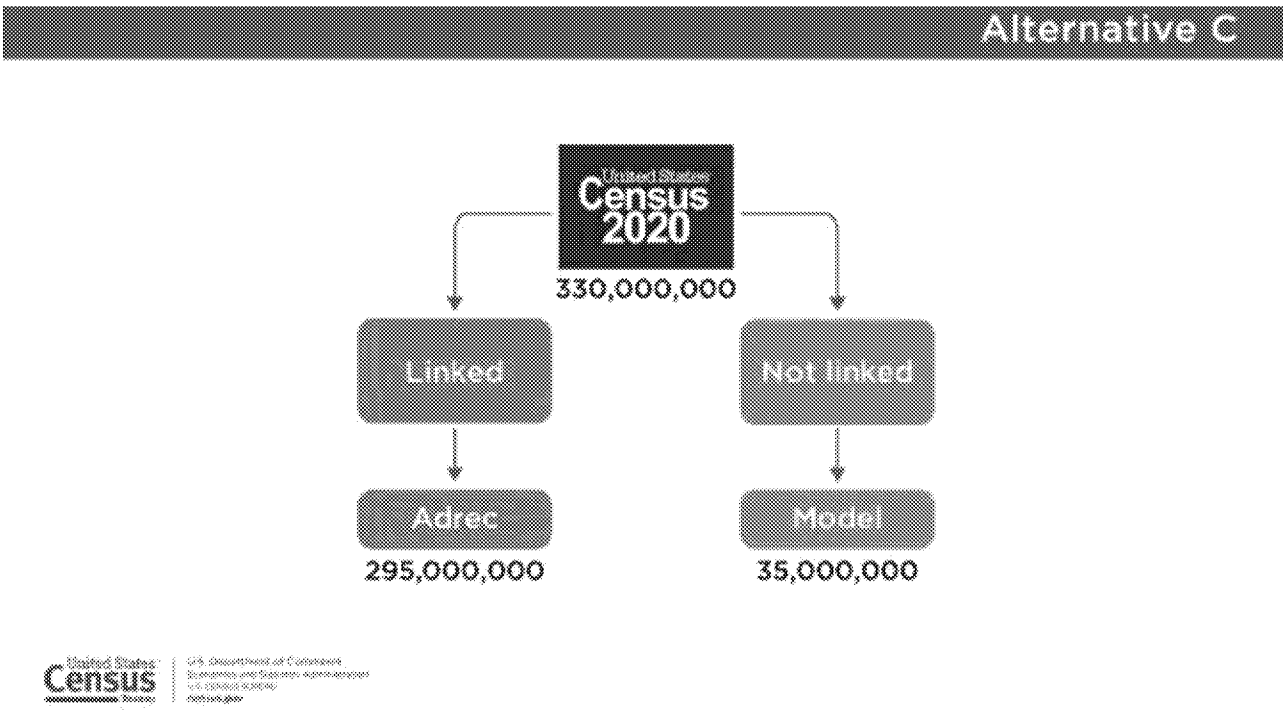
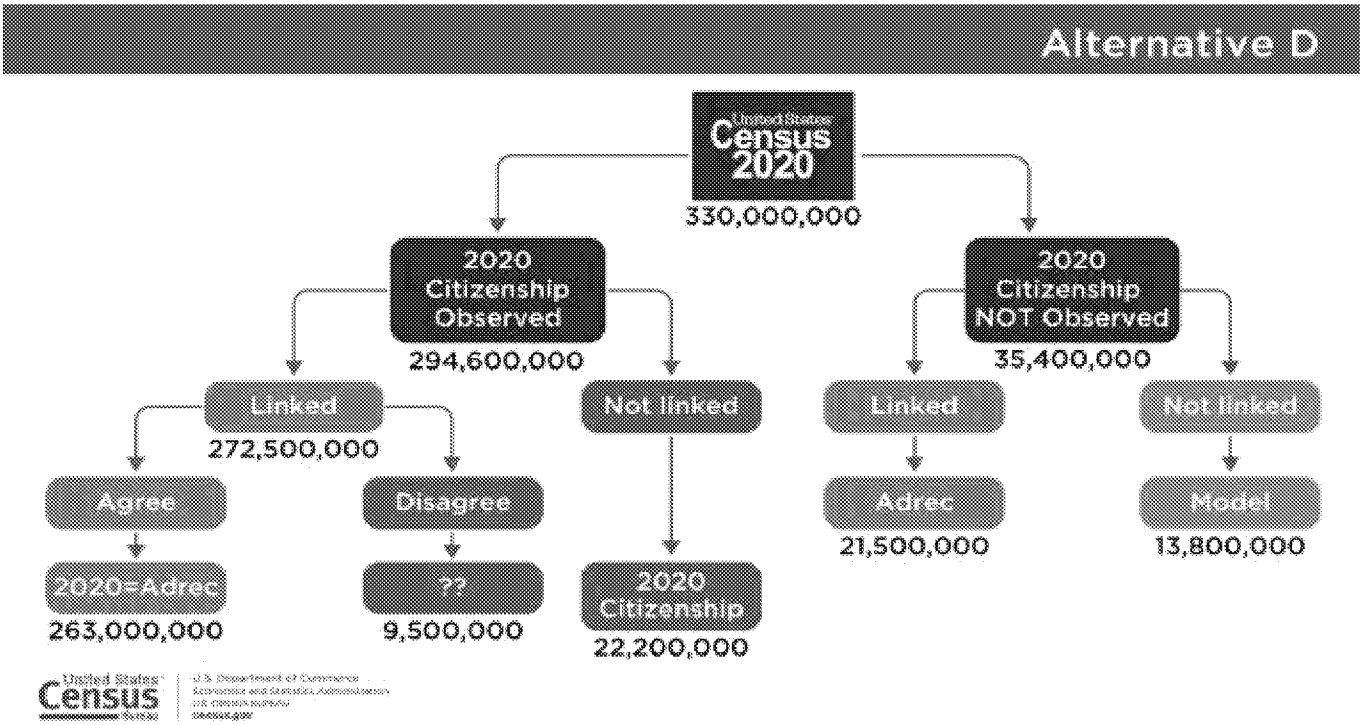

Alternative C
United States Census 2020
330,000,000
Linked
Not linked
Adrec
Model
295,000,000
35,000,000
Census

Figure 2


Alternative D
Census 2020
330,000,000
2020 Citizenship Observed
294,600,000
2020 Citizenship NOT Observed
35,400,000
Linked
272,500,000
Not linked
Linked
Not linked
Agree
Disagree
Adrec
Model
21,500,000
13,800,000
2020=Adrec
263,000,000
??
9,500,000
2020 Citizenship
22,200,000
United States Census Bureau

UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Washington, DC 20233-0001

March 1, 2018

MEMORANDUM FOR: Wilbur L. Ross, Jr.
Secretary of Commerce

Through: Karen Dunn Kelley
Performing the Non-Exclusive Functions and Duties of the Deputy Secretary

Ron S. Jarmin
Performing the Non-Exclusive Functions and Duties of the Director

Enrique Lamas
Performing the Non-Exclusive Functions and Duties of the Deputy Director

From: John M. Abowd
Chief Scientist and Associate Director for Research and Methodology

Subject: Preliminary analysis of Alternative D (Combined Alternatives B and C)

See attached.

Approved: _____ Date: _____
John M. Abowd, Chief Scientist
and Associate Director for Research and Methodology

DRAFT Pre-decisional (V1.0)

Preliminary Analysis of Alternative D

At the Secretary's request we performed a preliminary analysis of combining Alternative B (asking the citizenship question of every household on the 2020 Census) and Alternative C (do not ask the question, link reliable administrative data on citizenship status instead) in the January 19, 2018 draft memo to the Department of Commerce into a new Alternative D. Here we discuss Alternative D, the weaknesses in Alternative C on its own, whether and how survey data could address these weaknesses, implications of including a citizenship question for using administrative data, and methodological challenges.

Description of Alternative D: Administrative data from the Social Security Administration (SSA), Internal Revenue Service (IRS), U.S. Citizenship and Immigration Services (USCIS), and the State Department would be used to create a comprehensive statistical reference list of current U.S. citizens. Nevertheless, there will be some persons for whom no administrative data are available. To obtain citizenship information for this sub-population, a citizenship question would be added to the 2020 Census questionnaire. The combined administrative record and 2020 Census data would be used to produce baseline citizenship statistics by 2021. Any U.S. citizens appearing in administrative data after the version created for the 2020 Census would be added to the comprehensive statistical reference list. There would be no plan to include a citizenship question on future Decennial Censuses or American Community Surveys. The comprehensive statistical reference list, built from administrative records and augmented by the 2020 Census answers would be used instead. The comprehensive statistical reference list would be kept current, gradually replacing almost all respondent-provided data with verified citizenship status data.

What are the weaknesses in Alternative C?

In the 2017 Numident (the latest available), 6.6 million persons born outside the U.S. have blank citizenship among those born in 1920 or later with no year of death. The evidence suggests that citizenship is not missing at random. Of those with missing citizenship in the Numident, a much higher share appears to be U.S. citizens than compared to those for whom citizenship data are not missing. Nevertheless, some of the blanks may be noncitizens, and it would thus be useful to have other sources for them.

A second question about the Numident citizenship variable is how complete and timely its updates are for naturalizations. Naturalized citizens are instructed to immediately apply for a new SSN card. Those who wish to work have an incentive to do so quickly, since having an SSN card with U.S. citizenship will make it easier to pass the E-Verify process when applying for a job, and it will make them eligible for government programs. But we do not know what fraction of naturalized citizens actually notify the SSA, and how soon after being naturalized they do so.

A third potential weakness of Numident citizenship is that some people are not required to have a Social Security Number (SSN), whether they are a U.S. citizen or not. It would also be useful to have a data source on citizenship that did not depend on the SSN application and tracking process inside SSA. This is why we proposed the MOU with the USCIS for naturalizations, and why we have now begun pursuing an MOU with the State Department for data on all citizens with passports.

DRAFT Predecisional

IRS Individual Taxpayer Identification Numbers (ITIN) partially fill the gap in Numident coverage of noncitizen U.S. residents. However, not all noncitizen residents without SSNs apply for ITINs. Only those making IRS tax filings apply for ITINs. Once again, it would be useful to have a data source that did not depend on the ITIN process. The USCIS and State Department MOUs would provide an alternative source in this context as well.

U.S. Citizenship and Immigration Services (USCIS) data on naturalizations, lawful permanent residents, and I-539 non-immigrant visa extensions can partially address the weaknesses of the Numident. The USCIS data provide up-to-date information since 2001 (and possibly back to 1988, but with incomplete records prior to 2001). This will fill gaps for naturalized citizens, lawful permanent residents, and persons with extended visa applications without SSNs, as well as naturalized citizens who did not inform SSA about their naturalization. The data do not cover naturalizations occurring before 1988, as well as not covering and some between 1988-2000. USCIS data do not always cover children under 18 at the time a parent became a naturalized U.S. citizen. Such children automatically become U.S. citizens under the Child Citizenship Act of 2000. The USCIS receives notification of some, but not all, of these child naturalizations. Others inform the U.S. government of their U.S. citizenship status by applying for U.S. passports, which are less expensive than the application to notify the USCIS. USCIS visa applications list people's children, but those data may not be in electronic form.

U.S. passport data, available from the State Department, can help plug the gaps for child naturalizations, blanks on the Numident, and out-of-date citizenship information on the Numident for persons naturalized prior to 2001. Since U.S. citizens are not required to have a passport, however, these data will also have gaps in coverage.

Remaining citizenship data gaps in Alternative C include the following categories:

1. U.S. citizens from birth with no SSN or U.S. passport. They will not be processed by the production record linkage system used for the 2020 Census because their personally identifiable information won't find a matching Protected Identification Key (PIK) in the Person Validation System (PVS).

2. U.S. citizens from birth born outside the U.S., who do not have a U.S. passport, and either applied for an SSN prior to 1974 and were 18 or older, or applied before the age of 18 prior to 1978. These people will be found in PVS, but none of the administrative sources discussed above will reliably generate a U.S. citizenship variable.

3. U.S. citizens who were naturalized prior to 2001 and did not inform SSA of their naturalization because they originally applied for an SSN after they were naturalized, and it was prior to when citizenship verification was required for those born outside the U.S. (1974). These people already had an SSN when they were naturalized and they didn't inform SSA about the naturalization, or they didn't apply for an SSN. The former group have inaccurate data on the Numident. The latter group will not be found in PVS.

4. U.S. citizens who were automatically naturalized if they were under the age of 18 when their parents became naturalized in 2000 or later, and did not inform USCIS or receive a U.S. passport. Note that such persons would not be able to get an SSN with U.S. citizenship on the card without either a U.S. passport or a certificate from USCIS. These people will also not be found in the PVS.

DRAFT Predecisional

BC-DOC-0000034755

5. Lawful permanent residents (LPR) who received that status prior to 2001 and either do not have an SSN or applied for an SSN prior to when citizenship verification was required for those born outside the U.S. (1974). The former group will not be found in PVS. The latter group has inaccurate data in Numident.

6. Noncitizen, non-LPR, residents who do not have an SSN or ITIN and who did not apply for a visa extension. These persons will not be found in PVS.

7. Persons with citizenship information in administrative data, but the administrative and decennial census data cannot be linked due to missing or discrepant PII.

Can survey data address the gaps in Alternative C?

One might think that survey data could help fill the above gaps, either when their person record is not linked in the PVS, and thus they have no PIK, or when they have a PIK but the administrative data lack up-to-date citizenship information. Persons in Category 6, however, have a strong incentive to provide an incorrect answer, if they answer at all. A significant, but unknown, fraction of persons without PIKs are in Category 6. Distinguishing these people from the other categories of persons without PIKs is an inexact science because there is no feasible method of independently verifying their non-citizen status. Our comparison of ACS and Numident citizenship data suggests that a large fraction of LPRs provide incorrect survey responses. This suggests that survey-collected citizenship data may not be reliable for many of the people falling in the gaps in administrative data. This calls into question their ability to improve upon Alternative C.

With Alternative C, and no direct survey response, the Census Bureau's edit and imputation procedures would make an allocation based primarily on the high-quality administrative data. In the presence of a survey response, but without any linked administrative data for that person, the edit would only be triggered by blank citizenship. A survey response of "citizen" would be accepted as valid. There is no scientifically defensible method for rejecting a survey response in the absence of alternative data for that respondent.

How might inclusion of a citizenship question on the questionnaire affect the measurement of citizenship with administrative data? Absent an in-house administrative data census, measuring citizenship with administrative data requires that persons in the Decennial Census be linked to the administrative data at the person level. The PVS system engineered into the 2020 Census does this using a very reliable technology. However, inclusion of a citizenship question on the 2020 Census questionnaire is very likely to reduce the self-response rate, pushing more households into Nonresponse Followup (NRFU). Not only will this likely lead to more incorrect enumerations, but it is also expected to increase the number of persons who cannot be linked to the administrative data because the NRFU PII is lower quality than the self-response data. In the 2010 Decennial Census, the percentage of NRFU persons who could be linked to administrative data rate was 81.6 percent, compared to 96.7 percent for mail responses. Those refusing to self-respond due to the citizenship question are particularly likely to refuse to respond in NRFU as well, resulting in a proxy response. The NRFU linkage rates were far lower for proxy responses than self-responses (33.8 percent vs. 93.0 percent, respectively).

Although persons in Category 6 will not be linked regardless of response mode, it is common for households to include persons with a variety of citizenship statuses. If the whole household does not self-

BC-DOC-0000034756

respond to protect the members in Category 6, the record linkage problem will be further aggravated. Thus, not only are citizenship survey data of suspect quality for persons in the gaps for Alternative C, collecting these survey data would reduce the quality of the administrative records when used in Alternative D by lowering the record linkage rate for persons with administrative citizenship data.

What methodological challenges are involved when combining these sources?

Using the 2020 Census data only to fill in gaps for persons without administrative data on citizenship would raise questions about why 100 percent of respondents are being burdened by a citizenship question to obtain information for the two percent of respondents where it is missing.

Including a citizenship question in the 2020 Census does not solve the problem of incomplete person linkages when producing citizenship statistics after 2020. Both the 2020 decennial record and the record with the person's future location would need to be found in PVS to be used for future statistics.

In sum, Alternative D would result in poorer quality citizenship data than Alternative C. It would still have all the negative cost and quality implications of Alternative B outlined in the draft January 19, 2018 memo to the Department of Commerce.

DRAFT Pre-decisional v.10

UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Washington, DC 20233-0001

March 1, 2018

MEMORANDUM FOR: Wilbur L. Ross, Jr.
Secretary of Commerce

Through: Karen Dunn Kelley
Performing the Non-Exclusive Functions and Duties of the Deputy Secretary

Ron S. Jarmin
Performing the Non-Exclusive Functions and Duties of the Director

Enrique Lamas
Performing the Non-Exclusive Functions and Duties of the Deputy Director

From: John M. Abowd
Chief Scientist and Associate Director for Research and Methodology

Subject: Preliminary analysis of Alternative D (Combined Alternatives B and C)

See attached.

Approved: _____ Date: _____
John M. Abowd, Chief Scientist
and Associate Director for Research and Methodology

DRAFT Pre-decisional (V1.0)

Preliminary Analysis of Alternative D

At the Secretary's request we performed a preliminary analysis of combining Alternative B (asking the citizenship question of every household on the 2020 Census) and Alternative C (do not ask the question, link reliable administrative data on citizenship status instead) in the January 19, 2018 draft memo to the Department of Commerce into a new Alternative D. Here we discuss Alternative D, the weaknesses in Alternative C on its own, whether and how survey data could address these weaknesses, implications of including a citizenship question for using administrative data, and methodological challenges.

Description of Alternative D: Administrative data from the Social Security Administration (SSA), Internal Revenue Service (IRS), U.S. Citizenship and Immigration Services (USCIS), and the State Department would be used to create a comprehensive statistical reference list of current U.S. citizens. Nevertheless, there will be some persons for whom no administrative data are available. To obtain citizenship information for this sub-population, a citizenship question would be added to the 2020 Census questionnaire. The combined administrative record and 2020 Census data would be used to produce baseline citizenship statistics by 2021. Any U.S. citizens appearing in administrative data after the version created for the 2020 Census would be added to the comprehensive statistical reference list. There would be no plan to include a citizenship question on future Decennial Censuses or American Community Surveys. The comprehensive statistical reference list, built from administrative records and augmented by the 2020 Census answers would be used instead. The comprehensive statistical reference list would be kept current, gradually replacing almost all respondent-provided data with verified citizenship status data.

What are the weaknesses in Alternative C?

In the 2017 Numident (the latest available), 6.6 million persons born outside the U.S. have blank citizenship among those born in 1920 or later with no year of death. The evidence suggests that citizenship is not missing at random. Of those with missing citizenship in the Numident, a much higher share appears to be U.S. citizens than compared to those for whom citizenship data are not missing. Nevertheless, some of the blanks may be noncitizens, and it would thus be useful to have other sources for them.

A second question about the Numident citizenship variable is how complete and timely its updates are for naturalizations. Naturalized citizens are instructed to immediately apply for a new SSN card. Those who wish to work have an incentive to do so quickly, since having an SSN card with U.S. citizenship will make it easier to pass the E-Verify process when applying for a job, and it will make them eligible for government programs. But we do not know what fraction of naturalized citizens actually notify the SSA, and how soon after being naturalized they do so.

A third potential weakness of Numident citizenship is that some people are not required to have a Social Security Number (SSN), whether they are a U.S. citizen or not. It would also be useful to have a data source on citizenship that did not depend on the SSN application and tracking process inside SSA. This is why we proposed the MOU with the USCIS for naturalizations, and why we have now begun pursuing an MOU with the State Department for data on all citizens with passports.

DRAFT Predecisional

IRS Individual Taxpayer Identification Numbers (ITIN) partially fill the gap in Numident coverage of noncitizen U.S. residents. However, not all noncitizen residents without SSNs apply for ITINs. Only those making IRS tax filings apply for ITINs. Once again, it would be useful to have a data source that did not depend on the ITIN process. The USCIS and State Department MOUs would provide an alternative source in this context as well.

U.S. Citizenship and Immigration Services (USCIS) data on naturalizations, lawful permanent residents, and I-539 non-immigrant visa extensions can partially address the weaknesses of the Numident. The USCIS data provide up-to-date information since 2001 (and possibly back to 1988, but with incomplete records prior to 2001). This will fill gaps for naturalized citizens, lawful permanent residents, and persons with extended visa applications without SSNs, as well as naturalized citizens who did not inform SSA about their naturalization. The data do not cover naturalizations occurring before 1988, as well as not covering and some between 1988-2000. USCIS data do not always cover children under 18 at the time a parent became a naturalized U.S. citizen. Such children automatically become U.S. citizens under the Child Citizenship Act of 2000. The USCIS receives notification of some, but not all, of these child naturalizations. Others inform the U.S. government of their U.S. citizenship status by applying for U.S. passports, which are less expensive than the application to notify the USCIS. USCIS visa applications list people's children, but those data may not be in electronic form.

U.S. passport data, available from the State Department, can help plug the gaps for child naturalizations, blanks on the Numident, and out-of-date citizenship information on the Numident for persons naturalized prior to 2001. Since U.S. citizens are not required to have a passport, however, these data will also have gaps in coverage.

Remaining citizenship data gaps in Alternative C include the following categories:

1. U.S. citizens from birth with no SSN or U.S. passport. They will not be processed by the production record linkage system used for the 2020 Census because their personally identifiable information won't find a matching Protected Identification Key (PIK) in the Person Validation System (PVS).

2. U.S. citizens from birth born outside the U.S., who do not have a U.S. passport, and either applied for an SSN prior to 1974 and were 18 or older, or applied before the age of 18 prior to 1978. These people will be found in PVS, but none of the administrative sources discussed above will reliably generate a U.S. citizenship variable.

3. U.S. citizens who were naturalized prior to 2001 and did not inform SSA of their naturalization because they originally applied for an SSN after they were naturalized, and it was prior to when citizenship verification was required for those born outside the U.S. (1974). These people already had an SSN when they were naturalized and they didn't inform SSA about the naturalization, or they didn't apply for an SSN. The former group have inaccurate data on the Numident. The latter group will not be found in PVS.

4. U.S. citizens who were automatically naturalized if they were under the age of 18 when their parents became naturalized in 2000 or later, and did not inform USCIS or receive a U.S. passport. Note that such persons would not be able to get an SSN with U.S. citizenship on the card without either a U.S. passport or a certificate from USCIS. These people will also not be found in the PVS.

DRAFT Pre-decisional

BC-DOC-0000034760

5. Lawful permanent residents (LPR) who received that status prior to 2001 and either do not have an SSN or applied for an SSN prior to when citizenship verification was required for those born outside the U.S. (1974). The former group will not be found in PVS. The latter group has inaccurate data in Numident.

6. Noncitizen, non-LPR, residents who do not have an SSN or ITIN and who did not apply for a visa extension. These persons will not be found in PVS.

7. Persons with citizenship information in administrative data, but the administrative and decennial census data cannot be linked due to missing or discrepant PII.

Can survey data address the gaps in Alternative C?

One might think that survey data could help fill the above gaps, either when their person record is not linked in the PVS, and thus they have no PIK, or when they have a PIK but the administrative data lack up-to-date citizenship information. Persons in Category 6, however, have a strong incentive to provide an incorrect answer, if they answer at all. A significant, but unknown, fraction of persons without PIKs are in Category 6. Distinguishing these people from the other categories of persons without PIKs is an inexact science because there is no feasible method of independently verifying their non-citizen status. Our comparison of ACS and Numident citizenship data suggests that a large fraction of LPRs provide incorrect survey responses. This suggests that survey-collected citizenship data may not be reliable for many of the people falling in the gaps in administrative data. This calls into question their ability to improve upon Alternative C.

With Alternative C, and no direct survey response, the Census Bureau's edit and imputation procedures would make an allocation based primarily on the high-quality administrative data. In the presence of a survey response, but without any linked administrative data for that person, the edit would only be triggered by blank citizenship. A survey response of "citizen" would be accepted as valid. There is no scientifically defensible method for rejecting a survey response in the absence of alternative data for that respondent.

How might inclusion of a citizenship question on the questionnaire affect the measurement of citizenship with administrative data? Absent an in-house administrative data census, measuring citizenship with administrative data requires that persons in the Decennial Census be linked to the administrative data at the person level. The PVS system engineered into the 2020 Census does this using a very reliable technology. However, inclusion of a citizenship question on the 2020 Census questionnaire is very likely to reduce the self-response rate, pushing more households into Nonresponse Followup (NRFU). Not only will this likely lead to more incorrect enumerations, but it is also expected to increase the number of persons who cannot be linked to the administrative data because the NRFU PII is lower quality than the self-response data. In the 2010 Decennial Census, the percentage of NRFU persons who could be linked to administrative data rate was 81.6 percent, compared to 96.7 percent for mail responses. Those refusing to self-respond due to the citizenship question are particularly likely to refuse to respond in NRFU as well, resulting in a proxy response. The NRFU linkage rates were far lower for proxy responses than self-responses (33.8 percent vs. 93.0 percent, respectively).

Although persons in Category 6 will not be linked regardless of response mode, it is common for households to include persons with a variety of citizenship statuses. If the whole household does not self-

BC-DOC-0000034761

respond to protect the members in Category 6, the record linkage problem will be further aggravated. Thus, not only are citizenship survey data of suspect quality for persons in the gaps for Alternative C, collecting these survey data would reduce the quality of the administrative records when used in Alternative D by lowering the record linkage rate for persons with administrative citizenship data.

What methodological challenges are involved when combining these sources?

Using the 2020 Census data only to fill in gaps for persons without administrative data on citizenship would raise questions about why 100 percent of respondents are being burdened by a citizenship question to obtain information for the two percent of respondents where it is missing.

Including a citizenship question in the 2020 Census does not solve the problem of incomplete person linkages when producing citizenship statistics after 2020. Both the 2020 decennial record and the record with the person's future location would need to be found in PVS to be used for future statistics.

In sum, Alternative D would result in poorer quality citizenship data than Alternative C. It would still have all the negative cost and quality implications of Alternative B outlined in the draft January 19, 2018 memo to the Department of Commerce.

DRAFT Pre-decisional

Update on Disclosure Avoidance and Administrative Data

John M. Abowd and Victoria Velkoff
Associate Director R&M, Chief Scientist and Associate Director Demographic Programs
U.S. Census Bureau
Census Scientific Advisory Committee
September 13, 2019

Disclosure Avoidance Update

2018 End-to-End Census Test

- Version of the 2020 Disclosure Avoidance System used for 2018 E2E Test code base and draft technical documents released https://github.com/uscensusbureau/census2020-das-e2e
- Test products released from the 2018 E2E Test used a privacy-loss budget of 0.25 for reasons documented here: https://www.census.gov/programs-surveys/decennial-census/2020-census/planning-management/memo-series/2020-memo-2019_13.html

BC-DOC-0000034765

Formal Privacy for the American Community Survey

- Formal privacy methods for the American Community Survey *will not be implemented before 2025* (Deputy Director's blog: https://www.census.gov/newsroom/blogs/random-samplings/2019/07/boost-safeguards.html)
- The scientific and user communities will be fully engaged as part of that process
- All current efforts are focused on formal privacy methods for the 2020 Census

BC-DOC-0000034766

2020 Disclosure Avoidance System (Persons)

- Expanded from 2,012 cell national histogram (used for E2E Test) to 370,994 cell national histogram for Demographic and Housing Characteristics-Persons (DHC-P)
- Person-level workload optimization completed for fully interacted:
  - HHGQ (In household or in GQ (7 major types))
  - Race (63 OMB categories)
  - Hispanic/Latino
  - Sex
  - Age (single years to age 84, then (85-89), (90-94), (95-99), (100-104), (105-109), (110-114), (115-max))
  - Citizenship (see administrative record update)

BC-DOC-0000034767

2020 Disclosure Avoidance System (Housing and Households)

- 387,072 cell national histogram for Demographic and Housing Characteristics-Housing (DHC-H)
- Household-level workload optimization completed for fully interacted:
  - Householder attributes: [race, Hispanic/Latino, sex, age]
  - Multigenerational
  - Household size (Top-coded at 7)
  - P60, P65, P75 (Presence of people 60 years and over (respectively, 65 or 75))
  - Household type attributes (see forthcoming technical document for details)

BC-DOC-0000034768

Demonstration Products

- Based on the national 2010 Census Edited File
- For approximately 70% of tables in DHC-P and DHC-H
- Based on each of the workload-optimized approx. 400,000 cell histograms at each geography using new version of TopDown
- Details of the optimization and privacy-loss budget management will be presented at CSAC (pending decisions from the August 29, 2019 DSEP meeting)
- Soft target release date mid-October
- CNSTAT workshop to discuss demonstration products December 11-12
- New code base release in October

Administrative Citizenship Data Update

Apportionment

- The Census Bureau's primary data product from the 2020 Census is apportionment counts that will be delivered to the President by December 31, 2020.
- The counts are used to reapportion the U.S. House of Representatives.
- The apportionment population count for each of the 50 states includes the state's total resident population (citizens and non-citizens), plus a count of overseas federal employees (and their dependents living with them) who are allocated to their home states.
- This is identical to the method used for the 2010 Census, but based on the 2020 Census residence criteria.
- The apportionment counts are calculated using the Census Unedited File (CUF), which is produced by November 30, 2020.
- The CUF does not contain any citizenship data.

Redistricting (PL94-171)

- The Census Bureau is required, under Public Law 94-171, to make data available to the states to assist in redistricting.
- These data are produced from the Census Edited File (CEF), which is produced from the CUF by imputing item missing data using administrative records and statistical models.
- The CEF is produced by January 25, 2021.
- The CEF is sent to the 2020 Census Disclosure Avoidance System, which releases the Micro-data Detail File (MDF) to the tabulation system.
- Redistricting data at the block level are produced from the MDF, and will be released by state from February 18 through March 31, 2021.

Redistricting (PL94-171) Format

- Total population by the 63 detailed race categories – Table P1;
- Total population by Hispanic origin (across all races) and for the non-Hispanic origin population by the 63 detailed race categories – Table P2;
- Total voting-age population by the 63 detailed race categories – Table P3;
- Total voting age population by Hispanic origin (across all races) and for the non-Hispanic origin population by the 63 detailed race categories – Table P4.
- Total Population only - Group Quarters Population by Group Quarters Type – Table P5.
- Housing Unit Counts - Occupancy Status – Table H1.

Citizen Voting-Age Population Data

- The Paperwork Reduction Act clearance package for the 2020 Census and the President's Executive Order 13880 commit the Census Bureau to releasing Citizen Voting-Age Population (CVAP) data by March 31, 2021.
- These data will be produced by combining administrative data from a number of federal, and possibly state, agencies into a separate micro-data file that will contain a "best citizenship" variable for every person in the 2020 Census.
- The citizenship micro-data file and the CEF will be simultaneously sent through the 2020 Disclosure Avoidance System, which will do the final record linkage and place a confidentiality protected citizenship variable on the same MDF as will be used to produce the redistricting data.
- CVAP data will be produced at the block-level from the MDF and released to the public by March 31, 2021.

CVAP Data Format

- No final decisions have been made regarding the methodology and format of the block-level CVAP data.
- No decisions have been made regarding the future of the American Community Survey-based CVAP data that have been produced annually since 2011.
- The Census Bureau's internal working group has set March 31, 2020 as the final date for determining the viability of each potential administrative data source on citizenship.
- March 31, 2020 is also the final date for releasing the specifications of the CVAP data to be released by March 31, 2021.
- The Census Bureau is considering the release of demonstration products based on historical data using the proposed methodology for the 2020 CVAP data.

Using Administrative Data

- Following the Secretary's March 26, 2018 instructions, modeling efforts focused on using survey responses (to the question on the 2020 Census) and administrative records
- When the Supreme Court upheld the injunction on asking the question, and the President issued Executive Order 13880, modeling efforts focused on using more administrative record sources
- The Director convened the Interagency Working Group, which consists of high-level executives in federal agencies that have person-level data relevant to estimating citizenship
- Primarily two uses of administrative data for estimating citizenship:
- (1) Keeping the names, addresses, and other PII in the record linkage system current
- (2) Determining citizenship status from variables on the files and eligibility conditions

Current Sources of Citizenship Data

- Social Security Administration NUMIDENT
- Contains place of birth and citizenship status for approximately 94% of its universe
- Individual Taxpayer Identification Numbers
- NOTE: the Census Bureau does not receive, and has not requested, application for ITIN data
  ITINs can be identified when they are used in the SSN field of a form the Census Bureau does receive
- IRS 1040 and 1099 forms
- Primarily used to keep the record linkage system current
- CMS Medicare and Medicaid/CHIP
- Contain some citizenship information but are primarily used to keep the record linkage system current
- Housing and Urban Development
- Federal Housing Administration, Public and Indian Housing Information Center, Tenant and Rental Assistance Certification System,
  Low-income Housing Tax Credits, Computerized Homes Underwriting Management System used to keep the linkage system current

Additional Federal Citizenship Data

- Department of Homeland Security USCIS/CBP/ICE
  - Lawful permanent residents and naturalization data (CIS), visas (ICE), arrival/departure (CBP)
- Department of State (Passport Services)
  - Passport data
- Social Security Administration
  - Master beneficiary record
- Indian Health Service
  - Patient registration
- Department of Justice
  - US Marshals and Citizenship and Immigration Data Collection

Research Program

- Citizenship modeling
  - Develop statistical models that efficiently and accurately combine multiple sources of administrative citizenship data to estimate “best citizenship” for each person known to the Person Identification Validation System (PVS), which is the production record linkage system for the 2020 Census
  - Use these models to prepare a micro-data file outside the 2020 Census production system that can be combined with the 2020 Census Edited File to provide the 2020 Disclosure Avoidance System with the “best citizenship” variable to tabulate block-level CVAP tables
  - This research began in April 2018, final specifications and modeling details are planned for release before March 31, 2020, which is the internal deadline for finalizing the input administrative record sources

Research Program II

- Enhanced record linkage capabilities
  - The production PVS can link persons found in the SSA NUMIDENT and ITIN universes; about 90% of the U.S. resident population
  - Many of the requested files from DHS, State, and others, are expected to provide the PII that enables record linkage for much of the balance of the resident population, provided that the PII on the 2020 Census is as reliable as it was in 2010

BC-DOC-0000034780

Confidentiality Protection

- As with all administrative data ingested by the Census Bureau, the citizenship data will be used only for statistical purposes
- As with all administrative data ingested by the Census Bureau, the confidentiality of the citizenship data will be fully protected by Title 13, Section 9, which prohibits:
  - "… mak[ing] any publication whereby the data furnished by any particular establishment or individual under this title can be identified"
- The CVAP tables will be produced using the 2020 Census Disclosure Avoidance System, which implements differential privacy using the TopDown algorithm
- The CVAP tables will share the privacy-loss budget determined by the Data Stewardship Executive Policy Committee for the 2020 Census publications

BC-DOC-0000034781

Thank you.

John.Maron.Abowd@census.gov and Victoria.A.Velkoff@census.gov

PX-100

UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Washington, DC 20233-0001

[LOGO]

January 3, 2018

MEMORANDUM FOR: Ron S. Jarmin
Performing the Non-exclusive Functions and Duties of the Director

From: John M. Abowd [signature]
Chief Scientist and Associate Director for Research & Methodology

Prepared by: Stephen Buckner, Patrick Cantwell, Joanne Crane, Melissa Creech, Burton Reist, and James Whitehorne

Subject: Summary of Quality/Cost of Alternatives for Meeting Department of Justice Request for Citizenship Data

The Department of Justice has requested census block-level citizen voting-age population estimates by OMB-approved race and ethnicity categories from the 2020 Census of Population and Housing. These estimates are currently provided in two related data products: the PL94-171 redistricting data (PL94),

BC-DOC-0000034783

produced by April 1st of the year following a decennial census under the authority of 13 U.S.C. Section 141, and the Citizen Voting Age Population by Race and Ethnicity (CVAP) tables produced every February from the most recent five-year American Community Survey data. The PL94-171 data are released at the census block level. The CVAP data are released at the census block group level.

There are three alternatives for meeting the DoJ request:

Alternative A: Maintain the status quo for data collection, preparation and publication. After the regular PL94 and CVAP data have been published in 2021, prepare a special product for DoJ that combines these tables to produce a Census Bureau best estimate of the block-level citizen voting age population by race and ethnicity. This would be similar to the approach now used to support the Section 203 requirements of the Voting Rights Act.

Alternative B: Add a citizenship question to the 2020 Census questionnaire. Process the citizenship question using the 2020 Census data processing system, including using administrative records where currently authorized and implemented. Produce the block-level tables of citizen voting age population by race and ethnicity during the publication phase of the 2020 Census.

Alternative C: Do not add a citizenship question to the 2020 Census questionnaire. Add the capability to link an accurate, edited citizenship variable from administrative records to the final 2020 Census microdata files. Produce the block-level tables of citizen voting age population by race and ethnicity

during the publication phase of the 2020 Census using the enhanced 2020 Census microdata.

An analysis of the cost and quality implications of each alternative follows.

[CENSUS BUREAU LOGO AND URL]

For Alternative A, the cost would be similar to the cost of the every-five-year production of language determinations to support DoJ enforcement of Section 203 of the Voting Rights Act. We estimate that the incremental cost of producing Alternative A is approximately $200,000. This estimate is based on the total cost of producing the 2016 language determinations. These costs are the salaried time of staff in the Redistricting Office, the Policy Coordination Office, the American Community Survey Office, and the Center for Statistical Research and Methodology. We estimate that delivering block-level citizen voting age population tables by race and ethnicity based on statistical modeling of the 2020 PL94-171 and CVAP tables would be a similar effort in terms of both cost and quality.

For Alternative B, our estimate of the incremental cost is as follows. We estimate that there will be approximately 145 million addresses in the 2020 Census. Recent American Community Survey (ACS) data indicate that 9.8% of households contain at least one non-citizen. This yields an estimate of 14.2 million households with at least one non-citizen. Our analysis of 2010 response data for both the American Community Survey and the Short-Form Census indicates that the presence of a question on citizenship suppressed response by 5.1 percentage points for these households. Based on our working assumption of a response rate of 60.5% in the 2020 census, a

BC-DOC-0000034785

reduction of 5.1 percentage points for households containing at least one non-citizen will increase the Nonresponse Follow-up (NRFU) workload by approximately 700,000 households, or approximately 0.5 percentage points. We estimate that for each percentage point increase in NRFU the cost of the 2020 Census increases by approximately $55 million. Accordingly, the addition of a question on citizenship could increase the cost of the 2020 Census by at least $27.5 million. It is worth stressing that this cost estimate is a lower bound. Our estimate of $55 million for each percentage point increase in NRFU is based on an average of three visits per household. We expect that we would make a total of six visits to households containing non-citizens who did not self-respond. We also believe that the decrease in response for these households in 2020 could be greater than the 5.1 percentage points we observed during the 2010 Census.

Alternative B would most likely deliver higher quality block-level citizen voting age population by race and ethnicity data than Alternative A because it is based on obtaining a direct report of citizenship status for each respondent. But it would result in lower quality enumeration data. Because of the estimated 5.1 percentage point increase in NRFU for households with noncitizens and because NRFU is less accurate than self-reports, there is a decrease the coverage quality of the census. We estimate that asking the citizenship question would result in 154,000 *fewer* correct enumerations. This is also a lower bound estimate on the loss of accuracy.

For Alternative C, the cost estimate has not yet been fully vetted. The estimated cost is less than

BC-DOC-0000034786

$1,000,000. In the current system of administrative data acquisition and processing for the 2020 Census, there are ten remaining data acquisitions between January 1, 2018 and April 1, 2020. We include the cost of these data acquisitions in our incremental cost estimate for Alternative C because it would no longer be an option to discontinue the acquisition of these data and use only the already acquired files. In addition, we include the cost of two senior analysts. The analysts would do the required integration of the edited citizenship into the 2020 Census microdata. This estimate does not include the cost of modifying existing Memoranda of Understanding with the agencies that supply the data used to acquire the citizenship variable because those negotiations are already in progress, and would continue. This estimate also does not include the cost of negotiating a new MOU with the United States Citizen and Immigration Services to acquire those data, refreshed appropriately over the 2020 Census life cycle because we have not yet gathered the required information from USCIS to estimate this cost.

Alternative C delivers higher quality data than Alternative B for DoJ's stated uses. Our primary data sources for the administrative record citizen variable require proof of citizenship. For this reason, they are very accurate. There is good evidence that citizenship is accurately reported by citizens, but less accurately self-reported by household responders for noncitizens. This accuracy deficit in the self- responses may be due to the inherent difficulty of the respondent knowing the citizenship status of everyone in the household. Proxy respondents are even less likely to know the citizenship status of all members of the household. It may also be due to the sensitivity of the

BC-DOC-0000034787

citizenship question itself. For DoJ's stated purposes, Alternative C produces the highest quality data.

Alternative A is not very costly and does not harm the quality of the census count. Alternative B better addresses DoJ's stated uses; however, it is very costly and does harm the quality of the census count by increasing erroneous enumerations. Alternative C even better meets DoJ's stated uses, is comparatively far less costly than Alternative B, and does not harm the quality of the census count. For these reasons, we recommend Alternative C for meeting the Department of Justice data request.

BC-DOC-0000034788

Understanding the Quality of Alternative Citizenship Data Sources for the 2020 Census

by

J. David Brown
U.S. Census Bureau

Misty L. Heggeness
U.S. Census Bureau

Suzanne M. Dorinski
U.S. Census Bureau

Lawrence Warren
U.S. Census Bureau

Moises Yi
U.S. Census Bureau

CES 18-38 **August, 2018**

The research program of the Center for Economic Studies (CES) produces a wide range of economic analyses to improve the statistical programs of the U.S. Census Bureau. Many of these analyses take the form of CES research papers. The papers have not undergone the review accorded Census Bureau publications and no endorsement should be inferred. Any opinions and conclusions expressed herein are those of the author(s) and do not necessarily represent the views of the U.S. Census Bureau. All results have been reviewed to ensure that no confidential information is disclosed. Republication in whole or part must be cleared with the authors.

To obtain information about the series, see www.census.gov/ces or contact Christopher Goetz, Editor, Discussion Papers, U.S. Census Bureau, Center for Economic Studies 5K028B, 4600 Silver Hill Road, Washington, DC 20233, CES.Working.Papers@census.gov. To subscribe to the series, please click here.

BC-DOC-0000034789

Abstract

This paper examines the quality of citizenship data in self-reported survey responses compared to administrative records and evaluates options for constructing an accurate count of resident U.S. citizens. Person-level discrepancies between survey-collected citizenship data and administrative records are more pervasive than previously reported in studies comparing survey and administrative data aggregates. Our results imply that survey-sourced citizenship data produce significantly lower estimates of the noncitizen share of the population than would be produced from currently available administrative records; both the survey-sourced and administrative data have shortcomings that could contribute to this difference. Our evidence is consistent with noncitizen respondents misreporting their own citizenship status and failing to report that of other household members. At the same time, currently available administrative records may miss some naturalizations and capture others with a delay. The evidence in this paper also suggests that adding a citizenship question to the 2020 Census would lead to lower self-response rates in households potentially containing noncitizens, resulting in higher fieldwork costs and a lower-quality population count.

* We thank career staff and statistical experts within the Bureau who graciously gave their time and effort to review, comment, edit, and make improvements to this document. The analysis, thoughts, opinions, and any errors presented here are solely those of the authors and do not necessarily reflect any official position of the U.S. Census Bureau. All results have been reviewed to ensure that no confidential information is disclosed. The Disclosure Review Board release numbers are DRB-B0093-CDAR-20180621, DRB-B0103-CDAR-20180712, and DRB-B0113-CDAR-20180806. Republication in whole or part must be cleared with the authors.

J. David Brown is a Senior Economist in the Center for Economic Studies at the U.S. Census Bureau and the corresponding author on this paper, 4600 Silver Hill Road, Washington, DC 20233, j.david.brown@census.gov. Misty L. Heggeness is Senior Advisor for Evaluations and Experiments in the Research and Methodology Directorate at the U.S. Census Bureau. Suzanne M. Dorinski is a Mathematical Statistician currently on detail with the Social, Economic, and Housing Statistics Division at the U.S. Census Bureau. Lawrence Warren is an Economist in the Center for Economic Studies at the U.S. Census Bureau. Moises Yi is an Economist in the Center for Economic Studies at the U.S. Census Bureau.

1. Introduction

National statistical agencies are charged with collecting and reporting accurate information about society, including individuals, households, and businesses. This information is used to produce official statistics about the demographic composition of persons living in the nation – including information about migration, citizenship, and mobility. For decades, the United States has relied on household survey questionnaires to collect data on migration and immigration status (Census Bureau 2002). Generally, the focus is on whether an individual has lived in that current location for more than one (or five) years, a date for their last move, citizenship status, and year of naturalization. To date, the collection of this information via survey vehicles has been sufficient for general statistical reporting on immigrants living in the U.S.; however, very few studies have examined the extent to which individuals answer these sensitive questions accurately, how inclusion of these questions affects overall response rates, or how item nonresponse on these questions compares to other questions.

In this paper, we study the quality of self-reported citizenship questions by comparing responses in the American Community Survey (ACS), the Census, the Survey of Income and Program Participation (SIPP), and administrative records on citizenship from the Social Security Administration. There are now multiple survey and administrative sources of data to study immigration and citizenship status. We examine the strengths and weaknesses of these sources for the development of future statistics on citizenship status. We focus on both the accuracy and completeness in all options. The alternatives we consider for constructing a count of resident citizens are the following: (A) no change in current data collection, combined with small area estimation using the ACS and administrative citizenship data sources, (B) add a citizenship question to the 2020 Census, (C) obtain citizenship status from administrative records for the entire 2020 Census population, and (D) combine alternatives (B) and (C). Factors to consider when evaluating these alternatives include the quality of the data sources, comprehensiveness and biases in data coverage, cost, and the effects on the quality of the 2020 full population count. We analyze each of these aspects.

We find that discrepancies between survey-collected citizenship data and administrative records are more extensive than discrepancy estimates from previous research. The degree to which persons who are noncitizens in administrative records self-report being citizens in surveys is greater for non-Hispanics than Hispanics. Most of the people with these discrepancies report being citizens from birth or naturalized long ago, regardless of ethnicity. The discrepancy patterns imply that the ACS estimate of the noncitizen share of the population is lower than comparable estimates based on currently available administrative records.

The remainder of the paper is structured as follows. Section 2 provides general background and history of the current issue. Section 3 documents the coverage of survey and administrative record citizenship data. The quality of the data from survey and administrative record sources is analyzed in Section 4. Section 5 contains regression analyses of item response and data quality. Section 6 estimates the effects of inclusion of a citizenship question on survey response rates. Estimates of the citizenship question's effects on the cost and quality of the 2020 Census in general are provided in Section 7. Forecasts of the number of people for whom citizenship is sourced by the 2020 Census

BC-DOC-0000034791

citizenship question, administrative records, and model imputation when using each of the alternatives are given in Section 8. Section 9 concludes.

2. Background

2.1 History of Citizenship Data Collection through Household Surveys and Censuses

The Census Bureau has collected and preserved citizenship data since 1820 via historical full count censuses, household surveys, and administrative records (AR), but the practice of asking citizenship and migration-related questions on censuses has varied over time. The 1820 and 1830 Censuses asked for a tally of the total number of non-naturalized foreigners in the household. The 1870 Census asked citizenship status of all male persons aged 21 and older (Census Bureau 2002). The federal government did not ask citizenship status during the 1880 Census, but reintroduced it in the 1890 Census, and the question stayed on full-count Census questionnaires through 1950. The 1950 Census was the last full-count Census to ask the citizenship status of every resident in the U.S. if he or she reported a foreign birthplace (Census Bureau 2002).

While the 1960 Census did not ask about citizenship throughout the country, it was reintroduced on the long form (which sampled approximately one-in-six households across the country) in the 1970 Census and remained on the long form until 2000 (Census Bureau 2002). The question never reappeared on the short form after 1950. After the 2000 Census, citizenship data collection moved to the American Community Survey (ACS), which replaced the Census long form. The ACS collects responses from approximately 1.6 percent of households annually (American Community Survey 2016a, American Community Survey 2016b).[2]

Since the advent of the long form and continuing with the ACS, the Census Bureau has focused Census enumeration on obtaining only the data necessary for a concise and condensed full-population count (Weinberg 2011). It also prioritizes the collection of data mandated by Public Law 94-171 (PL94), which instructs the Census Bureau to cooperate with state redistricting offices in support of their efforts to redraw legislative districts in compliance with the Constitution, Supreme Court, and the 1965 Voting Rights Act. The questionnaire asks only the core demographic, race, ethnicity, and housing questions, not including citizenship.

2.2 The Citizen Voting Age Population by Race and Ethnicity (CVAP) Table

On December 12, 2017, the Census Bureau received a request from the Department of Justice to include a citizenship question on the 2020 Census of Population and Housing (Department of Justice 2017). The request prompted the Census Bureau to conduct a study of the feasibility and best options for meeting this request. This paper summarizes the technical analysis conducted for alternative options for obtaining citizenship data for the entire population to produce the Citizen Voting Age Population by Race and Ethnicity (CVAP) table at the census block level. CVAP is

[2] We calculate this number using American Fact Finder (AFF) Tables B98001 and B25001.

BC-DOC-0000034792

currently produced at the census block-group level using estimates from the five-year American Community Survey (ACS) data.

Since 1975, the Census Bureau has provided population estimates by detailed geography to support redistricting under Public Law 94-171 (PL94). For the 2000 Census, the Citizen Voting Age Population (CVAP) estimates, tabulated at the block-group level, were produced from the long form citizenship question. Since 2011, the CVAP estimates have been tabulated annually at the block-group level from the most recent 5-year ACS data. The 2011 publication was based on the 2005-2009 ACS surveys. These data were released in the same time frame as the 2010 PL94 redistricting estimates.[3] The redistricting data must be released before April 1st of the year following a census under the authority of 13 U.S.C. Section 141.

The difficulty in integrating these two tables for redistricting and enforcement of the Voting Rights Act was cited by the Department of Justice in its December 12, 2017 letter. The Department of Justice requested block-level citizen voting-age population estimates by the U.S. Office of Management and Budget (OMB)-approved race and ethnicity categories[4] directly from the 2020 Census of Population and Housing, which would require the addition of a citizenship question directly onto the full count 2020 Census enumeration form.

2.3 Prior Research on Citizenship Data Quality

We build on past research on Census citizenship data quality. Prior studies have suggested that citizenship is inaccurately estimated in Census Bureau surveys. Passel and Clark (1997) document that the 1990 Census and 1996 Current Population Survey (CPS) estimates of the number of naturalized persons are much higher than the numbers from Immigration and Naturalization Services (INS) administrative data.[5] The study suggests that about 75 percent of those who report having lived in the U.S. fewer than five years and being naturalized citizens probably are not citizens, at least at the time of the survey. Furthermore, one-third of longer-resident Central American and Mexican origin individuals who self-reported naturalization were probably not citizens at the time of the survey. These discrepancies were attributed to incorrect reporting, possibly because respondents were confused about their status or had an incentive to misreport it to enumerators and interviewers.

Camarota and Capizzano (2004) conducted focus groups with over 50 field representatives (FRs) for the Census 2000 Supplemental Survey (a pilot for the ACS). FRs reported that foreign-born respondents living in the country illegally or from countries where there is distrust in government were less likely to participate. Some foreign-born respondents failed to list all household members. FRs suspected that some foreign-born respondents misreported citizenship status, and they

[3] For more information, see: https://www.census.gov/programs-surveys/decennial-census/about/voting-rights/cvap.html and https://www.census.gov/rdo/data/2010_census.html .
[4] See Office of Management and Budget (1997).
[5] This comes from Van Hook and Bachmeier's (2013) summary of Passel and Clark (1997).

BC-DOC-0000034793

believed this was due to "recall bias, a fear of the implications of certain responses or a desire to answer questions in a socially desirable way."

More recently, Van Hook and Bachmeier (2013) compared 2010 ACS and Office of Immigration Statistics (OIS) naturalizations data, finding that the ACS produced higher naturalization estimates than OIS for those residing in the U.S. less than five years, as well as for longer-resident Mexican-origin persons. Several papers have studied the effects of state immigration laws on the number and locational choices of immigrants (see, for example, Amuendo-Dorantes and Lozano 2014 and 2015, Bohn et al. 2014, Ellis et al. 2014, Good 2013, and Orrenius and Zavodny 2016). They have generally found reductions in the immigrant population after the introduction of these laws.[6] Deterioration in survey data quality during periods of stronger immigration enforcement could help explain the measured reductions. We contribute to the literature on Census citizenship data quality by directly linking Census and household survey data to administrative records. We not only examine the quality of survey-collected citizenship data, but also the effect of including a citizenship question on the quality of other data via their consequences for response rates and nonresponse follow-up.

3.1 Survey Coverage

In addition to the full count Census of Population and Housing that collects a limited amount of information on the entire population once every ten years, the Census Bureau also collects information on individuals and households in both legally-mandated and sponsored (reimbursable) surveys. These surveys collect more detailed demographic, social, and economic characteristics of people living in the United States, including information on citizenship status and migration variables.

The Census Bureau currently conducts four surveys that ask citizenship questions. The American Community Survey (ACS), the Current Population Survey (CPS), the American Housing Survey (AHS), and the Survey of Income and Program Participation (SIPP) all collect data on citizenship status. The universe for citizenship questions on these surveys is all persons living in the household. The ACS, CPS, SIPP, and AHS distinguish between citizens born in the United States, those born in U.S. territories, those born abroad to U.S. citizen parents, and those of foreign nativity but naturalized. Additionally, the SIPP asks about more nuanced naturalizations, including becoming a citizen through one's own or a spouse's military service or via adoption by U.S. citizen parents. [7]

To assess the citizenship coverage of existing Census Bureau survey data, we link all of the household surveys measuring citizenship status to the 2010 Census. The person-level linkage to

---

[6] For more information, see https://www.troutman.com/files/FileControl/89dad504-6be0-4335-aa1a-35a433102d63/7483b893-e478-44a4-8fed-f49aa917d8cf/Presentation/File/Survey%20of%20state%20and%20federal%20laws%20requiring%20E-Verify.pdf and table 1 in Orrenius and Zavodny (2016) for the list of states with mandatory E-Verify laws.

[7] This information is from the Master Demographic Pilot Feasibility Study.

BC-DOC-0000034794

the 2010 Census is based on the Protected Identification Key or PIK (the Census Bureau's internal unique person identifier) appended to person records using the Person Identification Validation System (PVS). To implement the record linkage, we first compiled an unduplicated list of individuals surveyed by the Census Bureau in Title 13 mandated surveys (ACS and SIPP) and reimbursable surveys (CPS[8] and AHS[9]). We link this unduplicated list of individuals to the 2010 Census (see Appendix Table A1).

Household surveys linked to the 2010 Census contain self-reported citizenship status for 44.6 million people, or 14.4 percent of the 2010 Census population. Of these, 43.1 million report being citizens (see Appendix Table A2). We conclude that the population coverage from existing survey data is a relatively small share of the total population, consistent with the sampling rates of these surveys.

Figure 1 Panel A shows item nonresponse in the 2016 ACS for sex, age, and citizenship.[10] We show nonresponse rates for the full sample, as well as for select subgroups by race/ethnicity and relationship to the householder.[11,12] Sex has the lowest nonresponse rates across the entire sample, as well as within subgroups with all recording less than 1 percent nonresponse, except for nonrelatives. Nonresponse rates for age are higher, and for some subgroups it has the highest level of nonresponse among the three items shown here. This is true for non-Hispanic white, non-Hispanic black, reference person, and relative of the reference person.[13] Hispanics and non-Hispanic other race[14] have higher rates of nonresponse for citizenship than for sex or age, providing some preliminary evidence that these groups could be disproportionately impacted by the addition of citizenship on the 2020 Census questionnaire.

---

[8] The CPS is sponsored by the Department of Labor's Bureau of Labor Statistics.

[9] The AHS is sponsored by the Department of Housing and Urban Development.

[10] Appendix Table A3 shows item nonresponse rates for questions on the 2000 Census short form and the 2010 Census. We choose sex and age as benchmarks, since they are on the Census questionnaire. As shown in Appendix Table A3, item allocation rates (including both nonresponses and responses that are edited) are higher for many ACS questions than for sex, age, or citizenship, but they are not being considered for inclusion on the Census questionnaire and are thus less relevant.

[11] Throughout the paper, we show results not only by citizenship, but also by race and ethnicity for two main reasons. The CVAP data provide counts not just by citizenship, but also race and ethnicity, so differential effects on race/ethnic groups from adding a citizenship question are relevant. In addition, our administrative record noncitizen measure has incomplete coverage (it does not cover noncitizens without SSNs), while a significant percentage of noncitizens without SSNs are Hispanic (Bond et al., 2014). Thus, to some extent the Hispanic category captures noncitizens excluded from the measured noncitizen category.

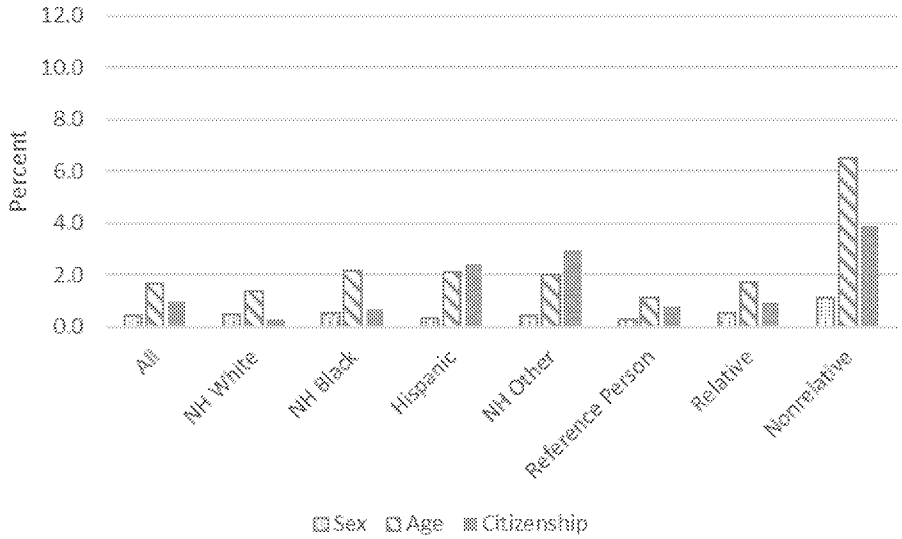
[12] The householder, also referred to as the reference person or person 1, is the first person listed on the household roster. The reference person typically is the primary or sole respondent to the survey. The relative and nonrelative categories are based on the person's relationship to the householder. The relative category includes husband or wife, biological son or daughter, adopted son or daughter, stepson or stepdaughter, brother or sister, father or mother, grandchild, parent-in-law, son-in-law or daughter-in-law, other relative, unmarried partner, and foster child. The nonrelative category includes roomer or boarder, housemate or roommate, and other nonrelative.

[13] We treat all persons in group quarters as reference persons. The results are qualitatively similar if group quarters are excluded.

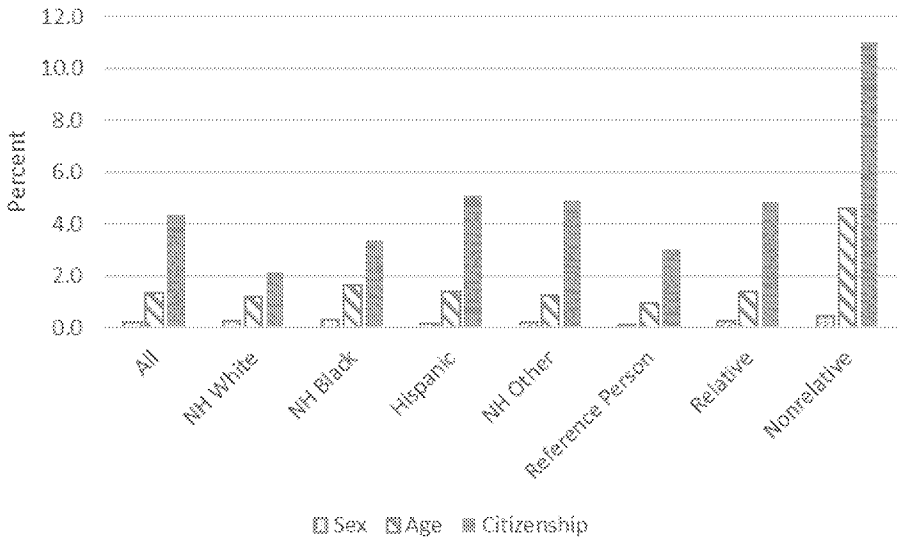
[14] Non-Hispanic other race includes non-Hispanic Asian, non-Hispanic American Indian and Alaskan Native, non-Hispanic Native Hawaiian and Other Pacific Islander, and non-Hispanic two or more races.

BC-DOC-0000034795

Figure 1. American Community Survey (ACS) Nonresponse, 2016



Panel A. Item Nonresponse



Panel B. Item Nonresponse for Census Numident-Identified Noncitizens

Source: American Community Survey (ACS) and Census Numident, 2016.

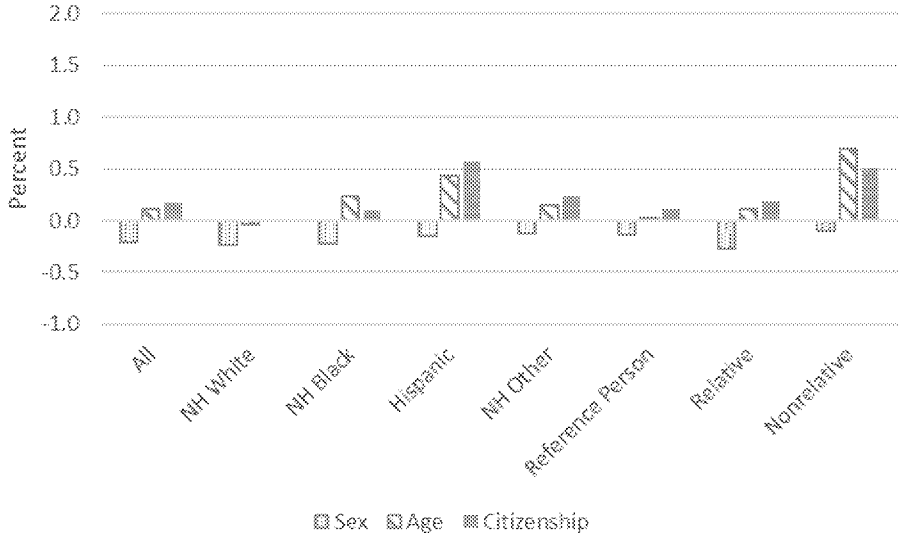
Given item nonresponse to the citizenship question as shown in Figure 1 Panel A, we are particularly interested in understanding the potential sensitivity of response specifically for noncitizens. Figure 1 Panel B shows the same information as Panel A, restricted to those

BC-DOC-0000034796

individuals who are identified as noncitizens in the Census Numident,[15] meaning that administrative records show their status as noncitizen. Panel B illustrates the heightened sensitivity associated with collecting citizenship data for noncitizens through surveys. Item nonresponse to the citizenship question is particularly high for nonrelative household members, where one-in-ten do not have a citizenship response in the ACS.

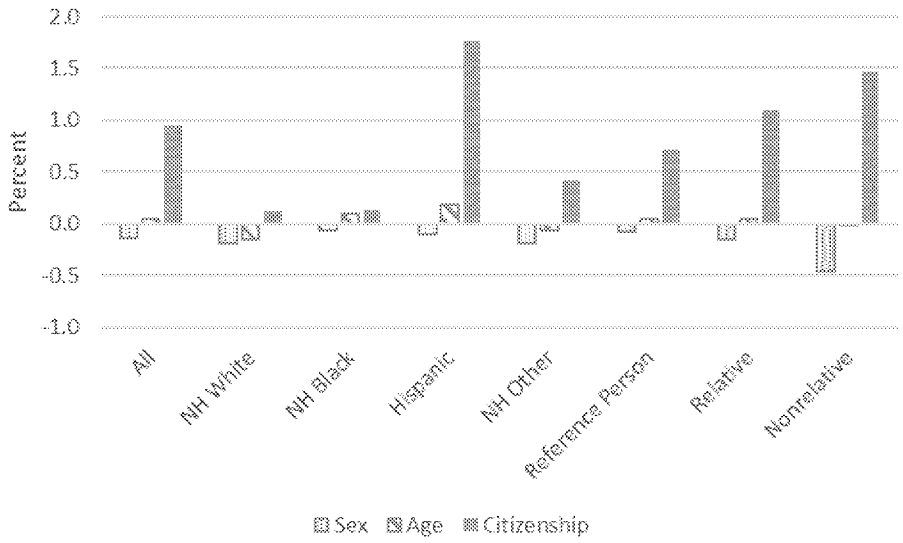
Next, we study whether nonresponse rates have been changing over time. Figure 2 has the same layout as Figure 1. It displays the difference in item nonresponse rates between the 2013 and 2016 ACS for the indicated variable.[16] A positive value indicates an increase in the item nonresponse rate, while a negative value indicates a decrease in the same rate. Figure 2, Panel A reports the difference in rates for the entire survey population as well as subgroups (see also Appendix Table A3 for the rates in the 2000 and 2010 Census short forms). Notice that item nonresponse rates for sex have gone down over time. However, item nonresponse for age and citizenship have increased, and, in particular, the increase in citizenship item nonresponse is largest for Hispanics and nonrelatives.

Figure 2. Difference in American Community Survey (ACS) Item Nonresponse between 2013 and 2016



Panel A. Difference in Item Nonresponse

[15] The Census Numident, which contains all Social Security card applications, is currently the Census Bureau's most complete and reliable administrative record source of citizenship data. For more details, see Section 3.2.
[16] Appendix Table A5 shows citizenship item nonresponse rates in 2013 and 2016 separately for mail-in and internet responses.



Panel B. Difference in Census Numident-Identified Noncitizen Item Nonresponse

Source: American Community Survey (ACS) and Census Numident, 2013 and 2016.

Note: Administrative record noncitizens make up 6.7 percent of the overall 2016 ACS sample.

Figure 2 Panel B shows the same differenced rates, but for those who are identified as noncitizens in the Census Numident. The trends over time are relatively similar for sex and age, with minimal changes. However, item nonresponse to the ACS citizenship question increased for all noncitizen groups, rising by 1.5 percentage points for nonrelatives and 1.8 percentage points for Hispanics. Hispanics, nonrelatives, and noncitizens are particularly sensitive to answering the citizenship question in the ACS, and that sensitivity has increased in recent years.

Table 1 shows break-off rates for the 2016 ACS internet self-responses (ISR) separately by question screen. Using this table, we examine which questions are subject to higher break-off rates. Higher break-off rates indicate potentially sensitive items. They are used as an indicator to inform when the respondent might stop answering the rest of the questions on a survey (Census Bureau 2013). A break-off is the moment in time during which a respondent decides not to continue with the survey and leaves the on-line survey. Break-off rates are highest for Hispanics and lowest for non-Hispanic whites in all question screens. Citizenship-related questions have the most heterogeneous rates across race/ethnicity groups: the ratio of break-off rates for Hispanics versus non-Hispanic whites is much higher for year of entry and citizenship than any of the other question screens in the ACS, except for English proficiency (included in Table 1 for reference purposes). In contrast, financial and work-related questions are sensitive for all groups. This again suggests that citizenship-related questions are more sensitive for Hispanics.

BC-DOC-0000034798

Table 1. 2016 ACS Internet Self-Response Break-off Rates (%) by Screen

	Non-Hispanic White		Non-Hispanic Other		Hispanic	
	(%)	S.E.	(%)	S.E.	(%)	S.E.
Work Location	0.642	0.011	1.045	0.032	1.246	0.038
Place of Birth	0.448	0.009	0.766	0.026	0.961	0.039
Wage Amount	0.589	0.006	0.691	0.029	0.751	0.032
Work Last Week	0.257	0.006	0.407	0.010	0.597	0.024
Work for Wages	0.365	0.009	0.459	0.019	0.590	0.028
Type of Employee	0.221	0.007	0.367	0.011	0.399	0.026
Verify Income	0.198	0.007	0.263	0.016	0.368	0.021
Citizenship	0.035	0.002	0.268	0.016	0.363	0.026
Health Insurance	0.188	0.006	0.331	0.015	0.336	0.019
Highest Level of Education	0.167	0.005	0.257	0.015	0.298	0.019
Work Duties	0.143	0.005	0.223	0.015	0.266	0.020
Year of Entry into U.S.	0.022	0.002	0.119	0.009	0.260	0.021
Taxes	0.164	0.005	0.182	0.014	0.259	0.019
Interest, Dividends Income	0.209	0.006	0.179	0.013	0.242	0.020
Residence Last Year	0.104	0.004	0.182	0.014	0.232	0.016
English Proficiency	0.003	0.001	0.020	0.005	0.036	0.007
Total Non-Breakoff	90.52	0.040	85.93	0.109	82.41	0.145

Source: 2016 ACS.

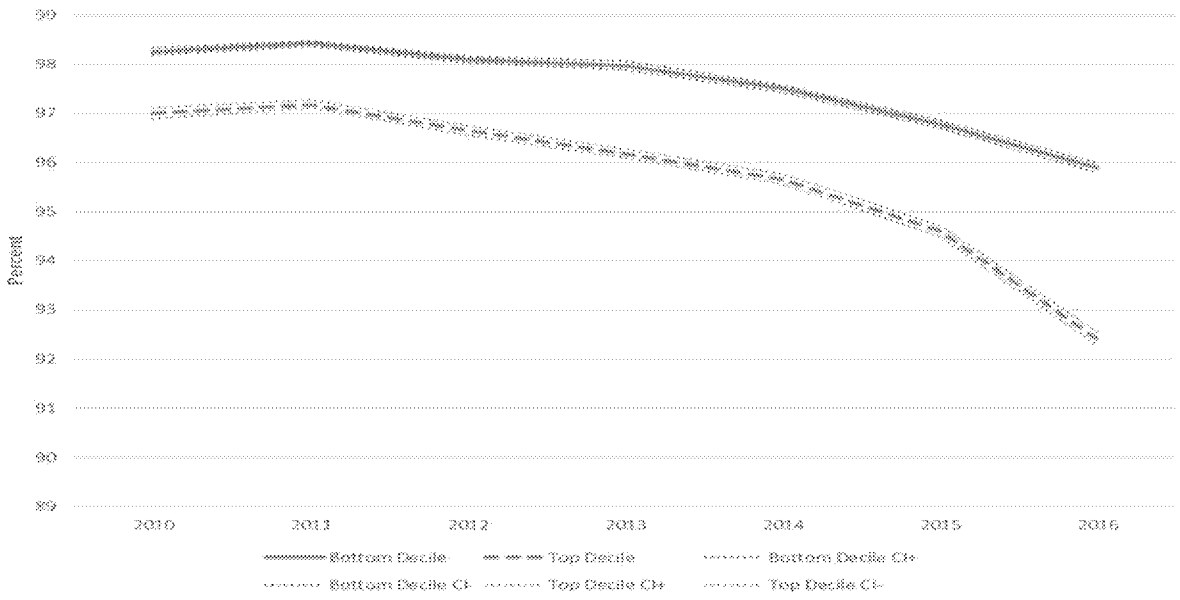
Notes: These are the top fifteen screens, sorted by Hispanic break-off rate. English proficiency and total non-breakoff are also included for reference. The rates are unweighted. The standard errors are calculated using Fay's balanced repeated replication variance estimation method, with 80 replicate weights, adjusting the original weights by a coefficient of 0.5.

Another alternative for measuring sensitivity of response is to examine the extent to which unit nonresponse changes. Unit nonresponse refers to a situation where no one in the household (or unit) responds to the survey. Figure 3 shows ACS unit nonresponse rates from 2010 to 2016 for housing units in the decile of tracts with the highest percent of noncitizens (25.5 percent noncitizens or more), and those in the decile of tracts that have the lowest percent of noncitizens (0.6 percent or less).[17] Tracts with noncitizen shares in the top decile have lower levels of unit response. In tracts with the highest concentrations of noncitizens, unit response rates have decreased over time and show a sharper drop between 2015 and 2016 than for units in tracts with the lowest concentrations of noncitizens.

[17] An internet response option was introduced to the ACS in 2013. Baumgardner, Griffin, and Raglin (2014) show that this was associated with an increase in self-response rates for economically advantaged groups and a decrease for economically disadvantaged groups, which could help explain the widening of the gap between these two tract groups in 2013. It cannot explain the further widening of the gap in 2016, however.

BC-DOC-0000034799

Figure 3. ACS Unit Response Rate by Tract-Level Share of Noncitizens



Source: American Community Survey (ACS), 2010-2016. The deciles of the distribution for noncitizen share of the tract population are 2011-2015 5-year ACS estimates.

Notes: The noncitizen share is 0.0 to 0.6 percent in the bottom decile and 25.5 to 100 percent in the top decile. The confidence intervals (CI) are at the 90 percent level, calculated via the successive differences replicate methodology, using 80 ACS replicate weights (see American Community Survey (2014)).

The data shown in this section provide preliminary evidence that unit nonresponse and citizenship item nonresponse rates are low in the population as a whole. The very low unit and item nonresponse rates among citizens and non-Hispanics mask increasingly higher noncitizen and Hispanic nonresponse rates, however.

3.2 Administrative Record Coverage

An alternative way to obtain citizenship information is to use data collected in the administration of government programs or by commercial data resellers. Respondent sensitivity to answering the question should be less of an issue with administrative sources, since proof of citizenship status is required to determine eligibility for a passport, a job, or government benefits. However, administrative data have incomplete coverage for other reasons, as discussed in this subsection.

Among the sources in Table 2, the Census Numident is the most complete and reliable administrative record source of citizenship data currently available to the Census Bureau. The Numident file is a record of individual applications for Social Security cards and certain subsequent transactions for those individuals. Unique, life-long Social Security Numbers (SSNs) are assigned to individuals based on these applications. In addition, a full record of all changes to the account information (such as change of name) is also maintained. To obtain an SSN, the

BC-DOC-0000034800

applicant must provide documented identifying information to the Social Security Administration (SSA). Through the "enumeration at birth" program, children can be issued an SSN when they are born.[18] Examples of data elements on a Numident record include name, date and place of birth, parents' names, and date of death. The SSA began requiring evidence of citizenship in 1972. Hence, citizenship data for more recently issued SSNs should be reliable as of the time of application.[19] SSA is not automatically notified when previously noncitizen SSN holders become naturalized citizens, however, so some naturalizations may be captured with a delay or not at all. To change citizenship status on an individual's SSN card, naturalized citizens must apply for a new card, showing proof of the naturalization (U.S. passport or certificate of naturalization).[20] Naturalized citizens wishing to work have an incentive to apply for a new card showing their U.S. citizenship, because noncitizen work permits expire, and the Numident is used in combination with U.S. Citizenship and Immigration Services (USCIS) data in the E-Verify program that confirms that job applicants are eligible to work.

Whether or not citizenship data are collected on the 2020 Census questionnaire, administrative records may be useful for editing and imputing the citizenship variable, when necessary.[21]

[18] A parent can apply for the infant's SSN at the hospital where the infant is born. Otherwise, applications for U.S.-born persons require an original or certified copy of a birth record (birth certificate, U.S. hospital record, or religious record before the age of five including the date of birth), which SSA verifies with the issuing agency, or a U.S. passport. Foreign-born U.S. citizen applications require certification of report of birth, consular report of birth abroad, a U.S. passport, a certificate of citizenship, or a certificate of naturalization. Noncitizen applications require a lawful permanent resident card, machine readable immigrant visa, arrival/departure record or admission stamp in an unexpired foreign passport, or an employment authorization document. See https://www.ssa.gov/ssnumber/ss5doc.htm. The enumeration at birth was rolled out starting in 1987, and 45 states, Puerto Rico, the District of Columbia, and New York City had signed agreements to offer it by 1991. Today over 90 percent of parents use this process in all 50 states plus Puerto Rico and the District of Columbia. See https://www.ssa.gov/policy/docs/ssb/v69n2/v69n2p55.html.

[19] A detailed history of the SSN is available at https://www.ssa.gov/policy/docs/ssb/v69n2/v69n2p55.html (Exhibit 1). For some categories of persons, the citizenship verification requirements started a few years later, but all were in place by 1978.

[20] For more information, see https://www.ssa.gov/ssnumber/ss5doc.htm.

[21] Data edits refer to updating data when there is a clear error either in data entry or in response. Imputations occur when the individual or household did not answer a survey or questions on a survey. They involve modeling a most likely response for that individual or household using other available data.

Table 2. Administrative Record (AR) Sources Currently Held and/or Under Negotiation for Acquisition

Administrative Records Data with Citizenship Info. Currently Held	Universe
Census Numident	National-level file of SSA transactions
HHS TANF	National Level (not full content for all states)
Alaska Permanent Fund	Alaska residents
Colorado Leap	Colorado low income energy assistance program
Some State SNAP/TANF	State-level program participants
Army	Active duty and retired soldiers and family members
Bureau of Prisons	Federal prison inmates
Commercial Files	Purchased data from data resellers
Administrative Records Data with Citizenship Info Under Negotiation for Acquisition	**Universe**
Department of Homeland Security United States Citizenship and Immigration Services	National-level file of Lawful Permanent Residents, Naturalizations
Department of Homeland Security United States Customs and Border Protection	National-level file of Customs and Border transaction data
Department of State Passport Services	National-level passport transaction data

Table 3 shows the coverage of the 2010 Census population by the 2010 Numident and ITINs.[22] Ninety-one percent of persons in the 2010 Census can be assigned a Protected Identification Key (PIK) by the Person Identification Validation System (PVS).[23] Once a PIK is assigned, the vast majority of records are matched to the 2010 Numident (98.2 percent in Table 3). Most of the PIKs associated with persons not in the 2010 Numident are derived from linkage to Individual Taxpayer Identification Numbers (ITIN), issued by the Internal Revenue Service to persons who do not have

[22] Rastogi and O'Hara (2012) used an earlier version of the crosswalk between the Numident and ITINs and the 2010 Census, and we show results using that version in Table A6. The enhanced crosswalk in Table 3 uses additional household and geospatial information to increase person linkage, and it has much greater coverage of ITINs. See Bond et al. (2014) for details.

[23] See NORC (2011) and Layne, Wagner and Rothhaas (2014) for details about the process used to assign and the quality of the PIKs used in data linkage at the Census Bureau.

BC-DOC-0000034802

and are not eligible to obtain SSNs, but are required to file a federal individual income tax return (4.3 million person links derived from ITINs vs. 804,000 person links that are not derived from ITINs). Among persons with nonmissing citizenship in the 2010 Numident, 91.3 percent are U.S. citizens.

Approximately 20.9 percent, or 57.6 million of the 2010 Numident records have missing citizenship status. Many older persons did not report citizenship when applying for an SSN, which was not required prior to 1972. Of these older persons with missing citizenship, 7.0 million have either passed away by 2017 or are likely to do so by 2020 (since they would be over 100 years old). Of the remaining 50.7 million persons with missing citizenship in the 2010 Numident, it becomes nonmissing for 5.8 million of them by 2017, nearly all switching to U.S. citizens. About 42.5 million of those still missing citizenship in 2017 were born in the U.S. We treat U.S.-born persons missing citizenship as administrative record citizens in our analysis.[24] This leaves just 2.5 million foreign-born persons with missing citizenship, some of whom could be noncitizens. In the analysis, we treat foreign-born persons with missing citizenship as having missing administrative record citizenship.

Appendix Table A7 shows that among persons who are missing citizenship, alive in 2017, and born after 1919, those who are foreign-born have a much lower propensity to be linked to the 2010 Census (36.3 percent vs. 74.5 percent for U.S.-born persons). Many of the foreign-born people missing citizenship in the Numident are presumably residing outside the U.S. and thus will not be counted in the 2020 Census.[25]

[24] Analysis in later sections of this paper labeled "initial assumptions" instead treats all persons with missing Numident citizenship values as AR citizens, whether they are U.S.- or foreign-born. This includes Table 6, Figures 10B, 11A, 12A, and 12C and Appendix Tables A8 and A9.

[25] An example is persons who received temporary work visas prior to when evidence of citizenship was required to receive an SSN and who have since returned to their home countries.

BC-DOC-0000034803

Table 3. Administrative Record (AR) Coverage of the 2010 Census

	Count	Percent of 2010 Census Population	Percent of Matched Sample
No PIK, not sent to PVS	10,260,000	3.3	
No PIK, failed in PVS	17,490,000	5.7	
PIK, but not in 2010 Numident, not an ITIN	804,000	0.3	
PIK, but not in 2010 Numident, is an ITIN	4,326,000	1.4	1.5
2010 Numident U.S. Citizen	199,300,000	64.6	71.1
2010 Numident Noncitizen	18,970,000	6.1	6.8
2010 Numident Missing Citizenship	57,620,000	18.7	20.6
Of which:			
Alive in 2017, born after 1919	50,670,000	16.4	18.1
Of which:			
2017 Numident U.S. Citizen	5,678,000	1.8	2.0
2017 Numident Noncitizen	70,500	0.0	0.0
2017 Numident Missing Citizenship	44,920,000	14.5	16.0
Of which:			
U.S.-born	42,460,000	13.8	15.2
Foreign-born	2,464,000	0.8	0.9
Total	308,745,538	100.00	100.00

Source: 2010 Census Unedited File (CUF) and 2010 and 2017 Census Numident Files.

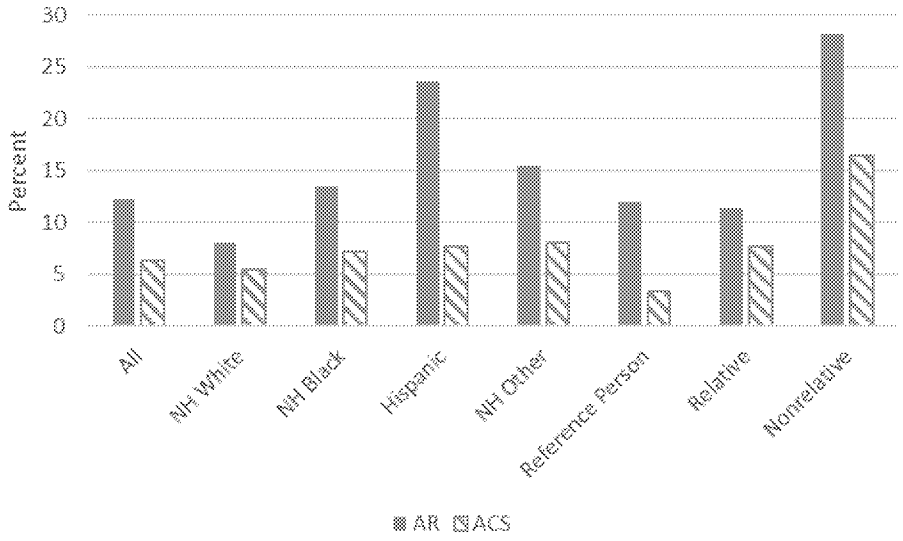
Notes: The 2010 Census Numident File is used for all calculations with "Numident" in the label. The 2017 Census Numident File is used to calculate the number alive in 2017 and born after 1919 and the foreign-born share of them. PVS is the Person Identification Validation System used to assign PIKs. PIK is Protected Identification Key, which is a unique person identifier.

Figure 4 shows the share of persons in the 2016 ACS for whom administrative record citizenship status is not available, as well as the ACS citizenship allocation rate (including both item nonresponse and edits to original responses; i.e., the share of persons for whom the value tabulated is not the respondent's answer). The missing data rates are higher for administrative records (AR) than the ACS, and both sources' rates are higher for minorities and nonrelatives. The variability in coverage is higher for AR than the ACS.

P000083

BC-DOC-0000034804

Figure 4. Percent without Administrative Record or ACS Citizenship in 2016



Source: American Community Survey (ACS) and Census Numident, 2016.

Note: For the ACS this is the citizenship item allocation rate, which includes both item nonresponses and edited values.

As shown in Appendix Table A8, the percent of persons in the ACS who cannot be linked to citizenship in AR increases from 8.5 to 10.9 percent between 2010 and 2016. Note that the linkage between the ACS and administrative data from the SSA Numident and IRS ITIN tax filings depends on two factors: (a) the quality of the personally identifiable information (PII) on the ACS response and (b) whether the ACS respondent is in the SSN/ITIN universe.

With respect to the quality of the PII on the ACS, there may be insufficient information on the ACS due to item nonresponse to allow a successful match using the production record linkage system. There may also be more than one record in the Numident or ITIN IRS tax filings that matches the person's PII. Finally, there may be a discrepancy between the PII provided to the ACS and the PII in the administrative records.

Alternatively, the person may not be in the Numident or ITIN IRS tax filing databases, because they are out of the universe for those administrative systems. This happens when the person is a citizen without an SSN, or when the person is a noncitizen who has not obtained an SSN or ITIN.

Very few of the unlinked cases are due to insufficient PII in the ACS or multiple matches with administrative records. The vast majority of unlinked ACS persons have sufficient PII, but fail to match any administrative records sufficiently closely. This means that most of the nonmatches are because the ACS respondent is not in the administrative record universe.

The incidence of ACS persons with sufficient PII but no match with administrative records increased between 2010 and 2016. One contributing factor is that the number of persons linked to ITIN IRS tax filings in 2016 was only 35 percent as large as in 2010,[26] suggesting that either fewer

[26] This percentage uses survey weights. Unweighted, it is 39 percent.

BC-DOC-0000034805

of the noncitizens in the 2016 ACS had ITINs, or more of them provided PII in the ACS that was inconsistent with their PII in IRS records.

There is an important caveat to the conclusion that survey-based citizenship data are more complete than currently held administrative records. The methods used to adjust the ACS weights for survey nonresponse and to allocate citizenship status for item nonresponse assume that the citizenship status distribution of the sampled non-respondents is statistically the same as that of respondents with similar related characteristics. They might not actually be similar, however, even when selecting the allocation of citizenship status using basic characteristics. For example, Hispanics who respond to the survey might be different from Hispanics who do not respond in various characteristics (including immigration status). Additionally, our unit and item nonresponse analysis in Section 3.1 above casts serious doubt on this assumption, suggesting that those who do not respond to either the entire ACS or the citizenship question on the ACS are not statistically similar to those who do. In particular, their responses to the citizenship question would not be well predicted by the answers of those who did respond.

To reduce the AR coverage gaps, the Census Bureau is considering the possibility of acquiring access to several other national citizenship-related files listed in Table 2. United States Customs and Immigration Services (USCIS) administrative records on naturalizations and lawful permanent residents (LPR), and Customs and Border Protection transaction records on border entries can partially address the weaknesses of the Numident. Through preliminary project development discussions with USCIS, we were informed that USCIS records provide up-to-date information since 2001 (and possibly back to 1988, but with incomplete records prior to 2001). These will fill some gaps for naturalized citizens, lawful permanent residents, and persons with extended visa applications without SSNs, as well as naturalized citizens who did not inform SSA about their naturalization. These data do not cover naturalizations occurring before 1988, and they miss some between 1988 and 2000. USCIS records do not always cover children under 18 at the time a parent became a naturalized U.S. citizen. These children automatically become U.S. citizens under the Child Citizenship Act of 2000. The USCIS receives notification of some, but not all, of these child naturalizations. Others inform the U.S. government of their U.S. citizenship status by applying for U.S. passports, which are less expensive than the application to notify the USCIS. USCIS visa applications list people's children but the information may not be in electronic form.

U.S. passport administrative records available from the State Department can help plug the gaps for child naturalizations, missing status on the Numident, and out-of-date citizenship information on the Numident. Since U.S. citizens are not required to have a passport, however, these records will also have coverage gaps.

The acquisition of these sources would also improve record linkage for noncitizens by allowing the construction of a supplementary record linkage master list for such people, who are currently only in scope for receiving a PIK if they apply for and receive either an SSN or ITIN. Improved record linkage would not only facilitate greater use of administrative record citizenship data, but it could also permit other uses of these administrative records in 2020 Census operations to lower costs and raise quality. Noncitizens are a hard-to-count population (as evidenced by the lower ACS

BC-DOC-0000034806

unit response rates in tracts with more noncitizens in Figure 3), making having reliable administrative records on them particularly valuable.

If the Census Bureau were to obtain each of these files, the remaining AR citizenship data gaps would include the following categories:

1. U.S. citizens from birth with no SSN or U.S. passport. They will not be processed by the production record linkage system used for the 2020 Census, because their PII won't be found in the PVS reference files.

2. U.S. citizens from birth born outside the U.S., who do not have a U.S. passport, and either applied for an SSN prior to 1974 and were 18 or older, or applied before the age of 18 prior to 1978. These people will be assigned PIKs, but none of the administrative sources discussed above will reliably generate a U.S. citizenship variable.

3. U.S. citizens who were naturalized prior to 2001 and did not inform SSA of their naturalization, because they originally applied for an SSN after they were naturalized, and it was prior to when citizenship verification was required for those born outside the U.S. (1974). These people either already had an SSN when they were naturalized, and they didn't inform SSA about the naturalization, or they never applied for an SSN. The former group has inaccurate data in the Numident. The latter group will not be assigned a PIK.

4. U.S. citizens who were automatically naturalized if they were under the age of 18 when their parents became naturalized in 2000 or later, and they did not inform USCIS or receive a U.S. passport. Note that such persons would not be able to get an SSN with U.S. citizenship on the card without either a U.S. passport or a certificate from USCIS. These people will also not be assigned a PIK.

5. Lawful permanent residents (LPR) who received that status prior to 2001 and either do not have an SSN, or they applied for an SSN prior to when citizenship verification was required for those born outside the U.S. (1974). The former group will not be found in the PVS reference files. The latter group has inaccurate data in the Numident.

6. Noncitizen, non-LPR, residents who do not have an SSN or ITIN and who did not apply for a visa extension. These persons will not be found in PVS.

7. Persons with citizenship information in administrative data, but the administrative and Census data cannot be linked due to missing or discrepant PII.

It is uncertain whether Census Bureau household survey data could reliably fill the above gaps when their person record cannot be assigned a PIK or when they have a PIK but the administrative record lacks up-to-date citizenship information. Persons in Category 6 have a strong incentive to provide an incorrect survey answer, if they answer at all, due to concerns about the data being used for enforcement.[27] Presumably a significant, but unknown, fraction of persons without PIKs are in

[27] Title 13, U.S.C. prohibits the use of Census data for enforcement purposes, but respondents may still have this concern.

BC-DOC-0000034807

Category 6. Distinguishing these people from the other categories of persons without PIKs is inherently inexact, because there is no feasible method of independently verifying their citizenship status.

4. Data Reliability

To assess the reliability of citizenship data, we compare the responses to the 2000 Census long form and 2010 and 2016 ACS citizenship questions with the administrative record (AR) citizenship variable (from the 2002, 2010, and 2016 Numidents and ITINs for the latter two years).[28] Since previous studies suggest that Census survey-AR discrepancies are greater for Hispanics, and the CVAP tables show citizen counts by race/ethnicity and voting age, we show discrepancies separately by race/ethnicity and the voting-age population (age 18 and over). Appendix Tables A8 and A9 show a full set of results for all three years, while the discussion in this section focuses on the 2016 comparison.

Discrepancies between AR and ACS citizenship could be due to several causes: (1) Linkage errors result in the administrative records not matching to the right people in the ACS. The relative discrepancy rates would vary depending on whether AR citizens or noncitizens have more linkage errors. One might expect unrelated persons in the household to have more linkage errors than relatives of reference persons, since PII quality is likely to improve with familiarity. (2) AR incorrectly report that the person is a citizen. This would appear as AR citizen-ACS noncitizen discrepancies. (3) AR are out of date, missing some naturalizations captured by the ACS. This would show up as AR noncitizen-ACS citizen discrepancies.[29] (4) The respondent does not know the person's citizenship status and guesses wrong. This is most plausible for unrelated persons and least so for the reference person. (5) The respondent misunderstands the question and answers incorrectly, despite actually knowing the citizenship status. It is not clear whether this would lead to more AR citizen-ACS noncitizen or AR noncitizen-ACS citizen discrepancies, but it should not vary across reference person, related persons, and unrelated persons. (6) The respondent knows the person's citizenship status and misreports it. Here the reference person may have a harder time justifying item nonresponse (implying (s)he does not know her/his own citizenship), so the way to keep from attracting attention is to say (s)he is a U.S. citizen. When asked about others, the respondent can more easily say (s)he does not know. This factor is likely to be more relevant when people have heightened concerns that the data will be used for immigration enforcement.

Of the candidate reasons (1) through (3) relevant for administrative records, linkage errors (reason 1) would be the most difficult to overcome. If linked to the wrong people, even perfect administrative records will produce inaccurate statistics. Though improvements can be made to record linkage methods, the linkage quality also depends on the quality of PII supplied by the sources being linked. In contrast, the acquisition of more timely administrative record sources

[28] The 2002 Numident is the closest available Numident to the 2000 Census.

[29] Note that as the Census Bureau receives more administrative record sources of citizenship data, the probability that the administrative records are incorrect should fall.

BC-DOC-0000034808

should reduce missing naturalizations problems (reason 3). The use of additional administrative record sources can also help illuminate instances where currently held administrative records are more likely to be incorrect (reason 2).[30]

Guessing wrong (reason 4) and misunderstanding the question (reason 5) would reduce precision (i.e., increase statistical variability), but it is not clear that either would result in biased estimates. In contrast, intentional misreporting (reason 6) is likely to result in reduced accuracy (more bias), since citizens and noncitizens may have different incentives to misreport status. Of these three reasons, the extent of intentional misreporting is most likely to vary across geographical areas and over time, depending on the degree of concern about personal security.

Figure 5 Panel A shows that a remarkably high 99.6 percent of U.S. citizens (according to administrative records) report being U.S. citizens in the 2016 ACS.[31] This suggests that when AR report the person is a citizen, (s)he is actually a citizen, and reason (2) is not an important factor. The discrepancy rate is higher for Hispanics (2.0 percent) and other minorities (1.3 percent) than for non-Hispanic white individuals. The discrepancy rate is higher for nonrelatives than relatives of the respondent, and for relatives than reference persons, consistent with the reference person knowing other people's status less well than his/her own.

Discrepancy rates are higher for those individuals identified as U.S. noncitizens in administrative records: 37.6 percent report being U.S. citizens in the ACS, as shown in Figure 5 Panel B. This implies that ACS estimates of the U.S. citizen population are higher than they would be if one were to use currently available administrative records.[32] The ordering of rates across groups is reversed compared to the AR citizen-ACS noncitizen rates. Here non-Hispanic white individuals have the highest discrepancy rate and Hispanic individuals the lowest. This means that the difference between ACS citizen and AR citizen population estimates is greatest for non-Hispanic white individuals and lowest for Hispanic individuals. This contrasts with Van Hook and Bachmeier's (2013) conclusion based on aggregates that self-reported naturalizations by persons of Mexican origin are most likely to be incorrect.[33,34]

The AR noncitizen-ACS citizen discrepancy rate is highest for the reference person, followed by relatives and then nonrelatives. This pattern is not a clear outcome of out of date administrative

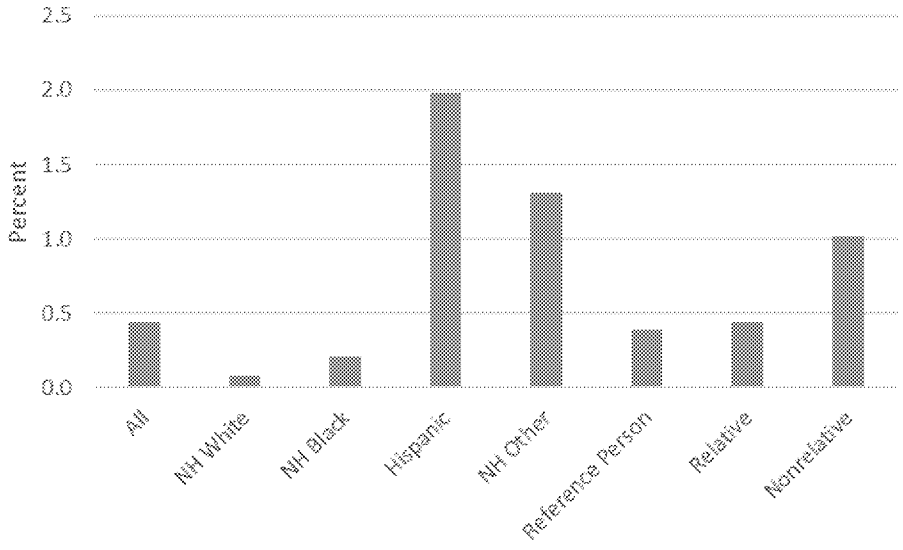
[30] For example, if a person is a foreign-born citizen in one administrative record source, but other administrative records and the survey response each say the person is a noncitizen, one might have more confidence in selecting noncitizen than when having only the first administrative record source and the survey response.
[31] This is even higher than the agreement rate for sex in the 2010 Census vs. the Numident, which is 99.4 percent. See Rastogi and O'Hara (2012).
[32] Note that since we are unable to compare records that are missing in one or both sources, the estimates provided in this section may understate the difference between the ACS estimate of the U.S. citizen population and the true value, especially since most unauthorized persons (other than the small fraction with ITINs) are missing AR citizenship data here.
[33] Hispanics make up the largest number of AR noncitizen-ACS citizen persons (2.6 million), compared to 2.5 million non-Hispanic other minorities, 1.7 million non-Hispanic whites, and 800,000 non-Hispanic blacks, which may be why previous studies' analysis of aggregated data find the largest administrative record-survey differences to be among Hispanics. But the discrepancy rate is more relevant for evaluating quality than the absolute number of discrepancies.
[34] According to 2016 1-year ACS data in American Factfinder Table S0201 (American Community Survey 2016c), 63.2 percent of Hispanics are of Mexican origin.

BC-DOC-0000034809

records (reason 3), lack of knowledge about others' status (reason 4), or misunderstanding the question (reason 5). Recall that citizenship item nonresponse is highest for nonrelatives and lowest for reference persons (see Figure 1). This suggests respondents behave differently when asked about their own status versus that of others. It may be easier for respondents to say they do not know the status of someone else (particularly a nonrelative) than their own status. They thus misreport their own status (reason 6), while they say they do not know the status of others.

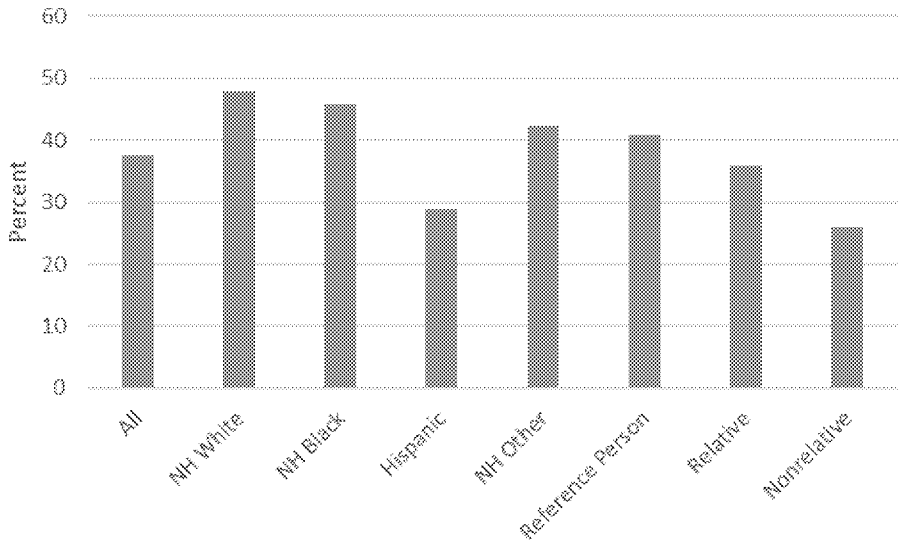
BC-DOC-0000034810

Figure 5. Administrative Records-ACS Survey Response Citizenship Agreement



Panel A. Percent of Administrative Record Citizens who respond as 2016 ACS Noncitizens

Notes: Administrative record citizens make up 81.1 percent of the overall 2016 ACS sample, 90.1 percent for non-Hispanic white, 81.5 percent of non-Hispanic black, 60.2 percent of Hispanic, 62.5 percent of non-Hispanic other race, 81.1 percent of reference persons, 82.1 percent of relatives, and 64.8 percent of nonrelatives. See Appendix Table A10.



Panel B. Percentage of Administrative Record Noncitizens who respond as 2016 ACS Citizens

Notes: Administrative record noncitizens make up 6.7 percent of the overall 2016 ACS sample, 1.9 percent for non-Hispanic white, 5.1 percent of non-Hispanic black, 16.2 percent of Hispanic, 22.0 percent of non-Hispanic other race, 6.9 percent of reference persons, 6.5 percent of relatives, and 7.1 percent of nonrelatives. See Appendix Table A10.

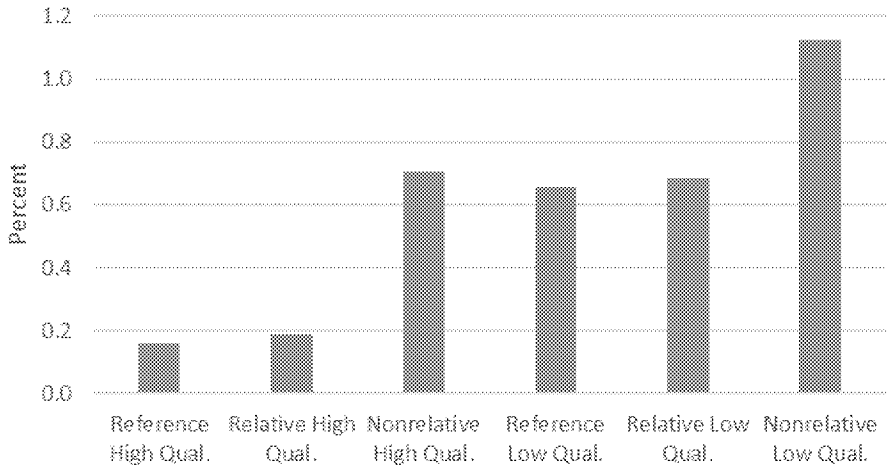
Source: American Community Survey (ACS) 1-year file and Census Numident, 2016.

BC-DOC-0000034811

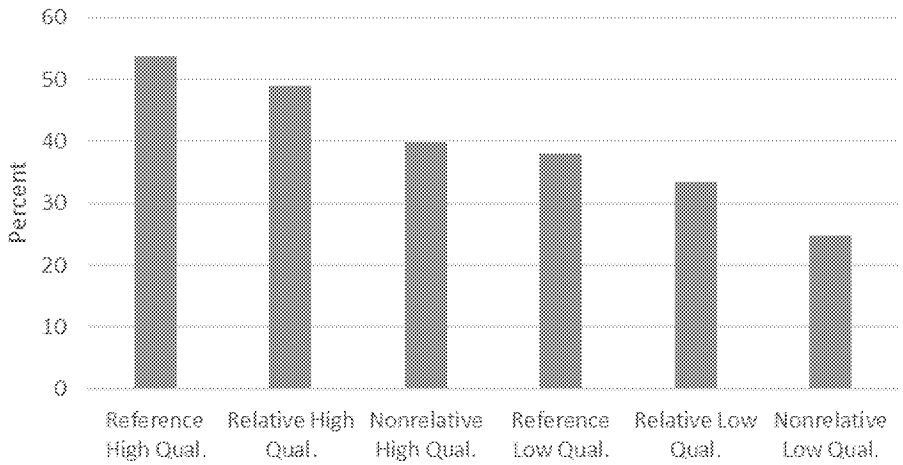
We show the AR citizen-ACS noncitizen and AR noncitizen-ACS citizen discrepancies separately for higher- and lower-quality linkages and by reference person vs. relative vs. nonrelative categories in Figure 6. For AR citizen-ACS noncitizen discrepancies, the rates are lowest for the reference person and highest for nonrelatives, likely due to people being able to report their own PII more accurately than that of others. Records with high-quality links have lower discrepancy rates, consistent with linkage errors being a contributing factor to these discrepancies. The patterns reverse for AR noncitizen-ACS citizens. Higher-quality linked records actually have higher discrepancy rates, so linkage errors (reason 1) do not appear to explain the AR noncitizen-ACS citizen discrepancies. This pattern holds regardless of the type of person the reference person is responding about (oneself, a relative, or a nonrelative).

BC-DOC-0000034812

Figure 6. Quality of the Citizenship Question Responses by Relation to Reference Person and Higher- vs. Lower-Quality Linkage



Panel A. AR Identifies as a Citizen and 2016 ACS Identifies as a Noncitizen



Panel B. AR Identifies as a Noncitizen and 2016 ACS Identifies as a Citizen

Source: American Community Survey (ACS) and Census Numident, 2016.

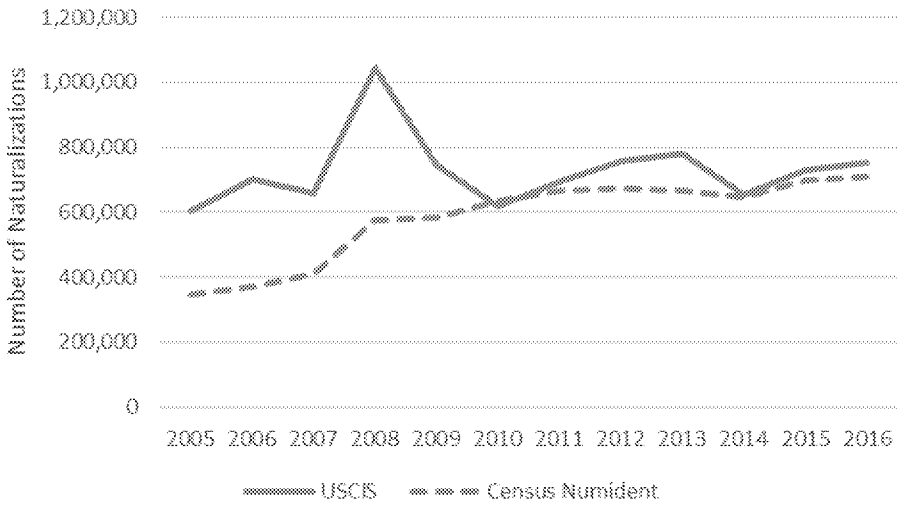
Notes: High-quality linkage is defined as having an above-median linkage confidence score on the first linking attempt (pass), and lower-quality is all others. The weighted sample shares of the ACS are 18.1 percent for reference person high-quality linkage, 23.9 percent for relative high-quality linkage, 0.6 percent for nonrelative high-quality linkage, 20.3 percent for reference person low-quality linkage, 33.8 percent for relative low-quality linkage, and 3.2 percent for nonrelative low-quality linkage. See Appendix Table A11.

To evaluate further the hypothesis that AR are out of date (reason 3), we make comparisons to USCIS statistics. In the AR-ACS citizenship status comparison above, we estimate 7,605,000 persons are AR noncitizens-ACS citizens. This is equivalent to the Numident missing all the

BC-DOC-0000034813

naturalizations reported by USCIS back to 2007, plus some of 2006. Figure 7 shows the annual number of persons who first entered the Numident as noncitizens and switch to U.S. citizenship in each particular year, as well as the number of naturalizations according to USCIS statistics.[35] USCIS reports significantly more naturalizations prior to 2010, but there is little difference subsequently. This suggests that if the main reason for the discrepancies were out-of-date Numident citizenship, the Numident would have to be missing many naturalizations that occurred long ago.

Figure 7. Estimated Annual Naturalizations in Census Numident Data versus USCIS Statistics



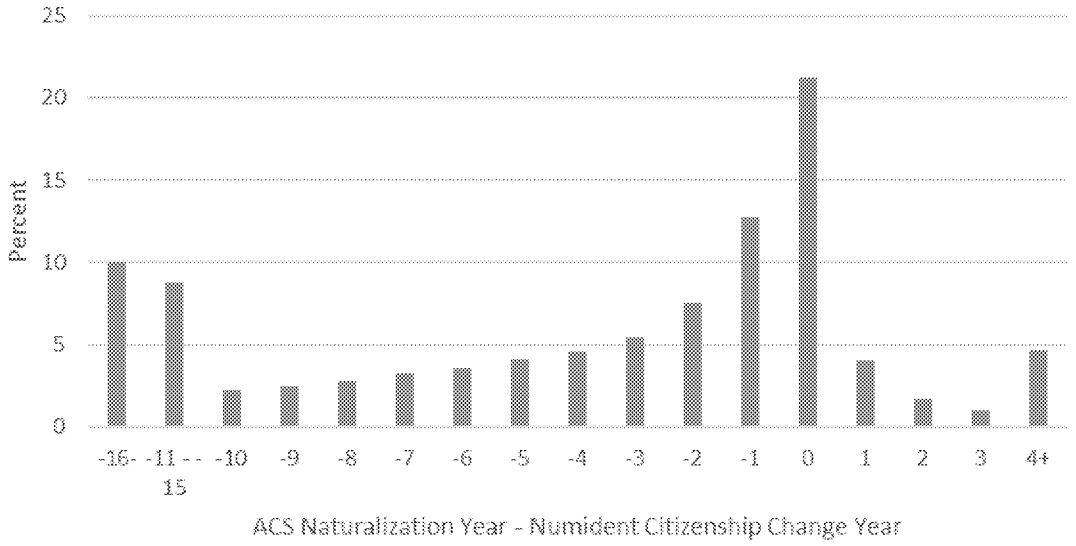
Source: USCIS Immigration Yearbooks and 2017 Census Numident.

We compare the ACS naturalization year and the year when citizenship switched to U.S. citizen in the Numident among persons with naturalized citizen status in both sources in Figure 8.[36] For 67.4 percent of these persons, the ACS naturalization year is earlier than the Numident citizenship change year, and 33.1 percent have an ACS naturalization year that is more than five years prior. Just 11.3 percent have a later ACS naturalization year. This is consistent with tardy notification to SSA about naturalizations.

[35] The Numident switches do not include persons who did not have an SSN prior to being naturalized. According to USCIS officials, the percentage of persons naturalized in 2014 who did not previously have an SSN is 0.33 percent, and it is 0.40 percent in 2015, suggesting that this type of Numident omission is negligible, at least recently.
[36] The Numident citizenship change year is the year when citizenship changed from noncitizen to citizen in the data.

BC-DOC-0000034814

Figure 8. Difference between ACS Naturalization and Numident Citizenship Change Years



Source: American Community Survey (ACS) and Census Numident, 2016. The sample is persons who are naturalized citizens in both sources, and the ACS citizenship value is as reported by the respondent.

Figure 9 shows the distribution of AR noncitizen-ACS citizens by naturalization year. Approximately 15.9 percent report being citizens from birth, which, if true, would mean that the Numident is not out of date for these people, but incorrect from the first SSN application. This possibility seems unlikely, given that proof of citizenship status must be presented to SSA when applying for an SSN, whereas the ACS citizenship response is not checked. A third of the ACS-reported naturalizations (2.1 million) occurred between 2010 and 2016, while the total gap between USCIS naturalizations and Numident switches from noncitizen to citizen between 2010 and 2016 is several times less than that, at 288,000.

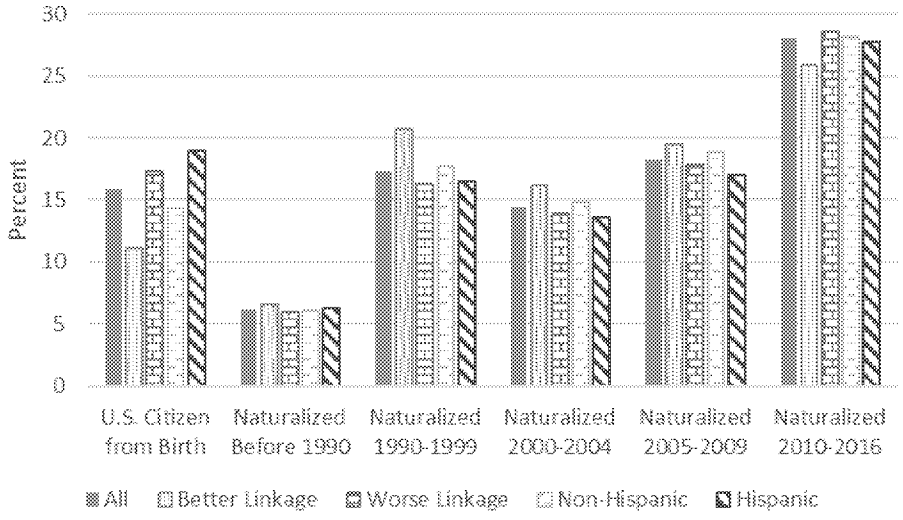
Figure 9 shows that the AR noncitizen-ACS citizen naturalization distributions are very similar for Hispanics and non-Hispanics. The results are contrary to Van Hook and Bachmeier's (2013) finding that citizenship misreporting by persons saying they were naturalized more than five years ago primarily occurs among persons of Mexican origin, and Passel and Clark's (1997) finding that it is among those of Mexican or Central American origin.

We also explore whether the AR noncitizen-ACS citizen naturalization distributions vary with linkage quality. One might expect that if linkage quality is driving the discrepancies, then persons with higher quality links would be recently naturalized, reflecting out-of-date Numident data. In contrast, more of the persons with low quality links would be ACS citizens from birth or naturalizations long ago, since the Numident and ACS records could be for different people, and the Numident should be less likely to be out of date for citizens from birth and earlier naturalizations. Figure 9 does show a higher share of ACS citizens from birth among those with

BC-DOC-0000034815

lower quality links, but also for more recent naturalizations. This is further evidence that linkage errors are probably not an important explanation for these discrepancies.

Figure 9. Distribution of ACS Citizenship Receipt Timing for Administrative Record Noncitizen-ACS Citizens by Linkage Quality and Ethnicity



Source: American Community Survey (ACS) and Census Numident, 2016.

As a final data quality check, we calculate the 2016 ACS citizenship distribution for persons with ITINs. Though only noncitizens may have ITINs, 6.6 percent say they were born citizens, and 11.1 percent report being citizens in the ACS (see Appendix Table A12).

5. Item Response and Data Quality Regression Analysis

We estimate multivariate regressions predicting item response in Table 4 and AR-ACS discrepancies in Table 5. The item response and citizenship status disagreement regressions test whether the associations shown above are statistically significant and robust to inclusion of controls. These analyses also provide an opportunity to study other potentially relevant factors. The item response regressions are estimated separately for AR citizens, AR noncitizens, and those missing AR citizenship. The item response variables are equal to one if there is a response for the item (whether it was later edited or not), and zero otherwise. The ACS noncitizen-AR citizen dependent variable is equal to one if the person is an as-reported noncitizen in the ACS and an AR citizen, and it is zero if both sources say the person is a citizen. Analogously, the ACS citizen-AR noncitizen dependent variable is equal to one if the person is an as-reported citizen in the ACS and an AR noncitizen, and it is zero if both sources say the person is a noncitizen. The last specification in Table 5 investigates determinants of the difference between the ACS naturalization year and the year in which the status changed to citizen in the Numident among persons who were noncitizens in their first SSN application.

BC-DOC-0000034816

Besides relationship to the reference person, we include several other factors that theoretically could drive differences observed in both survey response and data quality. These include demographic characteristics such as sex, race/ethnicity, log one plus age, and its square. We also include socioeconomic characteristics such as educational attainment, working in the last week, and searching for a job in the last four weeks. Educational attainment is classified as less than high school diploma (base category), at least high school but less than a bachelor's degree, bachelor's degree, and graduate degree. Time since entry to the U.S. and reference person English language variables are included, since these variables may influence item response and discrepancies in citizenship status reporting. For our analysis, those variables are log of one plus the number of years since entering the U.S. (or since birth if born in the U.S.) and its square[37] and English language ability for those speaking another language at home (speaking only English at home is the base category). We include an indicator for better or worse quality person linkage, since it may also drive differences in survey response and data quality. An indicator for whether the response is via mail or internet (i.e., without participation by an interviewer) vs. a personal or telephone interview. According to Camarota and Capizzano (2004), item nonresponse rates are lower in in-person interviews, and foreign-born persons are more likely to take the survey via personal interview, so controlling for mode could be particularly important when comparing the behavior of citizens and noncitizens.

The associations highlighted in Figures 1-6 above are robust to inclusion of other variables and are highly statistically significant.[38] Item nonresponse and ACS noncitizen-AR citizen discrepancy rates are higher for nonrelatives, but the ACS citizen-AR noncitizen propensity is much lower, again consistent with reference persons misreporting their own citizenship, but not reporting that of others at all, especially nonrelatives. Like nonrelatives, Hispanics have a lower propensity to provide citizenship, a higher propensity to have ACS noncitizen-AR citizen discrepancies, and a lower propensity to have ACS citizen-AR noncitizen discrepancies. Better linkage is strongly associated with ACS citizen-AR noncitizen discrepancies, inconsistent with the hypothesis that these discrepancies are driven by linkage errors.

Now turning to factors not investigated in previous sections, labor market activity is positively associated with having a citizenship answer; especially for AR noncitizens (see Table 4). However, as Table 5 shows, working is also associated with both types of citizenship status disagreements, particularly ACS citizen-AR noncitizen. Reference persons who speak another language at home have a higher propensity to respond about sex, especially when their English language ability is less strong. This is also true for AR citizens for the citizenship question, but when asked to report about AR noncitizens, those speaking another language at home have much lower citizenship item response rates. Those speaking English less well also have a higher propensity to report ACS noncitizen when the person they are responding about is an AR citizen, perhaps reflecting misunderstanding of the question. However, the reference person's English language ability is positively associated with ACS citizen-AR noncitizen discrepancies, again suggesting that

[37] In cases where the person came to live in the U.S. more than once, respondents are instructed to give the latest year.
[38] In results not shown here, we also estimate item response regressions with the full sample, regardless of AR citizenship status. The patterns are similar to those described in this paragraph, except that Hispanics have higher propensity to have item response for age in the full sample.

BC-DOC-0000034817

misunderstanding the question is an important factor behind ACS noncitizen-AR citizen, but not ACS citizen-AR noncitizen discrepancies. Responding without the participation of an interviewer results in lower item response (except for age for AR noncitizens), consistent with Camarota and Capizzano (2004), and this effect is particularly strong for citizenship item response among AR noncitizens. ACS noncitizen-AR citizen discrepancies are more prevalent with interviewer participation, but ACS citizen-AR noncitizen discrepancies are much less prevalent. Interviewers may develop a rapport that encourages noncitizens to truthfully respond to what is a sensitive question for them.[39] It could also be more difficult psychologically for a respondent to misreport to another person than when they fill out a questionnaire on their own.

As shown in Table 4, the associations with citizenship item response tend to be several times stronger for AR noncitizens than for citizens, with those missing AR citizenship falling in between the other two categories. Such differences are much more muted for sex and age. This again highlights the nonrandom nature of citizenship item nonresponse.

[39] This effect may be weaker in the Census than in the ACS, however, since ACS interviewers have much more experience than most Census enumerators.

BC-DOC-0000034818

Table 4. Item Response Regressions

	Sex Item Response			Age Item Response			Citizenship Item Response		
	AR Citizen	AR Noncitizen	AR Missing	AR Citizen	AR Noncitizen	AR Missing	AR Citizen	AR Noncitizen	AR Missing
Relative	-0.159	-0.079	-0.759	-0.234	-0.224	-4.446	-0.057	-0.480	-0.106
	(0.007)	(0.016)	(0.039)	(0.013)	(0.060)	(0.123)	(0.010)	(0.082)	(0.066)
Nonrelative	-0.455	-0.309	-1.146	-2.353	-3.509	-9.533	-1.141	-7.395	-4.808
	(0.035)	(0.072)	(0.084)	(0.080)	(0.307)	(0.300)	(0.047)	(0.390)	(0.200)
Non-Hispanic	-0.136	-0.160	-0.003	-0.142	-0.227	-0.225	-0.122	-3.092	-0.979
African Amer.	(0.014)	(0.050)	(0.082)	(0.029)	(0.143)	(0.247)	(0.012)	(0.171)	(0.078)
Hispanic	0.128	0.002	0.147	0.033	0.075	2.068	-0.391	-4.432	-1.692
	(0.013)	(0.030)	(0.069)	(0.032)	(0.103)	(0.210)	(0.024)	(0.140)	(0.119)
Other Non-	0.050	0.038	0.230	-0.100	-0.108	1.229	-0.177	-2.320	-1.885
Hispanic	(0.017)	(0.028)	(0.072)	(0.034)	(0.092)	(0.230)	(0.031)	(0.129)	(0.152)
Worked in	0.174	0.073	0.694	0.334	0.149	1.872	0.915	8.687	3.773
Last Week	(0.008)	(0.024)	(0.037)	(0.017)	(0.081)	(0.132)	(0.013)	(0.141)	(0.088)
Searched for	0.045	0.017	0.668	0.457	0.466	3.834	0.769	7.414	3.494
Job	(0.020)	(0.046)	(0.063)	(0.033)	(0.126)	(0.252)	(0.016)	(0.185)	(0.114)
English Very	0.116	0.101	0.690	0.084	0.068	1.823	0.087	-1.036	-0.580
Well	(0.014)	(0.029)	(0.064)	(0.035)	(0.088)	(0.224)	(0.028)	(0.133)	(0.129)
English Well	0.141	0.050	0.703	0.306	0.074	3.044	0.390	-1.688	-0.892
	(0.023)	(0.034)	(0.073)	(0.052)	(0.102)	(0.247)	(0.056)	(0.159)	(0.191)
English Not	0.125	-0.006	0.523	0.056	-0.148	1.728	0.475	-2.115	-0.441
Well	(0.024)	(0.041)	(0.082)	(0.073)	(0.128)	(0.270)	(0.070)	(0.191)	(0.190)
English Not	0.117	0.070	0.599	-0.179	-0.155	3.178	0.571	-1.241	0.846
At All	(0.035)	(0.036)	(0.072)	(0.143)	(0.189)	(0.272)	(0.122)	(0.236)	(0.178)
Better	1.022	0.338	2.502	1.384	1.193	9.002	0.127	1.766	2.078
Linkage	(0.010)	(0.019)	(0.061)	(0.015)	(0.040)	(0.122)	(0.008)	(0.115)	(0.125)
Mail or Internet	-0.967	-0.449	-2.703	-0.083	0.708	-3.527	-0.397	-5.923	-2.329
Response	(0.010)	(0.024)	(0.068)	(0.019)	(0.073)	(0.156)	(0.011)	(0.122)	(0.092)
Weighted Obs.	264,700,000	21,910,000	39,950,000	264,700,000	21,910,000	39,950,000	264,700,000	21,910,000	39,950,000
Unweighted Obs.	4,418,000	280,000	558,000	4,418,000	280,000	558,000	4,418,000	280,000	558,000

Source: American Community Survey (ACS) and Census Numident, 2016. Notes: These regressions are estimated by linear probability models (LPM), weighted by ACS person weights. Standard errors are clustered by household. The base categories are reference person for relationship, non-Hispanic white for race/ethnicity, speaks only English at home for English ability, and in-person or phone interview for response mode. We also include educational attainment (less than high school, high school but less than bachelor's degree, bachelor's degree, and graduate degree), log of one plus age and its square, and log of one plus the number of years in the U.S. and its square, but do not report them here.

BC-DOC-0000034819

Table 5. Citizenship Status and Naturalization Year Disagreement Regressions

	ACS Noncitizen-AR Citizen	ACS Citizen-AR Noncitizen	ACS – Numident Natural. Year
Relative	0.028	-0.753	-0.343
	(0.011)	(0.215)	(0.068)
Nonrelative	0.571	-5.461	-0.852
	(0.045)	(0.613)	(0.282)
Non-Hispanic	-0.137	2.744	0.683
African Amer.	(0.013)	(0.546)	(0.128)
Hispanic	0.621	-16.00	1.129
	(0.030)	(0.417)	(0.104)
Other Non-	-0.327	0.755	0.144
Hispanic	(0.034)	(0.376)	(0.093)
Worked in	0.398	1.992	0.631
Last Week	(0.015)	(0.260)	(0.095)
Searched for	0.302	-0.620	0.136
Job	(0.029)	(0.542)	(0.157)
English Very	-0.452	1.983	0.517
Well	(0.031)	(0.373)	(0.096)
English Well	0.114	1.063	0.712
	(0.081)	(0.426)	(0.107)
English Not	1.461	-4.927	0.997
Well	(0.113)	(0.480)	(0.129)
English Not	3.391	-8.282	1.656
At All	(0.260)	(0.592)	(0.210)
Better	0.060	4.586	0.006
Linkage	(0.009)	(0.308)	(0.067)
Mail or Internet	-0.262	3.810	0.365
Response	(0.012)	(0.285)	(0.077)
Weighted Obs.	250,300,000	20,220,000	6,407,000
Unweighted Obs.	4,165,000	254,000	89,000

Source: American Community Survey (ACS) and Census Numident, 2016.

Notes: These regressions are estimated by linear probability models (LPM), weighted by ACS person weights. Standard errors are clustered by household. The base categories are reference person for relationship, non-Hispanic white for race/ethnicity, speaks only English at home for English ability, and in-person or phone interview for response mode. We also include educational attainment (less than high school, high school but less than bachelor's degree, bachelor's degree, and graduate degree), log of one plus age and its square, and log of one plus the number of years in the U.S. and its square, but do not report them here.

The last specification of Table 5 shows that the ACS naturalization-Numident citizenship change gap is larger when reporting for a relative or especially a nonrelative, which could indicate lack of respondent knowledge about others' naturalization years.[40] Lack of English language ability is associated with a smaller gap between the ACS and Numident years, suggesting that misunderstanding the question is not an important explanatory factor. Employed people have smaller gaps, reflecting the incentive to promptly tell SSA about the naturalization to facilitate their employment eligibility verification.

[40] Since very few observations have Numident citizenship change years before the ACS naturalization year, a positive coefficient generally means a smaller gap.

BC-DOC-0000034820

6. Effect of Citizenship Question on Unit Self-Response Rates

To forecast the effect of adding a citizenship question to the 2020 Census, we compare mail response rates in the 2010 Census and the 2010 American Community Survey (ACS) for the same housing units. By comparing the self-response behavior of the same housing unit across two surveys, we control for the household's propensity to self-respond to mandatory Census Bureau household surveys in general.

The Census Bureau randomly selected a sample of households to receive the ACS questionnaire in 2010. The questionnaire included 75 questions and asked individuals to report their citizenship status. These households also received the full-count Census questionnaire in the same year, a list of 10 questions that did not include citizenship. We focus on Census housing units that received both questionnaires by mail. In the 2010 Census, these are the housing units from the initial mailing that did not have the questionnaire returned as Undeliverable as Addressed (UAA) and which were not classified as a vacant or delete (meaning uninhabitable or cannot be found). We define a 2010 Census self-response as a returned questionnaire from the first mailing that is not blank. For the 2010 ACS, a self-response is a mail response, also from the first contact mailing.

The presence of a citizenship question is not the only potential reason why a household may be less inclined to self-respond to the ACS than the Census. Census self-response is bolstered by a media campaign and intensive community advocacy group support, and the ACS questionnaire involves much greater respondent burden (OMB 2008, OMB 2009). To distinguish the citizenship question effect, we compare the actual ACS-Census difference in response rates for households that are likely to be more sensitive to the citizenship question to the ACS-Census difference for households less likely to be sensitive to the question. We assume that any reduction in self-response to the ACS vs. the Census for households unsensitive to the citizenship question is due to factors other than the presence of a citizenship question. We use two ways to divide the sample into sensitive and non-sensitive groups. The first is to define the sensitive group as households where at least one person is an AR noncitizen and has been assigned to this housing unit in Rastogi and O'Hara's (2012) administrative records person-address crosswalk (AR noncitizen households), and the less sensitive group is households where all of the persons assigned to the address are AR citizens (AR all-citizen households).[41] AR citizenship status is established using the 2010 Numident and ITINs, as described in Section 3.2.[42] The choice of noncitizens as the sensitive group is motivated by the results in Section 3.1 that AR noncitizens have much higher item nonresponse rates for the citizenship question, both relative to their nonresponse rates for other demographic questions and compared to other people for citizenship. The use of an independent source for where noncitizens are located avoids the potential problem that households with noncitizens may be less likely to provide PII on household members, preventing linkage to

[41] Here we impose a restriction that all household members have nonmissing AR citizenship for the less sensitive group, but we do not impose that restriction on the sensitive group.

[42] The initial definition of citizenship (treating all persons in the Numident but with missing citizenship as citizens) is used for this first set of groups. In the second set of groups, U.S.-born persons with missing citizenship in the Numident are treated as citizens, while foreign-born persons with missing citizenship in the Numident are treated as missing AR citizenship.

BC-DOC-0000034821

their AR citizenship data. The remaining noncitizen households where AR linkage is done may be relatively more cooperative, potentially biasing the results.

We examine a second set of groups for several reasons. We would like to project the citizenship self-response effect forward in time, since population characteristics associated with this effect may be changing. No administrative records person-place crosswalk is available after 2010, however, so we instead use the ACS household roster to define which people are living in the household.[43] AR noncitizens are probably not the people most sensitive to a citizenship question, since most of them are legal residents. Those lacking an SSN should presumably be even more sensitive to a citizenship question, so the AR noncitizen definition may exclude much of the sensitive population.[44] In our second dichotomy the less sensitive group is "AR & ACS all-citizen households", those households where all persons reported in the ACS to be living in the household at the time of the survey are AR citizens, and all are self-reported as being citizens in the ACS as well. The more sensitive group is "all other households", including those households where some residents are both AR citizens and self-reported citizens but at least one is not; there is a mismatch between the survey report and administrative record response; or citizenship status is not reported in one or both sources. We assume AR & ACS all-citizen households are less sensitive to a citizenship question than all other households, since they have demonstrated a willingness to provide citizenship status answers for all household members, those answers are consistent with administrative records and thus likely truthful responses,[45] and citizens presumably have less to fear about revealing their status than noncitizens. In comparison to others, more of this group's reluctance to self-respond to the ACS should be due to reasons other than the citizenship question, such as unwillingness to answer a longer questionnaire. Note that if some of the reluctance by AR & ACS all-citizens households to self-respond is due to the citizenship question in the ACS, then our analysis will underestimate the citizenship question unit self-response effect.

The sample size for the second set of groups is significantly larger than that for the first set of groups, because the first set excludes households where no persons are AR noncitizens at the address, but at least one person assigned to that address by administrative records cannot be linked to the Numident.

Table 6 displays unweighted 2010 Census and ACS response rates for the AR all-citizen households and AR noncitizen household groups. The self-response rate is higher for the 2010 Census than for the ACS for both citizenship categories, presumably reflecting the higher burden of the ACS. The all-citizen response rate is greater than the noncitizen rate in each survey, suggesting that noncitizen households have a lower participation rate in general. Most important for this study is understanding how the difference in self-response rate across groups varies

[43] Another reason to use the survey household roster rather than the AR crosswalk is that the AR crosswalk often places people in different locations. Rastogi and O'Hara (2012) report that among the 279.2 million persons in the 2010 Census who could be assigned a PIK, 27.2 percent are assigned to an address in the AR crosswalk that differs from their Census address.

[44] This is consistent with Camarota and Capizzano (2004), who say field representatives reported that illegal immigrants were less likely to respond than other foreign-born persons. Illegal immigrants are ineligible for SSNs.

[45] As shown in Section 4 above, when an administrative record shows that someone is a citizen, the ACS response is nearly always citizen as well, giving us a high degree of confidence that the person truly is a citizen.

BC-DOC-0000034822

between the 2010 Census and ACS. While the self-response rate for citizen households is 13.8 percentage points lower in the ACS than in the 2010 Census, the self-response rate for households with at least one noncitizen is 18.9 percentage points lower for the ACS than the self-response rate to the 2010 Census, which is a 5.1 percentage point difference between the two categories.

Table 6. Comparison of 2010 ACS to 2010 Census Response Rates with Initial Assumptions

	Self-Response Rate (%)		Difference
	2010 ACS	2010 Census	
Households with at least one AR noncitizen	52.6	71.5	-18.9
	(0.21)	(0.19)	(0.26)
AR all-citizen households	66.1	79.9	-13.8
	(0.05)	(0.04)	(0.06)
Difference-in-differences			-5.1
			(0.26)

Source: 2010 ACS 1-year file, 2010 Census Unedited File (CUF), and 2010 Numident.

Notes: 2010 CUF self-response is non-blank response to the first mailing, and only NRFU-eligible housing units are included. ACS self-response is mail response. All persons in the 2010 Numident that are missing citizenship are treated as citizens here. Robust standard errors are in parentheses, calculated from regressions. The estimates are unweighted. Around 5.9 percent of the households have at least one noncitizen. The sample size is 929,000. DRB clearance number CBDRB-2017-CDAR-001.

Using survey weights can facilitate comparisons of results across years, since sampling can change, and we would like to be able to project results forward in time. We thus display weighted response rates in Table 7, now both for the first and second sets of groups. As expected, the restriction to being a citizen in both the AR and ACS results in higher self-response rates in the AR & ACS all-citizen household group compared to the AR all-citizen household group. The response rates for the two noncitizen groups differ little from each other. The difference-in-differences estimate for the first set of groups increases to 8.9 percentage points compared to the unweighted gap in Table 6. It is three percentage points higher (11.9) across the second set of groups.

BC-DOC-0000034823

Table 7. Comparison of 2010 ACS to 2010 Census Response Rates (Weighted)

	Self-Response Rate (%)		Difference
	2010 ACS	2010 Census	
Households with at least one AR noncitizen	42.4	62.1	-19.7
	(0.32)	(0.18)	(0.26)
AR all-citizen households	62.0	72.8	-10.8
	(0.34)	(0.11)	(0.24)
Difference-in-differences			-8.9
			(0.35)
All other households	42.0	62.7	-20.7
	(0.32)	(0.14)	(0.25)
AR & ACS all-citizen households	65.6	74.4	-8.9
	(0.33)	(0.11)	(0.24)
Difference-in-differences			-11.9
			(0.34)

Source: 2010 ACS 1-year file, 2010 Census Unedited File (CUF), and 2010 Numident.

Notes: 2010 CUF self-response is non-blank response to the first mailing, and only NRFU-eligible housing units are included. ACS self-response is mail response. The standard errors are in parentheses. The standard errors for the self-response rates and differences are calculated using Fay's balanced repeated replication variance estimation method, with 80 replicate weights, adjusting the original weights by a coefficient of 0.5. The difference-in-differences (*DiD*) standard errors (*SE*) are calculated as $DiD\ SE = \sqrt{SE(Est_1)^2 + SE(Est_2)^2}$, where the two estimates (*Est*) are the 2010 Census – 2010 ACS differences for the two groups. The estimates use ACS housing unit weights. 88.2 percent of households are in the AR all-citizen household group vs. 11.8 percent in the households with at least one AR noncitizen group. 74.9 percent are in the AR & ACS all-citizen household group vs. 25.1 percent are in the all other households group. The number of observations is 1,418,000.

The larger decline in self-response rates for the AR noncitizen household and all other households groups may not actually be due to greater sensitivity. Other characteristics besides citizenship status could be associated with lower ACS self-response, and the AR noncitizen household and all other households groups could have a higher propensity to have such characteristics. To explore this possibility, we perform Blinder-Oaxaca decompositions (Blinder 1973 and Oaxaca 1973).[46]

Households may belong to one of two groups $G \in (S, U)$, where the S group is thought to be potentially sensitive to a citizenship question, while the U group is not. We set the self-responses $R_{G_iACS_t}$ and $R_{G_iCensus_t}$ equal to 100 if household i in group G self-responds in year t to the ACS and Census, respectively, and zero otherwise.[47] The difference between the survey responses is

$$\Delta R_{G_it} = R_{G_iACS_t} - R_{G_iCensus_t} \quad (1)$$

The vector of predictors X includes household size and reference person characteristics (sex, race/ethnicity, age, educational attainment, household income, working in the last week, job search

[46] This method was initially developed to study the extent to which the gender wage gap is due to different distributions of characteristics associated with wages by gender (explained variation) vs. differing behavior across gender for a given set of characteristics (unexplained variation). The unexplained variation is usually attributed to discrimination, but it also captures any effects of differences in unobserved variables.

[47] We use 100 for response so that the results are expressed in percentages.

BC-DOC-0000034824

in the last four weeks, and English language ability among those speaking a language other than English at home). β contains the slope parameters and intercept, and ε is an error term with mean zero.

We estimate OLS models for each household group

$$\Delta R_{S_{it}} = X'_{S_{it}}\beta_{S_t} + \varepsilon_{S_{it}} \quad (2)$$

$$\Delta R_{U_{it}} = X'_{U_{it}}\beta_{U_t} + \varepsilon_{U_{it}} \quad (3)$$

The difference-in-differences in expected self-response rates across the two surveys for the two groups *S* and *U* in year *t* is

$$\Delta\Delta R_{SU_t} = E(\Delta R_{S_t}) - E(\Delta R_{U_t}) \quad (4)$$

We decompose this as follows:

$$\Delta\Delta R_{SU_t} = \left[E(X_{S_t}) - E(X_{U_t})\right]'\beta_{U_t} + \left[E(X_{S_t})'\left(\beta_{S_t} - \beta_{U_t}\right)\right] \quad (5)$$

The first term (explained variation) applies the coefficients for the unsensitive group to the difference between the expected value of the sensitive group's predictors and those of the unsensitive group. The second (unexplained variation) is the difference between the expected value of the sensitive group's predictors applied to the sensitive group's coefficients and the same predictors applied to the unsensitive group's coefficients. The interpretation that the unexplained variation represents the citizenship question effect is dependent on the assumption that there are no unobserved variables relevant to the difference-in-differences in self-response across the two surveys.

Table 8 shows the results of the Blinder-Oaxaca decomposition for the two sets of groups. In the AR all-citizen vs. AR noncitizen comparison, virtually all the difference-in-differences is explained by differences in predictors across the two groups. Thus, it appears that the larger fall in self-response to the ACS vs. the Census for AR noncitizen households is not due to sensitivity to the citizenship question, but rather that AR noncitizen households have a greater propensity to have other characteristics that are associated with lower ACS self-response. In contrast, about half (6.1 percentage points) of the difference-in-differences for the AR & ACS all-citizen vs. all other household comparison is unexplained, suggesting that the larger drop-off in ACS self-response for all other households is partly due to sensitivity to the citizenship question. Appendix Table A13 shows the regression coefficients for equations (2) and (3), and the explained variation and unexplained variation coefficients for each predictor are shown in Appendix Table A14.

BC-DOC-0000034825

Table 8. Blinder-Oaxaca Decomposition of Comparison of Predicted 2010 ACS to 2010 Census to Response Rates by Households Citizenship Type

	2010 ACS – 2010 Census
Households with at least one AR noncitizen	-19.7
	(0.13)
AR all-citizen households	-10.8
	(0.12)
Difference-in-differences	-8.9
	(0.09)
Explained	-8.7
	(0.11)
Unexplained	-0.2
	(0.13)
All other households	-20.7
	(0.12)
AR & ACS all-citizen households	-8.9
	(0.12)
Difference-in-differences	-11.9
	(0.07)
Explained	-5.8
	(0.14)
Unexplained	-6.1
	(0.16)

Source: 2010 ACS 1-year file, 2010 Census Unedited File (CUF), and 2010 Numident.

Notes: 2010 CUF self-response is non-blank response to the first mailing, and only NRFU-eligible housing units are included. ACS self-response is mail response. The standard errors are in parentheses. The standard errors are bootstrapped using 80 ACS replicate weights. The number of observations is 1,418,000.

To see how changes in predictors over time affect the magnitude of the unexplained variation (UV) in the decomposition, we apply the coefficients from the 2010 models to the predictors in the 2016 ACS

$$UV_{2016} = E\left(X_{S_{2016}}\right)' \beta_{S_{2010}} - E\left(X_{S_{2016}}\right)' \beta_{U_{2010}} \qquad (6)$$

Table 9 shows that the unexplained variation is still insignificant for the AR all-citizen vs. AR noncitizen comparison. It is of a similar magnitude in 2016 as in 2010 (5.8 percentage points vs. 6.1) for the AR & ACS all-citizen vs. all other household comparison. Note that this does not capture changes over time in the degree of sensitivity to a citizenship question for a housing unit with a fixed set of characteristics. That would require estimating models on fresher data of surveys with and without a citizenship question for the same households.

BC-DOC-0000034826

Table 9. Comparison of Predicted 2016 ACS to 2010 Census Response Rates for AR Noncitizen and All Other Households with Their Own vs. All-Citizen Models

	2016 ACS – 2010 Census
Model\Sample	AR noncitizen household sample
AR noncitizen household model	-19.7
	(0.47)
AR all-citizen household model	-20.5
	(0.34)
Difference-in-differences	0.8
	(0.58)
Model\Sample	All other household sample
All other household model	-21.7
	(0.33)
AR & ACS all-citizen household model	-15.9
	(0.39)
Difference-in-differences	-5.8
	(0.51)

Source: 2016 ACS 1-year file and 2016 Numident.

Notes: 2010 Census self-response is non-blank response to the first mailing, and only NRFU-eligible housing units are included. ACS self-response is mail response. The standard errors are in parentheses. The standard errors for the 2010 Census – 2016 ACS response differences are calculated using Fay's balanced repeated replication variance estimation method, with 80 replicate weights, adjusting the original weights by a coefficient of 0.5. The difference-in-differences (*DiD*) standard errors (*SE*) are calculated as $DiD\ SE = \sqrt{SE(Est_1)^2 + SE(Est_2)^2}$, where the two estimates (*Est*) are the 2010 Census – 2016 ACS differences for the two groups. The estimates use ACS housing unit weights. 28.6 percent are in the all other households group in 2016. The standard errors are in parentheses. They are the standard errors of the model predictions, based on the bootstrapped regressions in Appendix Table A12 that use 80 ACS replicate weights. The number of observations is 163,000 for the AR noncitizen household sample and 477,000 for the all other household sample.

Though suggestive, these exercises and the ones performed below are not perfect laboratories for studying the self-response effect of inclusion of a citizenship question on the 2020 Census. The ACS contains 75 questions, so any one question is unlikely to stand out, whereas an added question will be more visible in the 2020 Census questionnaire, which contains just 10 other questions.[48] Thus, we would ideally want to compare response rates on a short questionnaire without a citizenship question to one adding just the citizenship question. Second, the level of concern about using citizenship data for enforcement purposes may be very different in 2020 than it was in 2000 or 2010, so a more recent test would be preferable. These factors suggest the estimated effect on self-response from the exercise in Table 9 is conservative.

[48] A preferable test would be a randomized control trial (RCT) comparing self-response rates where some households are randomly chosen to have an 11-question Census questionnaire with a citizenship question (the treated group), and a randomly chosen set of control households receive a 10-question Census questionnaire without citizenship.

As robustness checks we do similar exercises below with the 2000 Census and the 2014 Survey of Income and Program Participation (SIPP), a longitudinal survey that follows the same individuals over time. Unlike the decennial census and the ACS, individuals respond for themselves in the SIPP. The 2000 Census long form (sent to one of every six housing units, selected randomly) contained a citizenship question among many other additional questions, while the short form (sent to the remaining housing units) did not. As in the first set of groups above, we divide housing units into those with all citizens and those with at least one noncitizen, based on citizenship data from the 2002 Numident for persons enumerated at those housing units in the 2000 Census.[49] As with the 2010 ACS and Census exercises, Table 10 shows that self-response rates are higher in the short form than the long form, and they are higher in households with all citizens. The short- vs. long-form difference in response rates is greater for households with at least one noncitizen by 3.3 percentage points, again consistent with the possibility that households with noncitizens are more sensitive to the inclusion of citizenship questions.

Table 10. 2000 Census Long Form and Short Form Analysis

Households by Citizen	Self-response rate (%) Long Form	Short Form	Difference
At Least One Noncitizen	62.5	71.0	-8.5
	(0.017)	(0.016)	(0.023)
All Citizens	76.1	81.3	-5.2
	(0.005)	(0.004)	(0.006)
Difference	13.6	10.3	-3.3
	(0.017)	(0.016)	(0.024)

Source: 2000 Census short and long forms.

Notes: These are weighted using housing unit weights. The number of short forms is 105.5 million, and the number of long forms is 16.4 million. The definition of self-response is mail response here. Robust standard errors are in parentheses, generated from weighted regressions of response on an interaction of the household citizenship status with short form. The standard errors for the differences are calculated as $SE(Est_1 - Est_2) = \sqrt{SE(Est_1)^2 + SE(Est_2)^2}$.

Longitudinal data provide another means for understanding response sensitivity to questions of citizenship. Using the 2014 Survey of Income and Program Participation (SIPP) longitudinal panel waves 1 and 2, we show how nonresponse changes from Wave 1 to Wave 2 for noncitizen respondents, as well as for households with at least one noncitizen. The first row in Table 11 shows nonresponse rates for noncitizens from the 2014 Survey of Income and Program Participation (SIPP) Waves 1 and 2. Noncitizens made up around 6 percent of the 2014 SIPP survey in Wave 1. The proportion of noncitizens in Wave 2 decreased slightly, implying that noncitizens were more

[49] To be classified as a housing unit with all citizens in this exercise, all persons must be linked to the Numident. A housing unit can be classified as having at least one noncitizen if there is at least one person linked to the Numident who is a Numident noncitizen, whether or not all the other persons in the housing unit could be linked to the Numident or not.

BC-DOC-0000034828

likely to leave the survey due to attrition or other factors than citizens. In addition, the rate of nonresponse among those households with at least one noncitizen increased from Wave 1 to Wave 2, from 7.9 percent to 8.5 percent. While noncitizens were more likely to drop out of the survey, those who stayed were more likely to live in households where at least one member did not respond. These data provide additional hints of the potential future impact to nonresponse for noncitizens in surveys that ask about citizenship status.

Table 11. Noncitizens and Nonresponse in the 2014 Survey of Income and Program Participation

	Wave 1		Wave 2	
	(%)	(se)	(%)	(se)
Noncitizens	6.1	(0.144)	5.7	(0.174)
At least one member in the noncitizen household did not respond	7.9	(0.473)	8.5	(0.537)

Source: 2014 SIPP, Waves 1 and 2

Notes: Citizenship status refers to status in Wave 1. The standard errors are clustered in Wave 2. These estimates are run on the internal run 16 version of the 2014 SIPP.

7. Effects of Citizenship Question on Nonresponse Follow-up Costs and Enumeration Quality

A drop in the self-response rate from adding a citizenship question in Alternatives B (obtaining citizenship from the 2020 Census only) and D (obtaining citizenship from the 2020 Census and administrative records) results in increased costs in the Nonresponse Follow-up (NRFU) operation and affects the quality of the population count. Households deciding not to self-respond because of the citizenship question are likely to refuse to cooperate with enumerators coming to their door in NRFU, resulting in the use of neighbors as proxy respondents on their behalf. [50] As shown in Table 12, Mule (2012) reports that the correct enumeration rate is 27.1 percentage points lower for proxies than mail in self-responses based on data from the 2010 Census Coverage Measurement (CCM) survey. The person linkage rate is 62.9 percentage points lower for proxies than for mail in self-responses in the 2010 Census, according to Rastogi and O'Hara (2012). Both these studies provide suggestive evidence that proxies supply poor quality individual demographic and socioeconomic characteristic information about the person on behalf of whom they are responding.

[50] A proxy response is a response about the household by someone outside the household, such as a neighbor or property manager. The enumerator will seek a proxy response for households that don't mail back their Census questionnaire or give an in-person interview after several attempts.

BC-DOC-0000034829

Table 12. Enumeration Quality in Mailout/Mailback and Nonresponse Follow-up (NRFU) Proxy Responses

	Mailout/Mailback Response	NRFU Proxy
Correct Enumerations	97.3	70.2
Erroneous Enumerations	2.5	6.7
Whole-Person Census Imputations	0.3	23.1
Person Linkage Rate	96.7	33.8

Source: Mule (2012) for correct enumerations, erroneous enumerations, and whole-person Census imputations, and Rastogi and O'Hara (2012) for the person linkage rate.

We provide two sets of estimates, the first based on our initial assumptions (in parentheses), and a second based on revised assumptions. The main changes in the revised assumptions are an expansion of the group of housing units considered potentially sensitive to a citizenship question and the estimated percentage of them who will not respond to a questionnaire due to the presence of a citizenship question (5.8 percent in Table 9 vs. 5.1 percent in Table 6).

Using these estimates as well as the data in Table 12, we can develop cautious estimates of the data quality and cost consequences of adding the citizenship question to the enumeration form. We assume that all-citizen households are unaffected by the change and that an additional 5.8 percent (5.1 percent) of households that possibly have noncitizens go into NRFU because they do not self-respond.[51] We expect 320 million persons in 126 million occupied households in the 2020 Census.[52] Based on a combination of administrative records from the 2016 Numident and ITINs and the 2016 ACS, we estimate that 28.6 percent (9.8 percent) of all households could potentially contain at least one noncitizen. Combining these assumptions implies an additional 2,090,000 households (630,000 households) and 6.5 million persons (1.6 million persons) in NRFU.[53] If the NRFU data for those households have the same quality as the average NRFU data in the 2010 Census, then the result would be 561,000 (139,000) fewer correct enumerations, of which 185,000 (46,000) are additional erroneous enumerations and 376,000 (93,000) are additional whole-person census imputations. This analysis assumes that during the NRFU operations a cooperative member of the household supplies data 79.0 percent of the time, and 21.0 percent receive proxy responses. If all of these new NRFU cases go to proxy responses instead,[54] the result would be 1,750,000

[51] Recall that the initial estimate is based on households with at least one AR noncitizen, which is only a fraction of the housing units in the all other households category, which also includes persons with missing citizenship in AR or the ACS or citizenship values that conflict between AR and the ACS.

[52] We assume 10 million residents of group quarters. Group quarters are not included in either mailout/mailback or NRFU operations, and here we assume no effect of a citizenship question on their enumeration.

[53] The initial assumption here is that average household size for households with at least one noncitizen is the same as the forecast for all households in the 2020 Census (2.54 persons). The revised assumption is that average household size for all other households is the same as its average in the 2016 ACS, 3.1 persons.

[54] If a household declines to self-respond due to the citizenship question, we suspect it would also refuse to cooperate with an enumerator coming to their door, resulting in a need to use a proxy.

BC-DOC-0000034830

(432,000) fewer correct enumerations, of which 272,000 (67,000) are erroneous enumerations, and 1,477,000 (365,000) are whole-person census imputations.[55] The number of persons who are linkable to administrative records would fall by 4.1 million (1 million).

Our estimate of the incremental cost proceeds as follows. Using the analysis in the paragraph above, the estimated NRFU workload will increase by approximately 2,090,000 households (630,000 households), or approximately 1.66 percentage points (0.5 percentage points). We currently estimate that for each percentage point increase in NRFU, the cost of the 2020 Census increases by approximately $55 million. Accordingly, the addition of a question on citizenship could increase the cost of the 2020 Census by at least $91.2 million ($27.5 million). It is worth stressing that this cost estimate is a lower bound. Our estimate of $55 million for each percentage point increase in NRFU is based on an average of three visits per household. We expect that many more of these noncitizen households would receive six NRFU visits.

8. Distribution of 2020 Citizenship Data Sources by Collection Method

Figures 10-12 provide forecasts of how many U.S. residents in the 2020 Census acquire their citizenship data from survey responses, administrative records, and model-based imputation methods in Alternatives B, C, and D. Once again we provide forecasts based on initial and revised assumptions, with initial forecasts in parentheses.[56] A reduction in self-response rates and increase in proxy responses from adding the citizenship question in Alternatives B and D is likely to affect the number of persons with survey responses for citizenship. As shown above, reference persons are much less likely to answer the citizenship question for nonrelatives in the household than for themselves, so they may be even less likely to answer it for neighbors. In order to obtain a range of estimates based on best and worst case scenarios, Figure 10 Panel A and Figure 12 Panels A and B assume that proxies report citizenship at the same rate as they do in the 2010 ACS relative to all persons in the 2010 ACS,[57] while Figure 10 Panels B and C and Figure 12 Panels C and D assume none of the proxies report citizenship.

We begin with the estimated 2020 Population of 330 million, the total number of persons we expect to count in the 2020 Census. Under Alternative B with complete citizenship data from proxy

[55] These enumeration errors may not be avoidable simply by spending more money on fieldwork. Once a household decides not to cooperate, it may not be possible to obtain an accurate enumeration no matter how many times an enumerator knocks on their door.

[56] In addition to the differences between the initial and revised assumptions mentioned in Section 7, two others are relevant here. One is that the initial assumptions classify foreign-born persons with missing citizenship in the Numident and without an ITIN as AR citizens, while the revised assumptions classify them as having missing AR citizenship. A second is that instead of showing the difference in the AR linkage rate with and without a citizenship question in the 2020 Census as an increase in the AR linkage rate in Alternative C, the revised assumptions show it as a decrease in the AR linkage rate in Alternative D.

[57] Within 2010 ACS households that have NRFU proxy responses in the 2010 Census, the nonmissing citizenship rate is 96.7 percent, vs. 97.1 percent for all ACS households. We apply this proxy to total sample ratio to the 93.7 percent nonmissing citizenship rate in the 2016 ACS to get an estimated 92.9 percent nonmissing citizenship rate for proxies in 2020.

BC-DOC-0000034831

responses, 309.1 million citizenship responses are obtained from the Census. Applying the missing citizenship rate of 6.3 percent in the 2016 ACS, we expect 20.9 million to have missing data for the citizenship question, either because the respondent skipped the question, or because a proxy response in nonresponse follow-up (NRFU) did not deliver information on that question. Citizenship is imputed using models for these 20.9 million persons.[58] With no citizenship data from proxy responses, the number of citizenship responses drops to 290 million (294.6 million), with 40 million (35.4 million) modeled.[59] The accuracy of this imputation system is unknown at this time. As discussed above, the imputation will be challenging due to the fact that nonresponse is highly correlated with citizenship.

Under Alternative C, we expect to link 289.6 million (295.0 million) to administrative records containing citizenship data, applying the linkage rate for the 2016 ACS to currently available administrative records.[60] The remaining 40.4 million (35.0 million) will have citizenship imputed using models based on the variables common to the linked and non-linked portions of the data. At this time, the accuracy of that imputation system is not known, but it would be based on the administrative record citizenship variable, so it would not be subject to the biases caused by survey citizenship reporting issues.

Of the 309.1 million who provide valid responses to the Census citizenship question in Alternative D, we expect to link 269.6 million (272.5 million) records to the administrative data.[61] Of these, the vast majority, 260.9 million (263.0 million), will have administrative record and Census responses that agree (applying the 2016 ACS-AR agreement rate of 96.8 percent), and since the agreement is with the same administrative record system as in Alternative C, these people will have the same citizenship status under either alternative. Of the 269.6 million (277.4 million) linked Census responses with a valid answer to the 2020 Census question, we expect the administrative record and the Census response to disagree for 8.7 million (9.7 million). These are the persons for whom we have two choices: (1) accept the Census questionnaire answer or (2)

---

[58] General imputation models develop a response for those who did not respond using all available relevant data.

[59] Based on the analysis in Table 9, under our revised assumptions we project 6.5 million additional proxy responses due to the citizenship question, of which an estimated 840,000 already have missing citizenship (applying the allocation rate of 13.0 percent from the 2016 ACS among persons who do not both report being citizens and are AR citizens). This is in addition to an estimated 14.5 million proxy responses in 2020 without a citizenship question, of which an estimated 1,030,000 already have missing citizenship (applying the 2016 ACS citizenship item allocation rate of 6.3 percent among all ACS-AR citizenship groups, adjusted by the ratio of the 2010 ACS citizenship allocation rate for 2010 Census proxy respondents (3.3 percent) to the 2010 ACS citizenship allocation rate for the whole 2010 ACS sample (2.9 percent)). Note that the proxy responses that are anticipated to occur in 2020 regardless of presence of a citizenship question may happen in households containing people in any ACS-AR citizenship group, whereas the additional proxies due to the citizenship question are assumed to come from housing units where people are not in the group with both ACS and AR citizen responses.

[60] As discussed in Section 7, our initial estimate of the effect of a citizenship question on the number of linkable persons is 1 million, and the revised estimate is 4.1 million. Our initial estimate adds 1 million to the number of linked persons when no citizenship question is included in the questionnaire. We incorporate the change in the number of linkable persons as a reduction in AR linkage in Alternative D for our revised estimate, as discussed below.

[61] When applying the 2016 ACS linkage to administrative record citizenship rate, the estimate is 273.4 million persons with linked citizenship. Of the 4.1 million anticipated reduction in linkage due to the citizenship question in our revised estimate, about 3.9 million are applied to the group with observed 2020 citizenship, as 93.7 percent of persons are anticipated to have observed 2020 citizenship (applying the missing citizenship rate in the 2016 ACS).

BC-DOC-0000034832

replace the questionnaire answer with the administrative answer. If we do the former, all of these cases will differ from the Alternative C answer. The estimated direct response is U.S. citizen for 7.6 million (7.7 million) of these persons, compared to 1.1 million (2.0 million) in the administrative records. Use of direct responses for those with disagreement would result in a projected 6.5 million (5.7 million) more U.S. citizens than when using administrative records.[62]

Continuing with Alternative D, we would process the 20.9 million responses where we did not get a valid answer to the Census citizenship question as in Alternative C. This would result in 16.0 million (16.6 million) persons for whom we expect to find an answer in the administrative records, and 4.9 million (4.3 million) for whom we would use a modeled answer.[63] The models would be developed using the same methods as in Alternative C, but not the same input data, because of the change in response behavior associated with asking the citizenship question.

When 2020 citizenship is observed in Alternative D, but the record cannot be linked to administrative data, we would accept the survey response for an expected 39.5 million (31.7 million) people. The number of persons whose records can be linked to administrative data is lower by 4.1 million (10.7 million) in Alternative D than in Alternative C due to poorer linkage quality from proxy responses, which would have been self-responses without a citizenship question (see Table 10). This captures the negative effect of inclusion of the citizenship question on the ability to use administrative data for citizenship.

When we assume that none of the proxy responses report citizenship, the number where 2020 citizenship is observed falls to 289.5 million (294.6 million) in Alternative D, just as in Alternative B. 263.4 million (272.5 million) of these are linked to administrative record citizenship, 255.6 million (263.0 million) of those answers agree between sources, and 7.8 million (9.5 million) disagree. The direct response for the latter group is U.S. citizen for 6.8 million (7.5 million) vs. 1.0 million (2.0 million) U.S. citizens in administrative records, leading to a 5.8 million (5.6 million) higher count of U.S. citizens if direct responses are used.

Of the 26.6 million (22.2 million) persons for whom 2020 citizenship is observed, but the record cannot be linked to administrative data, we estimate that about 560,000 (500,000) noncitizens will respond as citizens, based on the AR noncitizens reporting as ACS citizens share of the 2016 ACS (2.3 percent in the initial estimates and 2.1 percent in the revised estimates).

These results show that there is a tendency for persons missing citizenship in one source to also be missing it in the other. Among persons with observed 2020 Census citizenship in Figure 12 Panel D, 90.8 percent have AR citizenship, while only 55.5 percent of those without 2020 Census citizenship have AR citizenship. Of those with AR citizenship, 92.2 percent have 2020 Census citizenship, but just 59.9 percent of those without AR citizenship have 2020 Census citizenship. The correlated missingness reduces the coverage gain from using multiple sources. Only 22.2 million persons' citizenship values can be covered by AR among those without 2020 Census

[62] To put this in context, the 2016 ACS estimates that 22.5 million U.S. residents are noncitizens, or 7.0 percent of the population.

[63] Here we apply the remainder of the anticipated 4.1 million reduction in linkage to administrative record citizenship due to increased proxy response to the group for which 2020 citizenship is not observed.

BC-DOC-0000034833

citizenship, whereas AR coverage would be 34.6 million if the missingness correlation were zero. Analogously, just 26.6 million persons missing AR citizenship have 2020 Census citizenship, vs. 39.0 million if the correlation were zero.

Across the three alternatives, the data for at least 255.6 million (263.0 million) persons would be identical, and it would be identical for at least 276.9 million (284.3 million) between alternatives C and D. If the administrative record response is used when the cases disagree, then the data for alternatives C and D would agree for 285.6 million (294.0 million) linked cases.

Alternative C results in more persons with modeled citizenship responses, while Alternative D has fewer imputations. If no proxy respondents report citizenship, then Alternative B has about the same number of imputations as Alternative C, but otherwise its level is in between that of Alternatives C and D.

As mentioned above, the estimated reduction in self-response due to the inclusion of a citizenship question is based on a comparison of a long 2010 ACS questionnaire to a short 2010 Census questionnaire. The visibility of the citizenship question may be more prominent when added to a short questionnaire, resulting in a larger reduction in self-response than what we have estimated here. If the assumption that all proxy responses result in citizenship item nonresponse is accurate, every additional person without Census citizenship will have to have modeled citizenship in Alternative B. With Alternative D, fewer of the additional nonresponses will be modeled, as some can be linked to administrative record citizenship data. The option to use administrative records in Alternative D thus partially mitigates the citizenship question self-response effect.

These estimates are based on currently available administrative record citizenship data and linkage capability. The Census Bureau may obtain several additional sources by 2020 and develop better linkage, in which case administrative record coverage may be higher than that shown here. This would lead to fewer imputations in Alternative D and especially Alternative C. The number of imputations in Alternative C is not much higher than in Alternative B, so even a small improvement in administrative record citizenship data coverage would lead to a lower imputation rate in Alternative C than B. Alternative D's advantage in coverage over Alternative C would shrink, though it is unlikely to vanish completely.

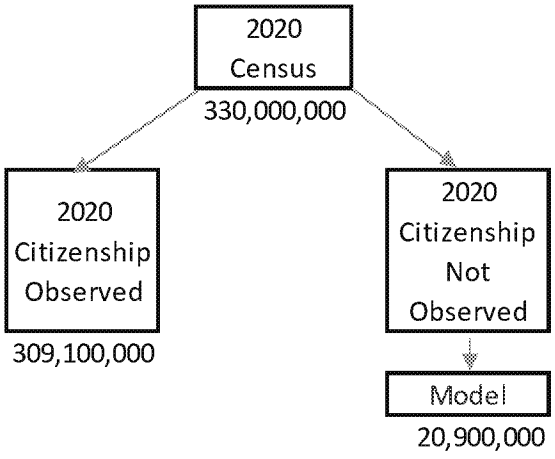
A key question when comparing Alternatives C and D is whether the data quality is higher for the 2020 Census or for imputed values for the persons with imputations in Alternative C and observed 2020 Census data in Alternative D. Survey citizenship data exhibit a markedly higher U.S. citizen share compared to administrative records for persons with both sources, but it is unknown whether that tendency also applies to persons without links to administrative records.

A second question is what data source(s) to use when administrative records and the survey response disagree in Alternative D. Citizenship status is verified via documentation from the issuing government agencies in the administrative records data, but not in the survey, and the analysis in Section 4 above exhibits patterns suggesting that the survey responses are more often inaccurate when they disagree. On the other hand, using administrative records when the sources disagree would mean that the survey response contribution to the citizenship statistics would be minor – it would only be necessary for persons without linked administrative record citizenship

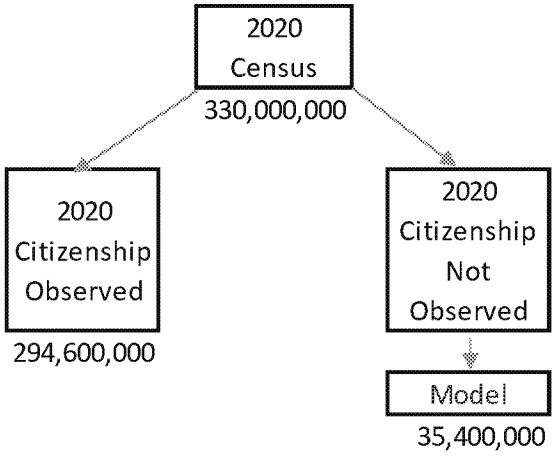
BC-DOC-0000034834

data. The 2020 Census citizenship data is the sole source for 8.1 percent (6.7 percent) of persons in Figure 12 Panel D (Panel C), and this share could be smaller if administrative record coverage improves or survey coverage is lower than estimated. It could be difficult to justify burdening respondents with this question if needed for only a small fraction of the population.

Figure 10. Alternative B

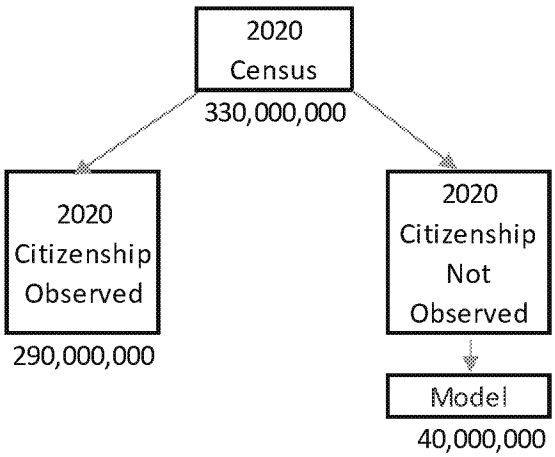


Panel A. Alternative B, Proxies Report Citizenship



Panel B. Alternative B, Proxies Don't Report Citizenship, Initial Assumptions

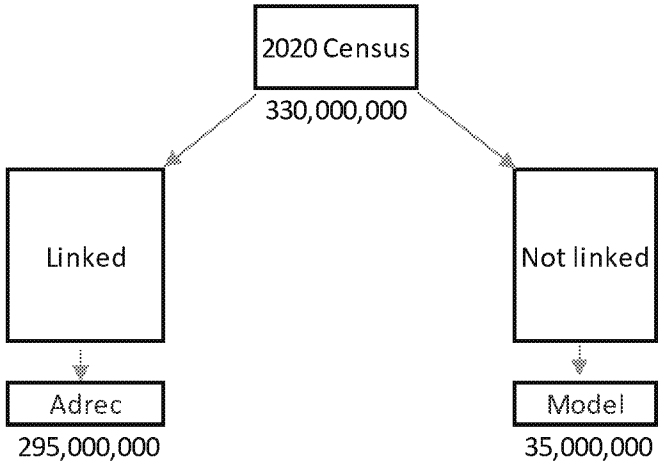
BC-DOC-0000034835



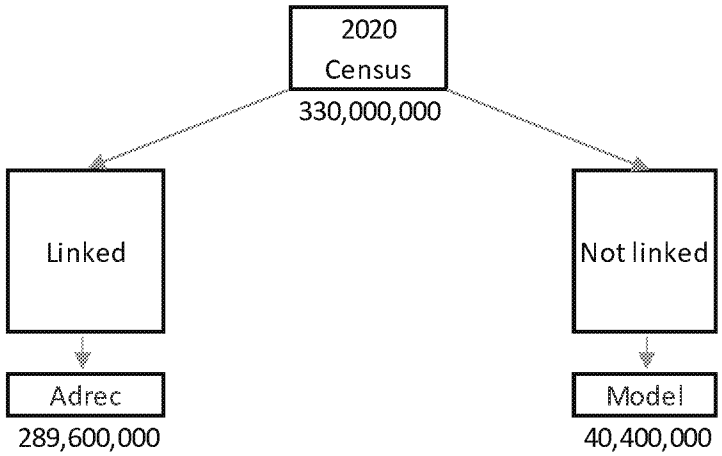
Panel C. Alternative B, Proxies Don't Report Citizenship, Revised Assumptions

BC-DOC-0000034836

Figure 11. Alternative C



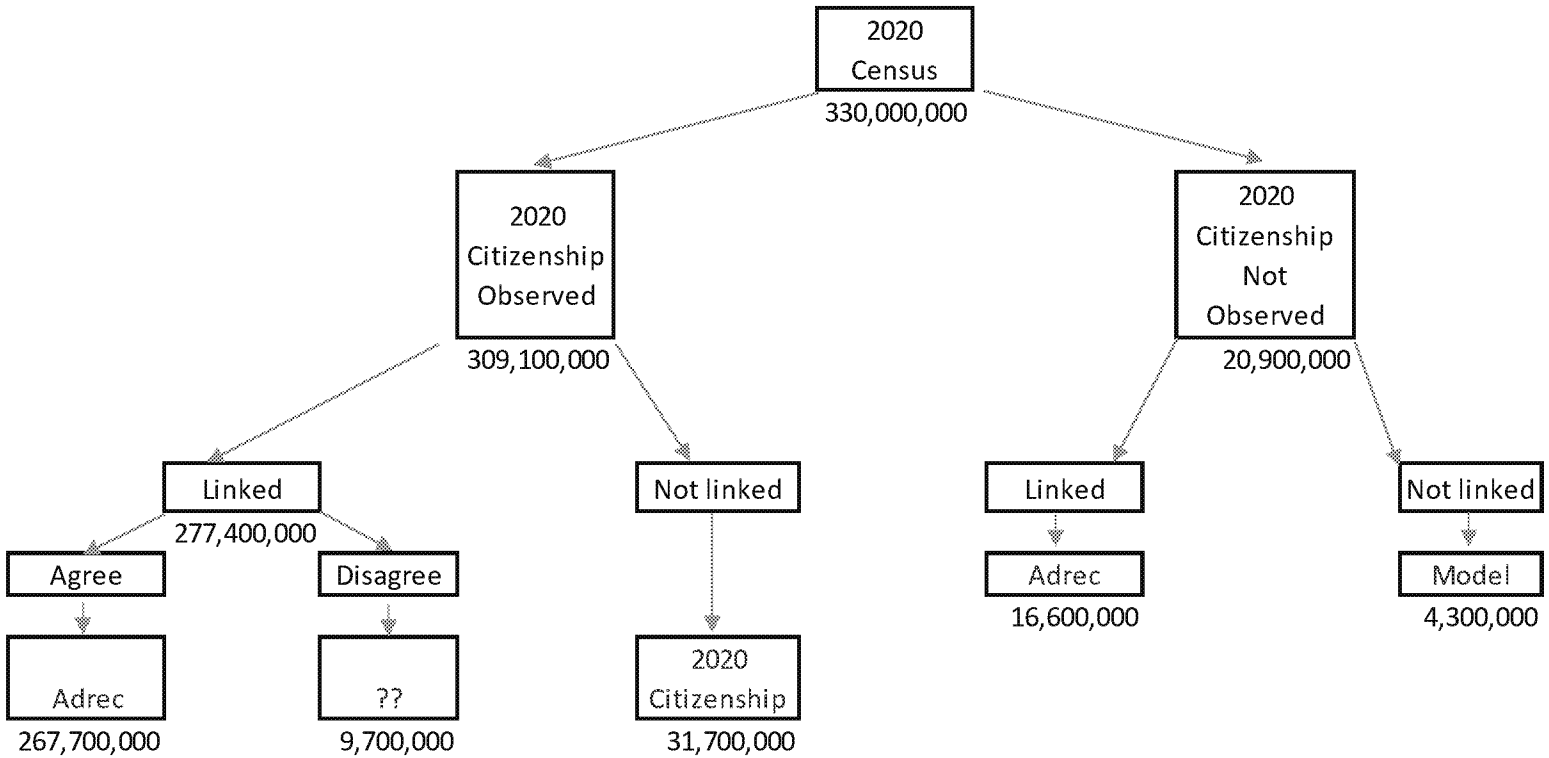
Panel A. Initial Assumptions



Panel B. Revised Assumptions

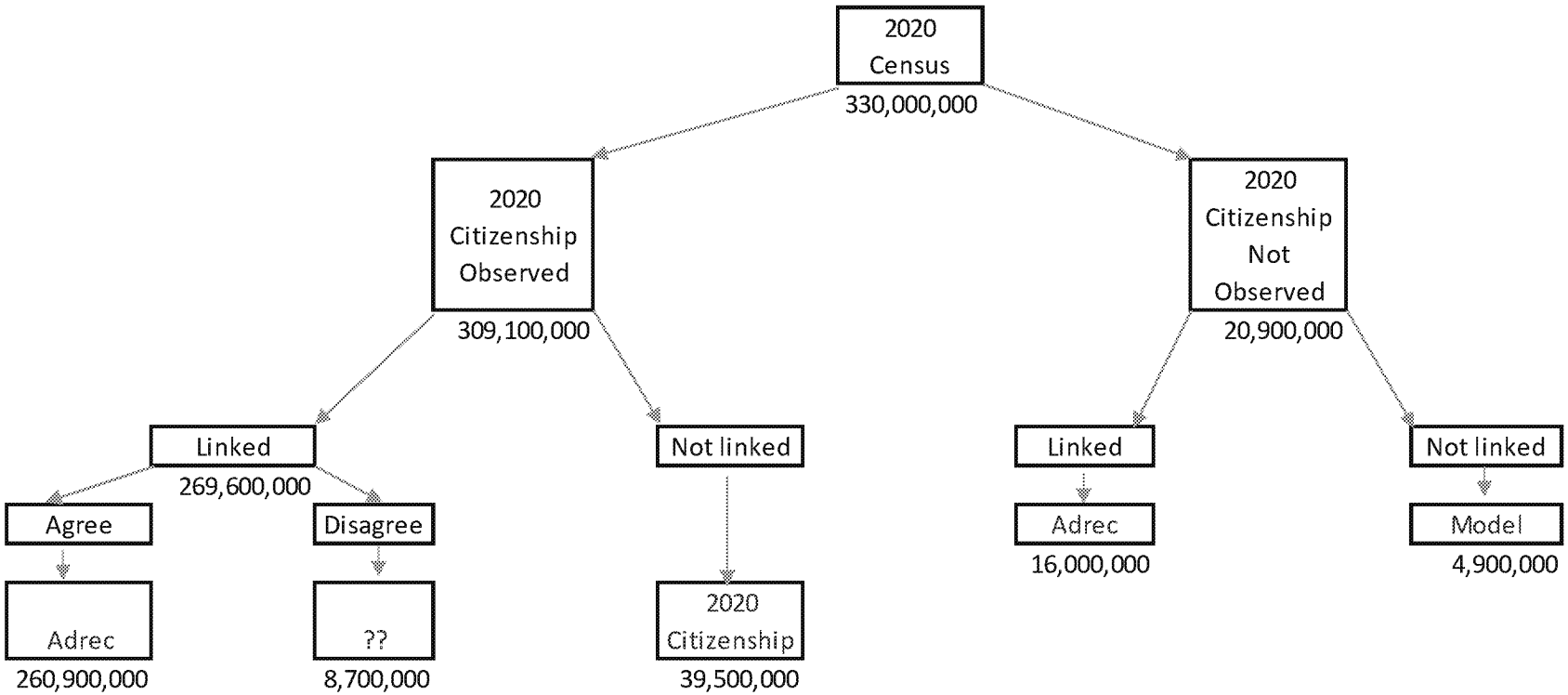
BC-DOC-0000034837

Figure 12. Alternative D



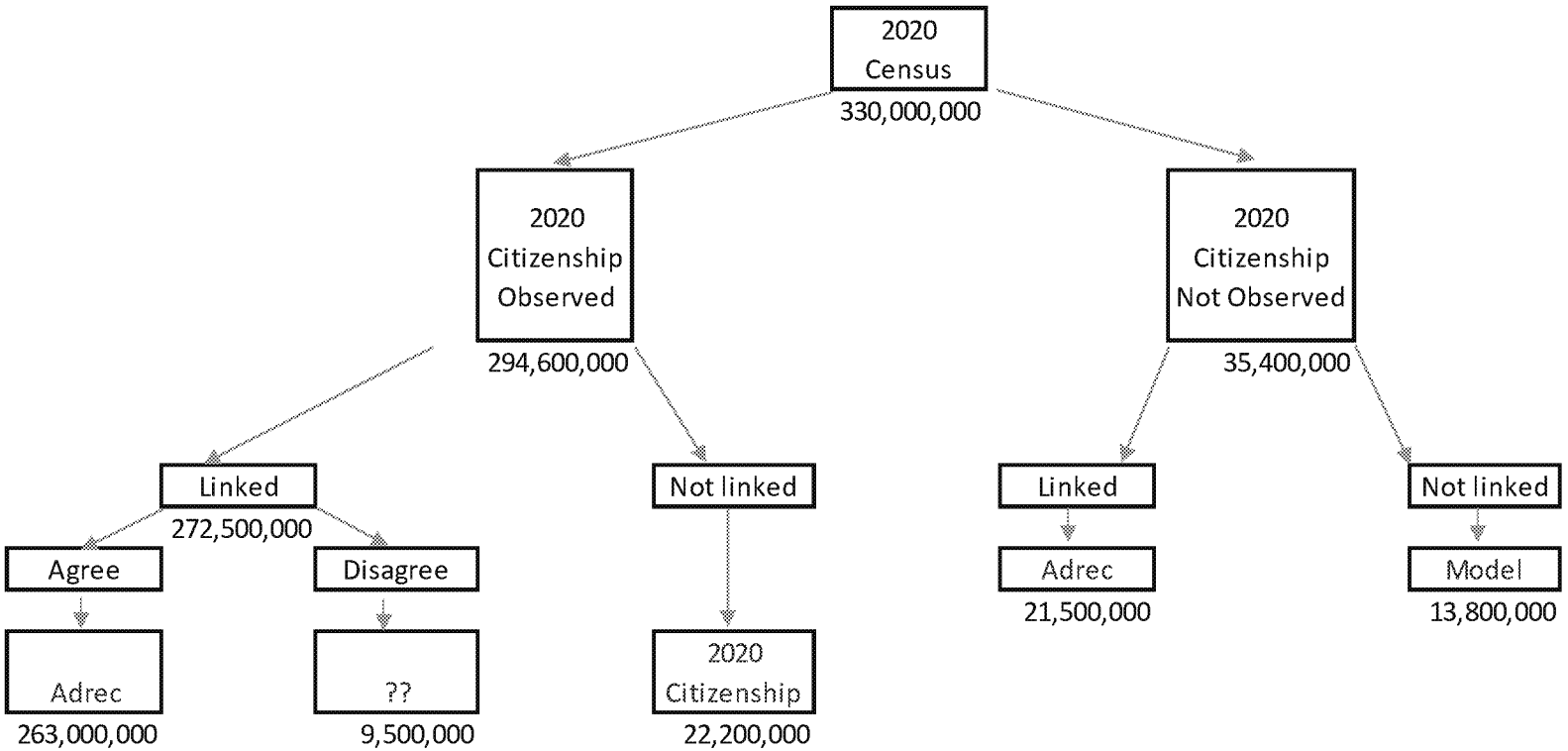
Panel A. Alternative D, Proxies Report Citizenship, Initial Assumptions

BC-DOC-0000034838



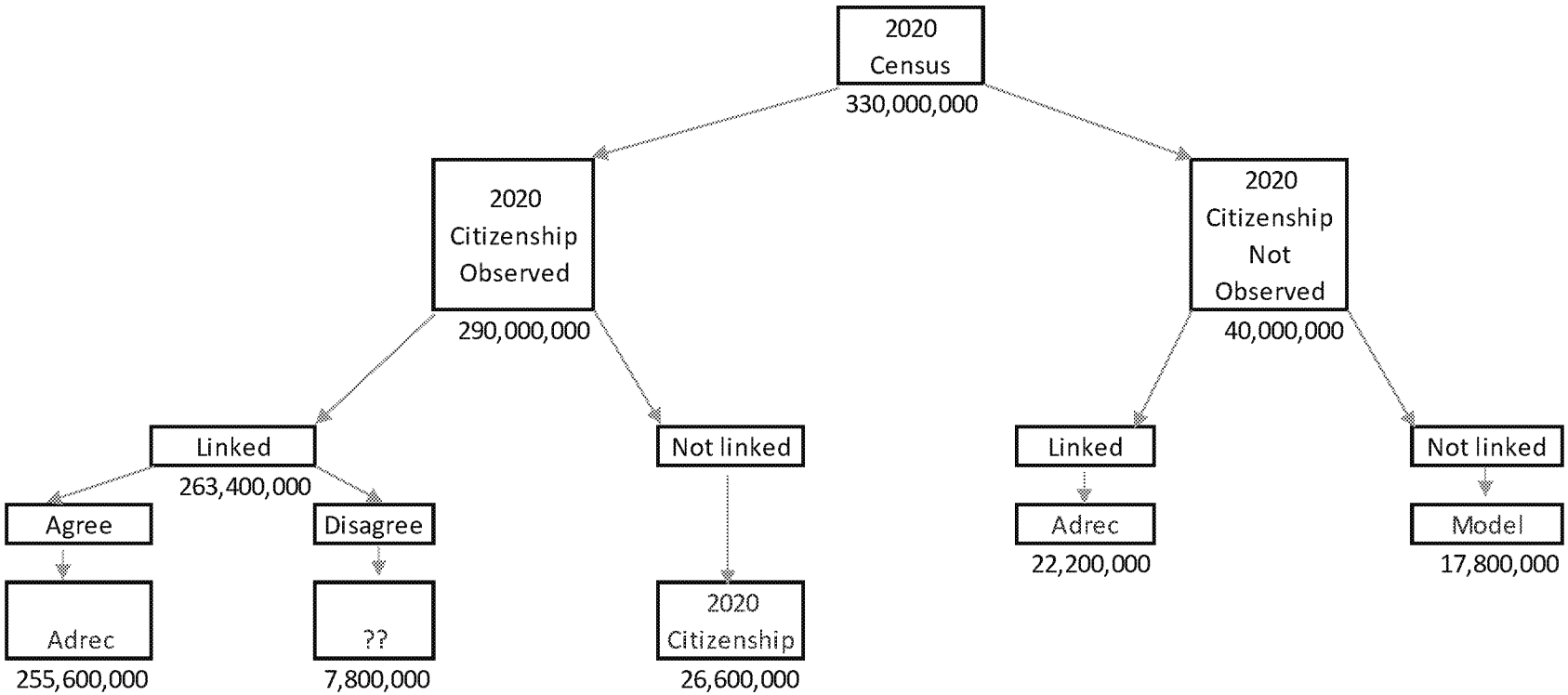
Panel B. Alternative D, Proxies Report Citizenship, Revised Assumptions

BC-DOC-0000034839



Panel C. Alternative D, Proxies Don't Report Citizenship, Initial Assumptions

BC-DOC-0000034840



Panel D. Alternative D, Proxies Don't Report Citizenship, Revised Assumptions

BC-DOC-0000034841

9. Conclusion

This paper analyzes general issues of data quality in self-reported citizenship data and examines the coverage and quality of survey-collected and administrative records data available to produce block-level estimates of the Citizen Voting Age Population (CVAP). Our descriptive and regression analyses suggest that many noncitizens misreport their own citizenship on the American Community Survey (ACS), and, in many cases, they do not provide it at all for other noncitizens in the household. The evidence also suggests some naturalized persons either do not notify the Social Security Administration (SSA) about their change in citizenship status or they do so with delay. This potential weakness in SSA data illustrates the desirability of obtaining more timely and complete citizenship data from the U.S. Customs and Immigration Services (USCIS), Customs and Border Protection (CBP), and the State Department. Addressing survey misreporting would be more difficult, however. In the absence of 100 percent complete, accurate, and up to date administrative records, one cannot rule out the possibility that the self-reported citizenship status is correct. Conceptually, it would be challenging to decide which answer to use when sources conflict. Asking respondents to provide proof of citizenship status could reduce misreporting, but this would significantly increase respondent burden and the cost of administering the survey, and it could result in additional unit nonresponse.

This paper's examination of several Census Bureau surveys with and without citizenship questions suggests that households that may contain noncitizens are more sensitive to the inclusion of citizenship in the questionnaire than all-citizen households. The implication is that adding a citizenship question to the 2020 Census would lead to lower self-response rates in households potentially containing noncitizens, resulting in more nonresponse follow-up (NRFU) fieldwork, more proxy responses, and a lower-quality population count.

References

American Community Survey, 2014, "Variance Estimation," in *American Community Survey Design Methodology (January 2014)* version 2.0, Chapter 12, https://www2.census.gov/programs-surveys/acs/methodology/design_and_methodology/acs_design_methodology_ch12_2014.pdf, accessed on June 27, 2018.

American Community Survey, 2016a, "Unweighted Housing Unit Sample," Table B98001 – American Community Survey 1-Year Estimates. U.S. Census Bureau, Washington DC, accessed on June 27, 2018, https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk.

American Community Survey, 2016b, "Housing Units," Table B25001 – American Community Survey 1-Year Estimates. U.S. Census Bureau, Washington DC, accessed on June 27, 2018, https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk.

American Community Survey, 2016c, "Selected Population Profile in the United States," Table S0201 – American Community Survey 1-Year Estimates. U.S. Census Bureau, Washington DC, accessed on July 31, 2018, https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_16_1YR_S0201&prodType=table.

American Community Survey, 2018a, "Item Allocation Rates," accessed July 9, 2018, https://www.census.gov/acs/www/methodology/sample-size-and-data-quality/item-allocation-rates/.

American Community Survey, 2018b, "Item Allocation Rates Definitions," accessed July 9, 2018, https://www.census.gov/programs-surveys/acs/methodology/sample-size-and-data-quality/item-allocation-rates-definitions.html.

Amuedo-Dorantes, C., and F. Lozano, 2014, "Piecemeal Immigration Enforcement and the New Destinations of Interstate Undocumented Migrants: Evidence from Arizona," mimeo, Pomona College and San Diego State University.

Amuedo-Dorantes, C., and F. Lozano, 2015, "On the Effectiveness of SB1070 in Arizona," *Economic Inquiry*, 53, pp. 335-51. https://doi.org/10.1111/ecin.12138

Baumgardner, Stephanie K., Deborah H. Griffin, and David A. Raglin, 2014, "The Effects of Adding an Internet Response Option to the American Community Survey," 2014 American Community Survey Research and Evaluation Report Memorandum Series ACS14-RER-21.

Blinder, Alan S., 1973, "Wage Discrimination: Reduced Form and Structural Estimates," The Journal of Human Resources, 8, pp. 436-455. https://doi.org/10.2307/144855.

Bohn, Sarah, Magnus Lofstrom, and Steven Raphael, 2014, "Did the 2007 Legal Arizona Workers Act Reduce the State's Unauthorized Immigrant Population?" *Review of Economics and Statistics*, 96(2), pp. 258-269. https://doi.org/10.1162/rest_a_00429

Bond, Brittany, J. David Brown, Adela Luque, and Amy O'Hara, 2014, "The Nature of the Bias When Studying Only Linkable Person Records: Evidence from the American Community Survey," Proceedings of the 2013 Federal Committee on Statistical Methodology (FCSM) Research Conference, https://www.census.gov/library/working-papers/2014/adrm/carra-wp-2014-08.html (cited on July 3, 2018)

Camarota, Steven, and Jeffrey Capizzano, 2004, "Assessing the Quality of Data Collected on the Foreign-Born: An Evaluation of the American Community Survey," accessed July 31, 2018, http://www.copafs.org/seminars/evaluation_of_american_community_survey.aspx.

Census Bureau, 2002, "Measuring America: The Decennial Censuses from 1790 to 2000," Washington DC, accessed June 27, 2018, https://www.census.gov/history/pdf/measuringamerica.pdf.

Census Bureau, 2013, "Use of Paradata to Assess the Quality and Functionality of the American Community Survey Internet Instrument," 2012 American Community Survey Research and Evaluation Report Memorandum Series #ACS12-RER-26-R1/DSSD 2010 American Community Survey Memorandum Series #ACS12-MP-04-R1, Washington DC, accessed July 5, 2018, https://www.census.gov/content/dam/Census/library/working-papers/2013/acs/2013_Horwitz_01.pdf.

Department of Justice, 2017, "Request to Reinstate Citizenship Question on 2020 Census Questionnaire," letter accessed on June 27, 2018, https://www.documentcloud.org/documents/4340651-Text-of-Dec-2017-DOJ-letter-to-Census.html.

Ellis, M., R. Wright, M. Townley, and K. Copeland, 2014, "The Migration Response to the Legal Arizona Workers Act," *Political Geography*, 42, 46-56. https://doi.org/10.1016/j.polgeo.2014.06.001

Good, M., 2013, "Do Immigrant Outflows Lead to Native Inflows? An Empirical Analysis of the Migratory Responses to US State Immigration Legislation," *Applied Economics*, 45, pp. 4275-97. https://doi.org/10.1080/00036846.2013.786802

Layne, Mary, Deborah Wagner, and Cynthia Rothhaas, 2014, "Estimating Record Linkage False Match Rate for the Person Identification Validation System," CARRA Working Paper #2014-02.

Mule, Thomas, 2012, "2010 Census Coverage Measurement Estimation Report: Summary of Estimates of Coverage for Persons in the United States," DSSD 2010 Census Coverage Measurement Memorandum Series #2010-G-01, Washington, DC, accessed on July 6, 2018, https://www2.census.gov/programs-surveys/decennial/2010/technical-documentation/methodology/g-series/g01.pdf.

NORC, 2011, "Final Report: Assessment of the U.S. Census Bureau's Person Identification Validation System," University of Chicago: Bethesda, MD.

Oaxaca, Ronald, 1973, "Male-Female Wage Differentials in Urban Labor Markets," International Economic Review, 14, pp. 693-709. https://doi.org/10.2307/2525981.

BC-DOC-0000034844

Office of Management and Budget, 1997, "Revisions to the Standards for the Classification of Federal Data on Race and Ethnicity," *Federal Register*, 62 FR 58782, Washington DC, accessed on June 28, 2018, https://www.federalregister.gov/documents/1997/10/30/97-28653/revisions-to-the-standards-for-the-classification-of-federal-data-on-race-and-ethnicity.

Office of Management and Budget, 2009, "The American Community Survey," OMB Control No. 0607-0810/ICR Reference No. 200910-0607-005, Washington DC, accessed on July 5, 2018, https://www.reginfo.gov/public/do/PRAViewICR?ref_nbr=200910-0607-005#.

Office of Management and Budget, 2008, "2010 Census," OMB Control No. 0607-0919/ICR Reference No. 200808-0607-003, Washington DC, accessed on July 5, 2018, https://www.reginfo.gov/public/do/PRAViewICR?ref_nbr=200808-0607-003#.

Orrenius, Pia, and Madeline Zavodny, 2016, "Do State Work Eligibility Verification Laws Reduce Unauthorized Immigration?" *IZA Journal of Migration*, 5(5). https://doi.org/10.1186/s40176-016-0053-3

Passel, Jeffrey S., and R.L. Clark, 1997, "How Many Naturalized Citizens Are There: An Assessment of Data Quality in the Decennial Census and the Current Population Survey," Paper presented at the 1997 Annual Meeting of the Population Association of America.

Rastogi, Sonya, and Amy O'Hara, 2012, "2010 Census Match Study," 2010 Census Planning Memoranda Series No. 247.

Rothhaas, C., Lestina, F. and Hill, J. (2012) "2010 Decennial Census Item Nonresponse and Imputation Assessment Report" 2010 Census Program for Evaluations and Experiments, Census Bureau: Washington DC, accessed July 6, 2018, https://www.census.gov/2010census/pdf/2010_Census_INR_Imputation_Assessment.pdf.

Van Hook, Jennifer, and James D. Bachmeier, 2013, "How Well Does the American Community Survey Count Naturalized Citizens?" *Demographic Research*, 29(1), pp. 1-32. https://doi.org/10.4054/DemRes.2013.29.1

Weinberg, Daniel H., 2011, "Management Challenges of the 2010 U.S. Census," Census Bureau Working Paper: Washington, DC, accessed on June 27, 2018, https://www.census.gov/history/pdf/weinberg-managing2010.pdf.

Appendix I: Tables & Figures

Table A1. Linkage Rates to the 2010 Census by Household Survey and Year, 2000 to 2015

	ACS			SIPP			CPS			AHS		
	Sample (N)	Linked (N)	(%)	Sample (N)	Linked (N)	(%)	Sample (N)	Linked (N)	(%)	Sample (N)	Linked (N)	(%)
2000							33,500	27,500	0.8114			
2001	1,301,000	1,097,000	0.8432	46,500	38,500	0.8328	44,500	37,500	0.8381			
2002	1,110,000	948,000	0.8539				71,000	61,000	0.8564			
2003	1,225,000	1,060,000	0.8652				68,500	59,000	0.8635			
2004	1,222,000	1,072,000	0.8770	86,000	76,000	0.8847	62,000	54,000	0.8716	6,700	5,700	0.8397
2005	4,068,000	3,609,000	0.8870				61,000	53,500	0.8783			
2006	4,259,000	3,792,000	0.8904				78,000	69,000	0.8853			
2007	4,159,000	3,754,000	0.9026				77,500	69,000	0.8909			
2008	4,123,000	3,774,000	0.9155	94,500	84,500	0.8927	75,500	68,000	0.9021			
2009	4,068,000	3,759,000	0.9241				77,500	70,500	0.9059			
2010	4,206,000	3,868,000	0.9195				77,000	70,500	0.9115			
2011	4,571,000	4,205,000	0.9200				77,000	70,000	0.9068	298,000	270,000	0.9047
2012	5,096,000	4,615,000	0.9055				75,500	67,000	0.8869			
2013	4,801,000	4,275,000	0.8903				75,000	65,500	0.8747	133,500	115,500	0.8683
2014	5,014,000	4,385,000	0.8745	66,000	57,500	0.8717						
2015	4,966,000	4,273,000	0.8605							173,500	146,500	0.8455

Source: 2010 Census and Master Demographics, U.S. Census Bureau.
Notes: Household survey data unweighted. All counts have been rounded.

P000125

BC-DOC-0000034846

Table A2. Citizenship in Household Surveys Linked to the 2010 Census by Demographics

	Household Surveys Linked to 2010 Census							2010 Census	
	Noncitizen		Citizen		Missing		Total		
	N	(%)	N	(%)	N	(%)	(%)	N	(%)
Total Population	1,523,000		43,090,000		1,192,000		**100.0**	308,745,538	**100.0**
								Coverage	***14.4***
Sex									
Female	785,000	1.7	22,380,000	48.9	613,000	1.3	**51.9**	157,000,000	**50.8**
Male	738,000	1.6	20,710,000	45.2	579,000	1.3	**48.1**	151,800,000	**49.2**
Race									
White	729,000	1.6	35,320,000	77.1	837,000	1.8	**80.5**	227,200,000	**73.6**
Black	127,000	0.3	4,157,000	9.1	173,000	0.4	**9.7**	40,400,000	**13.1**
American Indian, Aleut Eskimo	15,000	0.0	562,000	1.2	16,000	0.0	**1.3**	4,007,000	**1.3**
Asian or Pacific Islander	364,000	0.8	1,688,000	3.7	93,000	0.2	**4.7**	16,770,000	**5.4**
Other	287,000	0.6	1,358,000	3.0	74,500	0.2	**3.8**	20,400,000	**6.6**
Ethnicity									
Hispanic/Spanish	675,000	1.5	4,046,000	8.8	198,000	0.4	**10.7**	50,480,000	**16.4**
Non-Hispanic/Spanish	848,000	1.9	39,040,000	85.2	994,000	2.2	**89.3**	258,300,000	**83.7**

Source: 2010 Census and Master Demographics, U.S. Census Bureau.

Notes: The household survey data are unweighted. The reported population total is the official count from the 2010 Census. All other counts have been rounded. CBDRB-2017-CDAR-001.

BC-DOC-0000034847

Table A3. Item Nonresponse Rates for 2000 and 2010 Short Form Person Questionnaires

	Relationship	Sex	Age	Hispanic Origin	Race	Tenure
2000	1.3	1.1	3.7	3.1	2.9	4.1
2010	1.5	1.5	3.5	3.9	3.3	4.5

Source: Rothhaas, Lestina, and Hill (2012) Tables.

Notes: Rothhaas, Lestina, and Hill (2012) state "the INR rate is essentially the proportion of missing responses before pre-editing or imputation procedures for a given item (i.e. the respondent did not provide an answer to the item). For INR, missing values are included in the rates, but inconsistent responses (i.e. incompatible with other responses) are considered non-missing responses."

BC-DOC-0000034848

Table A4. ACS Item Allocation Rates

Item	2010	2013	2016
Overall housing allocation rate occupied and vacant housing units	5.2	5.6	4.9
Overall person allocation rate total population	5.8	8.4	9.5
Vacancy status vacant housing units	2.9	3.5	3.9
Tenure occupied housing units	1.2	1.3	1.2
Units in structure occupied and vacant housing units	1.5	1.5	1.5
Year moved in occupied housing units	3.4	3	3
Month moved in occupied housing units into which households move in the last two years	0.7	0.7	0.7
Year built occupied and vacant housing units	16.2	17.1	18.2
Lot size occupied and vacant single family and mobile homes	4.2	3.9	3.9
Agricultural sales occupied and vacant single family and mobile homes with lot size greater than or equal to 1 acre	4.4	4.2	4
Business on property occupied and vacant single family and mobile homes	3	2.4	**
Number of rooms occupied and vacant housing units	5.2	5.5	5
Number of bedrooms occupied and vacant housing units	4.3	4.6	5.5
Running water occupied and vacant housing units	2	2.1	2.4
Flush toilet occupied and vacant housing units	2	2.2	**
Bathtub or shower occupied and vacant housing units	2	2.2	2.6
Sink with a faucet occupied and vacant housing units	2	2.2	2.6
Stove or range occupied and vacant housing units	2.5	2.8	3.1
Refrigerator occupied and vacant housing units	2.7	2.9	3.2
Telephone occupied housing units	1.1	1.2	1.5

BC-DOC-0000034849

Table A4. ACS Item Allocation Rates Continued

Item	2010	2013	2016
Number of vehicles occupied housing units	1.3	1.4	1.2
Heating fuel, occupied housing units	3.3	3.4	3.4
Monthly electricity cost occupied housing units	7.3	8.2	8.1
Monthly gas cost occupied housing units	9.8	9.9	9.6
Yearly water and sewer cost occupied housing units	8.1	8.8	8.5
Yearly other fuel cost occupied housing units	10.6	8.3	7.3
Yearly food stamp recipiency household occupied housing units	1.3	1.7	1.7
Yearly real estate taxes owner-occupied housing units	16.3	18.5	16.7
Yearly property insurance owner-occupied housing units	23.2	25.6	23.9
Mortgage status owner-occupied housing units	2.1	2.5	2.2
Monthly mortgage payment owner-occupied housing units with a mortgage payment	10.7	12.4	10.5
Mortgage payment incl. real estate taxes owner-occupied housing units with a mortgage	(X)	6.9	6.2
Mortgage payment incl. insurance owner-occupied housing units with a mortgage	(X)	7.4	6.8
Second mortgage owner-occupied housing units	3.4	3.7	3.2
Home equity loan owner-occupied housing units	4.2	4.3	3.7
Other monthly mortgage payment(s) owner-occupied housing units with second mortgage or home equity loan	17.9	21.7	23.3
Property value owner-occupied housing units and vacant housing units for sale	12.3	12.9	11.6
Yearly mobile home costs Occupied mobile homes and other units	19.9	21.5	21.7
Monthly condominium fee owner-occupied housing units	0.7	0.8	0.8
Monthly rent occupied housing units rented for cash rent and vacant housing units for rent	9.3	9.8	10.5

BC-DOC-0000034850

Table A4. ACS Item Allocation Rates Continued

Item	2010	2013	2016
Meals included in rent occupied housing units rented for cash rent and vacant housing units for rent	2	2.1	2.1
Desktop/laptop/notebook computer occupied housing units	**	3.2	1.3
Handheld computer/smart mobile phone occupied housing units	**	3.3	**
Tablet or other portable wireless computer occupied housing units	**	**	1.6
Smartphone occupied housing units	**	**	1.6
Other computer occupied housing units	**	3.7	1.7
Household has internet access occupied housing units	**	4.4	3.3
Dial-up internet service occupied housing units with internet access	**	5.7	3.8
DSL internet service occupied housing units with internet access	**	5.7	**
Cable modem internet service occupied housing units with internet access	**	5.7	**
Fiber-optic internet service occupied housing units with internet access	**	5.7	**
Cellular data plan (formerly mobile broadband) occupied housing units with internet access	**	26.7	7.6
Satellite internet service occupied housing units with internet access	**	5.7	3.8
High speed internet service occupied housing units with internet access	**	**	3.8
Some other internet service occupied housing units with internet access	**	5.7	3.8
Race total population	1.5	1.6	1.5
Hispanic origin total population	1.8	2.1	1.8
Sex total population	0.1	0.1	0.1
Age total population	1.3	1.6	1.7
Relationship total household population	1.2	1.1	1.2
Marital status total population 15 years and over	3	4.8	5.3

BC-DOC-0000034851

Table A4. ACS Item Allocation Rates Continued

Item	2010	2013	2016
Married past 12 months total population 15 years and over, except those never married	4.7	6.6	6.9
Widowed past 12 months total population 15 years and over, except those never married	4.5	7	7.4
Divorced past 12 months total population 15 years and over, except those never married	4.5	7	7.4
Times married Total population 15 years and over, except those never married	5.1	7.8	8.1
Year last married total population 15 years and over, except those never married	11.4	13.3	13.5
Place of birth total population	6.5	8.6	9.1
Citizenship total population	2.7	5.2	6
Year of naturalization total population naturalized citizens	16.6	22.5	22.5
Year of entry total population not born in U.S.	10.3	13.2	14.8
Speaks another language at home total population 5 years and over	3.4	5.9	6.8
Language spoken total population 5 years and over who speak another language at home	5.7	7	8.3
English ability total population 5 years and over who speak another language at home	4	5.9	7.1
School enrollment total population 3 years and over	3.7	6	6.7
Grade level attended total population 3 years and over enrolled	6	8.9	10.2
Educational attainment total population 3 years and over	5.6	8	8.5
Field of degree total population 25 years and over with a bachelor's degree or higher	9.8	12.4	13.5
Mobility status total population 1 year and over	4	6.5	7.2

BC-DOC-0000034852

Table A4. ACS Item Allocation Rates Continued

Item	2010	2013	2016
Migration state/foreign county total population 1 year and over movers	7.1	11.3	13.2
Migration county total population 1 year and over movers within U.S.	8.3	12.5	14.6
Migration minor civil division total population 1 year and over movers within U.S.	8.4	12.1	14.2
Migration place total population 1 years and over movers within U.S.	8.8	12.9	15
Health insurance through employer/union total population	6.2	9	10.7
Health insurance purchased directly total population	6.9	9.7	11.3
Health insurance through Medicare total population	5.2	8.1	9.5
Health insurance through Medicaid total population	7.9	10.5	12.2
Health insurance through TRICARE total population	8.1	10.8	12.5
Health insurance through VA total population	8.1	10.7	12.3
Health ins. Through Indian Health Service total population	8.5	11.1	12.8
Visual difficulty total population	3.4	6.1	7.1
Hearing difficulty total population	3.2	5.9	6.8
Physical difficulty total population 5 years and over	3.5	6.7	7.5
Difficulty remembering total population 5 years and over	3.5	6.7	7.5
Difficulty dressing total population 5 years and over	3.5	6.7	7.5
Difficulty going out total population 16 years and over	3.4	6.5	7.3
Grandchildren living in home noninstitutionalized population 30 years and over	0.9	1	1.1
Responsibility for grandchildren noninstitutionalized population 30 years and over who are grandparents with grandchildren in the home	12	15.7	17.7

BC-DOC-0000034853

Table A4. ACS Item Allocation Rates Continued

Item	2010	2013	2016
Months responsible for grandchildren noninstitutionalized population 30 years and over who are grandparents with grandchildren in the home that have responsibility	14.9	16.1	17.2
Fertility status female total population 15-50	3.7	6.7	7.8
Veteran status total population 17 years and over	3.8	6.8	7.3
Periods of military service total population 17 years and over on active duty now or previously	6.3	9.3	9.7
Service-connected disability rating total population 17 years and over, except those who never served in the Armed Forces	3.9	6.6	6.8
Employment status recode noninstitutionalized population 16 years and over	0.7	0.2	0.2
When last worked noninstitutionalized population 16 years and over	5.1	8.1	8.7
Weeks worked in the past 12 months noninstitutionalized population 16 years and over who worked in the past 12 months	6.9	9.7	10.6
Hours worked per week noninstitutionalized population 16 years and over who worked in the past 12 months	7.7	10.8	11.9
Place of work state/foreign county noninstitutionalized population 16 years and over at work last week	6.3	10.4	11.8
Place of work county noninstitutionalized population 16 years and over at work last week	7	11	12.5
Place of work minor civil division noninstitutionalized population 16 years and over at work last week	2.1	3.3	3.6
Place of work place noninstitutionalized population 16 years and over at work last week	7.6	11.6	13.1
Transportation to work noninstitutionalized population 16 years and over at work last week	5.7	8.8	9.6
Carpool size noninstitutionalized population 16 years and over at work last week who drive to work	6.8	9.9	10.9

BC-DOC-0000034854

Table A4. ACS Item Allocation Rates Continued

Item	2010	2013	2016
Time of departure noninstitutionalized population 16 years and over at work last week who don't work at home	12.8	18.5	20.2
Commuting time noninstitutionalized population 16 years and over at work last week who don't work at home	9.7	13.3	14.5
Class of worker total population 16 years and over who worked in the last 5 years	7.2	10.7	11.7
Industry total population 16 years and over who worked in the last 5 years	7.8	11.4	12.7
Occupation total population 16 years and over who worked in the last 5 years	8.1	11.8	13.4
Wages/salary income total population 15 years and over	16	19	19.1
Self-employment income total population 15 years and over	5.9	9.3	10.5
Interest, dividends, etc. income total population 15 years and over	8.8	12.6	15.2
Social security or railroad retirement total population 15 years and over	8.9	12.3	14.5
Supplemental security income total population 15 years and over	6.7	10.3	12.7
Public assistance total population 15 years and over	6.8	10.5	13.2
Retirement income total population 15 years and over	7.5	11.1	13.6
Other income total population 15 years and over	7.4	10.8	13.2
Some or all income allocated total population 15 years and over	22.4	25.3	28.4

Source: American Community Survey (ACS) 1-year files in 2010, 2013, and 2016.

Notes: Item allocation includes nonresponses and responses that were edited. See ACS (2018a and 2018b) for more information about ACS item allocation rates. ** Item was not asked in this year. (X) Some instances where no response to this question was required were incorrectly tallied as allocations, overstating the true level of item allocation required. The incorrect rates have been removed.

BC-DOC-0000034855

Table A5. Citizenship Item Allocation Rate by Response Mode, 2013-2016

	Mail-in Response				Internet Self-Response			
	2013		2016		2013		2016	
	(%)	s.e.	(%)	s.e.	(%)	s.e.	(%)	s.e.
NH White	6.1	(0.023)	6.3	(0.024)	6.2	(0.019)	6.2	(0.018)
NH Black	12.3	(0.090)	12.6	(0.100)	12.3	(0.100)	13.1	(0.091)
NH Asian/NHPI	10.3	(0.126)	12.7	(0.151)	9.4	(0.083)	9.6	(0.075)
NH Other	8.4	(0.143)	8.4	(0.154)	10.0	(0.128)	10.2	(0.114)
Hispanic/Latino	11.8	(0.080)	12.3	(0.088)	13.0	(0.078)	15.5	(0.071)

Source: 2013 & 2016 ACS 1-year files.

Note: Item allocation includes nonresponses and responses that were edited.

Table A6. Administrative Record (AR) Coverage of the 2010 Census, Using Initial AR-Census Crosswalk

	Count	Percent of Decennial Population	Percent of Matched Sample
No PIK, not sent to PVS	10,370,000	3.4	
No PIK, failed in PVS	19,200,000	6.2	
PIK, but not in Numident, not ITIN	8,900	0.0	
PIK, but not in Numident, is ITIN	1,567,000	0.5	
Blank Citizenship	57,910,000	18.8	20.9
U.S. Citizen	200,400,000	64.9	72.2
Noncitizen	19,270,000	6.2	6.9
Total	308,745,538	100.00	100.00

Source: 2010 Numident and initial administrative record-2010 Census crosswalk.

Note: This is the crosswalk used by Rastogi and O'Hara (2012).

Table A7. Percent Linked to 2010 Census among 2017 Numident Records with Missing Citizenship

	Foreign-Born	U.S.-Born
Percent Linked to 2010 Census	36.3	74.5
Total	6.8 million	57.0 million

Source: 2010 Census and 2017 Numident

Notes: These are persons in the 2017 Numident with missing citizenship, born after 1919, and with no date of death. Our preliminary analysis reported 6.6 million foreign-born persons, which excluded some relevant records.

BC-DOC-0000034856

Table A8 Panel A: Citizenship Agreement between 2000 Census Long Form and Administrative Records

	AR Citizen	AR Noncitizen	AR Missing	Percent by ACS Category
		All (N=42,580,000)		
Census Citizen	98.8	29.9	71.6	93.0
Census Noncitizen	0.9	66.4	23.8	6.2
Census Missing	0.3	3.7	4.6	0.8
Percent by AR Cat.	86.9	5.4	7.7	100.0
		Non-Hispanic White (N=31,690,000)		
Census Citizen	99.4	31.8	92.4	97.9
Census Noncitizen	0.4	65.8	5.9	1.8
Census Missing	0.2	2.4	1.7	0.3
Percent by AR Cat.	93.4	1.8	4.8	100.0
		Non-Hispanic Black (N=4,543,000)		
Census Citizen	99.3	36.3	92.5	96.1
Census Noncitizen	0.4	59.2	5.4	3.3
Census Missing	0.2	4.5	2.1	0.6
Percent by AR Cat.	85.3	4.0	10.8	100.0
		Hispanic (N=4,534,000)		
Census Citizen	94.3	25.6	35.9	69.3
Census Noncitizen	4.7	69.7	55.2	27.3
Census Missing	1.0	4.7	9.0	3.3
Percent by AR Cat.	60.6	19.1	20.3	100.0
		Non-Hispanic Other Race (N=1,821,000)		
Census Citizen	93.4	33.3	53.1	71.2
Census Noncitizen	5.1	63.7	37.0	26.0
Census Missing	1.4	3.0	9.9	2.9
Percent by AR Cat.	59.2	29.3	11.6	100.0
		Reference Person (N=16,450,000)		
Census Citizen	98.7	32.9	76.9	94.0
Census Noncitizen	0.9	63.3	19.3	5.3
Census Missing	0.4	3.9	3.8	0.8
Percent by AR Cat.	89.4	5.5	5.1	100.0
		Relative (N=24,980,000)		
Census Citizen	98.9	28.6	71.7	92.9
Census Noncitizen	0.8	68.0	24.3	6.4
Census Missing	0.2	3.4	4.1	0.7
Percent by AR Cat.	86.4	5.3	8.3	100.0
		Nonrelative (N=1,153,000)		
Census Citizen	97.2	20.4	58.6	80.4
Census Noncitizen	1.9	72.0	31.3	15.6
Census Missing	0.9	7.6	10.1	4.1
Percent by AR Cat.	63.7	7.4	28.9	100.0
		Age 18+ (N=31,260,000)		
Census Citizen	98.5	30.3	67.1	91.8
Census Noncitizen	1.1	65.5	26.8	7.2
Census Missing	0.4	4.1	6.1	1.1
Percent by AR Cat.	86.2	6.5	7.2	100.0

Source: 2000 Census Long Form and 2002 Census Numident.

Notes: These are weighted percentages. The first three rows of each panel contain percentages by survey group within the AR category, and the last row contains percentages by AR category of the sample as a whole. Here AR citizen includes Numident records with missing citizenship, regardless of their country of birth.

BC-DOC-0000034857

Table A8 Panel B: Citizenship Agreement between 2010 ACS and Administrative Records

	AR Citizen	AR Noncitizen	AR Missing	Percent by ACS Category
		All (N=4,520,000)		
ACS Citizen	96.9	32.7	74.8	90.2
ACS Noncitizen	0.8	63.2	17.5	6.9
ACS Missing	2.4	4.1	7.7	2.9
Percent by AR Cat.	83.9	7.5	8.5	100.0
		Non-Hispanic White (N=3,152,000)		
ACS Citizen	97.8	42.4	87.4	96.1
ACS Noncitizen	0.2	53.9	4.0	1.5
ACS Missing	2.0	3.7	8.6	2.4
Percent by AR Cat.	92.4	2.0	5.7	100.0
		Non-Hispanic Black (N=434,000)		
ACS Citizen	96.3	40.1	85.0	92.4
ACS Noncitizen	0.5	54.5	6.5	3.8
ACS Missing	3.2	5.4	8.6	3.8
Percent by AR Cat.	86.2	5.2	8.6	100.0
		Hispanic (N=609,000)		
ACS Citizen	93.9	23.8	61.1	72.7
ACS Noncitizen	2.9	72.4	32.9	23.4
ACS Missing	3.2	3.9	6.0	3.9
Percent by AR Cat.	59.8	21.5	18.8	100.0
		Non-Hispanic Other Race (N=326,000)		
ACS Citizen	93.7	41.3	59.0	77.3
ACS Noncitizen	2.8	54.3	31.8	18.5
ACS Missing	3.5	4.4	9.1	4.2
Percent by AR Cat.	65.7	25.4	8.8	100.0
		Reference Person (N=1,770,000)		
ACS Citizen	97.7	37.2	80.8	91.9
ACS Noncitizen	0.7	59.9	14.1	6.2
ACS Missing	1.6	2.9	5.1	1.9
Percent by AR Cat.	85.4	7.7	6.9	100.0
		Relative (N=2,504,000)		
ACS Citizen	96.5	30.6	75.3	89.7
ACS Noncitizen	0.7	64.7	16.4	6.9
ACS Missing	2.8	4.6	8.2	3.4
Percent by AR Cat.	84.0	7.5	8.5	100.0
		Nonrelative (N=102,000)		
ACS Citizen	94.1	20.0	53.0	77.0
ACS Noncitizen	1.9	72.2	34.8	16.6
ACS Missing	4.0	7.8	12.2	6.4
Percent by AR Cat.	66.0	9.4	24.6	100.0
		Age 18+ (N=3,505,000)		
ACS Citizen	97.0	33.1	71.7	89.1
ACS Noncitizen	0.9	62.9	20.9	8.2
ACS Missing	2.1	4.0	7.3	2.7
Percent by AR Cat.	82.6	9.0	8.4	100.0

Source: 2010 American Community Survey (ACS) and 2010 Census Numident.

Notes: These are weighted percentages. The first three rows of each panel contain percentages by survey group within the AR category, and the last row contains percentages by AR category of the sample as a whole. Here AR citizen includes Numident records with missing citizenship, regardless of their country of birth.

BC-DOC-0000034858

Table A8 Panel C: Citizenship Agreement between 2016 ACS and Administrative Records

	AR Citizen	AR Noncitizen	AR Missing	Percent by ACS Category
		All (N=5,255,000)		
ACS Citizen	93.8	34.7	70.4	87.3
ACS Noncitizen	0.7	57.6	17.7	6.4
ACS Missing	5.5	7.7	11.9	6.3
Percent by AR Cat.	82.4	6.7	10.9	100.0
		Non-Hispanic White (N=3,579,000)		
ACS Citizen	95.0	44.7	81.8	93.1
ACS Noncitizen	0.2	48.8	4.4	1.4
ACS Missing	4.8	6.6	13.7	5.5
Percent by AR Cat.	91.1	1.9	7.0	100.0
		Non-Hispanic Black (N=495,000)		
ACS Citizen	93.2	42.0	82.5	89.3
ACS Noncitizen	0.4	49.7	5.8	3.6
ACS Missing	6.4	8.4	11.7	7.2
Percent by AR Cat.	82.3	5.1	12.6	100.0
		Hispanic (N=732,000)		
ACS Citizen	90.5	26.6	58.0	73.1
ACS Noncitizen	2.7	65.2	32.3	19.3
ACS Missing	6.8	8.2	9.7	7.7
Percent by AR Cat.	62.0	16.2	21.8	100.0
		Non-Hispanic Other Race (N=449,000)		
ACS Citizen	90.3	39.1	54.2	74.6
ACS Noncitizen	2.4	53.5	32.2	17.3
ACS Missing	7.3	7.4	13.6	8.1
Percent by AR Cat.	65.8	22.0	12.2	100.0
		Reference Person (N=2,037,000)		
ACS Citizen	96.7	39.1	71.6	90.6
ACS Noncitizen	0.7	56.4	20.1	6.1
ACS Missing	2.7	4.5	8.3	3.2
Percent by AR Cat.	85.5	7.3	7.2	100.0
		Relative (N=2,789,000)		
ACS Citizen	92.3	32.5	68.4	86.0
ACS Noncitizen	0.7	58.2	18.6	6.3
ACS Missing	6.9	9.3	13.0	7.7
Percent by AR Cat.	83.5	6.5	10.0	100.0
		Nonrelative (N=135,000)		
ACS Citizen	85.3	21.5	52.4	71.8
ACS Noncitizen	1.5	61.5	23.6	11.8
ACS Missing	13.2	17.0	23.9	16.4
Percent by AR Cat.	65.6	7.1	27.3	100.0
		Age 18+ (N=4,178,000)		
ACS Citizen	94.3	34.8	68.0	86.6
ACS Noncitizen	0.9	57.7	20.3	7.6
ACS Missing	4.8	7.6	11.7	5.8
Percent by AR Cat.	81.0	8.2	10.7	100.0

Source: 2016 American Community Survey (ACS) and 2016 Census Numident.

Notes: These are weighted percentages. The first three rows of each panel contain percentages by survey group within the AR category, and the last row contains percentages by AR category of the sample as a whole. Here AR citizen includes Numident records with missing citizenship, regardless of their country of birth.

BC-DOC-0000034859

Table A9. Citizenship Agreement Rates (%) Between Census Surveys and Administrative Records

	Consistent	Inconsistent	Missing in One or Both Sources	Consistent, Conditional on Nonmissing	Inconsistent, Conditional on Nonmissing
2000 Census	89.4	2.4	8.2	97.4	2.6
2010 ACS	86.1	3.1	10.8	96.5	3.5
2016 ACS	81.1	2.9	15.9	96.5	3.5

Source: 2000 Census long form, 2002 Census Numident, 2010 American Community Survey (ACS), 2010 Census Numident, 2016 ACS, and 2016 Census Numident.

Notes: These are weighted percentages. Here AR citizen includes Numident records with missing citizenship, regardless of their country of birth. The original estimate for inconsistent in the 2000 Census was 2.3 percent, for consistent in the 2010 ACS was 86.0 percent, consistent conditional on nonmissing in the 2010 ACS was 96.4 percent, inconsistent conditional on nonmissing in the 2010 ACS was 3.6 percent, and consistent in the 2016 ACS was 81.2 percent.

Table A10. AR Citizen and Noncitizen Percentages of the 2016 ACS by Race/Ethnicity and Relationship to Reference Person

	AR Citizens	AR Noncitizens
All	81.1	6.7
Non-Hispanic White	90.1	1.9
Non-Hispanic Black	81.5	5.1
Hispanic	60.2	16.2
Non-Hispanic Other Race	62.5	22.0
Reference Person	81.1	6.9
Relative	82.1	6.5
Non-Relative	64.8	7.1

Source: 2010 ACS 1-year file

Notes: These are weighted percentages. The omitted category is persons missing AR citizenship.

Table A11. Percentages of the 2016 ACS Sample by Relationship to Reference Person and Record Linkage Quality

	High-Quality Linkage	Low-Quality Linkage
Reference Person	18.1	20.3
Relative	23.9	33.8
Non-Relative	0.6	3.2

Source: 2016 ACS 1-year file

Notes: These results are weighted. This excludes persons missing AR citizenship.

BC-DOC-0000034860

Table A12. 2016 ACS Citizenship Distribution for ITINs

	Percent of All ITINs
U.S. Citizens	11.1
Born Citizens	6.6

Source: 2016 ACS 1-year file

Note: These results are weighted.

BC-DOC-0000034861

Table A13. Comparison of 2010 ACS and 2010 Census Response Rates: Regressions by Household Citizenship Type

	AR all-citizen households	AR noncitizen households	AR & ACS all-citizen households	All other households
Log Household Size	-3.184	-8.237	-0.4762	-7.185
	(0.1476)	(0.5100)	(0.1737)	(0.3067)
Log Household Size Squared	-0.0998	1.565	-1.929	2.944
	(0.0899)	(0.2304)	(0.1159)	(0.1423)
Female	-6.665	-6.687	-6.263	-8.167
	(0.0557)	(0.1809)	(0.0578)	(0.1289)
Non-Hispanic African Amer.	-10.53	-8.422	-11.48	-3.573
	(0.1143)	(0.3952)	(0.1275)	(0.2064)
Hispanic	-7.532	-20.55	-7.145	-14.07
	(0.1585)	(0.2962)	(0.1640)	(0.2123)
Other Non-Hispanic	0.8338	-0.1256	0.4897	4.129
	(0.1809)	(0.2904)	(0.2162)	(0.2158)
Age 25-34	-4.052	-3.101	-4.658	-1.380
	(0.2078)	(0.5207)	(0.2602)	(0.3202)
Age 35-44	-9.122	-4.746	-9.582	-3.653
	(0.2117)	(0.5048)	(0.2704)	(0.3181)
Age 45-54	-11.83	-6.676	-12.26	-5.095
	(0.2418)	(0.5313)	(0.3082)	(0.3113)
Age 55-64	-12.78	-5.792	-13.20	-5.395
	(0.2715)	(0.5466)	(0.3530)	(0.3315)
Age 65+	-13.06	-4.225	-13.76	-3.617
	(0.3121)	(0.6672)	(0.4051)	(0.3857)
High School	0.7658	-1.195	1.641	-1.866
	(0.1055)	(0.2641)	(0.1097)	(0.1828)
Bachelor's Degree	3.864	2.383	5.116	0.1112
	(0.1197)	(0.3549)	(0.1262)	(0.2316)
Graduate Degree	7.685	7.098	8.448	6.310
	(0.1330)	(0.3923)	(0.1387)	(0.2661)
HH Income $1-$25,000	-1.854	-1.525	-2.249	-1.537
	(0.3130)	(0.9868)	(0.3665)	(0.5480)
HH Income $25,001-$50,000	-2.759	-1.995	-3.002	-3.304
	(0.3158)	(0.9549)	(0.3604)	(0.5348)
HH Income $50,001-$75,000	-3.093	-0.6062	-3.454	-2.555
	(0.3164)	(0.9907)	(0.3563)	(0.5494)
HH Income $75,001-$100,000	-3.037	-0.4054	-3.300	-2.435
	(0.3091)	(1.004)	(0.3590)	(0.5505)
HH Income $100,001+	-2.272	1.035	-2.499	-0.9051
	(0.3183)	(1.016)	(0.3672)	(0.5719)

BC-DOC-0000034862

Table A13. Continued

	AR all-citizen households	AR noncitizen households	AR & ACS all-citizen households	All other households
Worked in Last Week	2.741 (0.0644)	1.204 (0.2549)	3.027 (0.0742)	-1.012 (0.1613)
Searched for Job	8.495 (0.1282)	8.559 (0.3652)	8.565 (0.1357)	6.753 (0.2629)
Log Number of Years in U.S.	-11.17 (0.5538)	-10.34 (0.5499)	-14.09 (1.434)	-1.286 (0.4572)
Log Number of Years in U.S. Squared	2.845 (0.0904)	1.997 (0.1044)	3.315 (0.2063)	-0.1304 (0.0823)
English Very Well	0.9990 (0.1669)	0.7404 (0.2508)	0.7193 (0.1760)	5.302 (0.1927)
English Well	3.823 (0.3037)	0.4760 (0.3007)	6.686 (0.3449)	3.160 (0.2369)
English Not Well	-4.707 (0.3595)	-7.014 (0.3431)	-0.5008 (0.4334)	-6.007 (0.3088)
English Not At All	-13.87 (0.6209)	-14.00 (0.5355)	-15.19 (1.070)	-13.50 (0.4750)
Weighted Obs.	85,100,000	11,400,000	72,300,000	24,200,000
Unweighted Obs.	1,280,000	139,000	1,112,000	306,000

Source: 2010 ACS 1-year file, 2010 Census Unedited File (CUF), and 2010 Numident.

Notes: The 2010 Census self-response is non-blank response to the first mailing, and only NRFU-eligible housing units are included. ACS self-response is mail response. These regressions are estimated by linear probability models (LPM), weighted by ACS person weights. The standard errors are in parentheses. The standard errors are bootstrapped using 80 ACS replicate weights. The base categories are non-Hispanic white for race/ethnicity, less than high school for educational attainment, no income for household income, and speaks only English at home for English ability.

BC-DOC-0000034863

Table A14. Blinder-Oaxaca Decomposition Coefficients for Comparison of ACS 2010 and Census 2010 Self-Response Rates by Household Citizenship

	AR all-citizen vs. AR noncitizen households		AR & ACS all-citizen vs. all other households	
	Explained	Unexplained	Explained	Unexplained
Log Household Size	1.347	5.799	0.1479	6.758
	(0.0624)	(0.5861)	(0.0539)	(0.3311)
Log Household Size	0.0778	-2.687	1.108	-6.613
Squared	(0.0700)	(0.3702)	(0.0664)	(0.2305)
Female	-0.4591	0.0090	-0.2351	0.8355
	(0.0076)	(0.0761)	(0.0048)	(0.0619)
Non-Hispanic White	2.261	-0.6934	1.612	0.4970
	(0.0419)	(0.0480)	(0.0311)	(0.0566)
Non-Hispanic	-0.2343	-0.4469	-0.0307	-0.7966
African Amer.	(0.0042)	(0.0230)	(0.0030)	(0.0217)
Hispanic	1.196	4.487	0.6141	2.391
	(0.0420)	(0.0904)	(0.0280)	(0.0515)
Other Non-	-0.9869	-0.4652	-0.6266	-0.3870
Hispanic	(0.0258)	(0.0396)	(0.0202)	(0.0298)
Age Below 25	0.0184	0.1686	-0.0735	0.2663
	(0.0029)	(0.0160)	(0.0031)	(0.0156)
Age 25-34	-0.3132	0.7466	-0.1863	0.4588
	(0.0091)	(0.0536)	(0.0065)	(0.0402)
Age 35-44	0.0819	0.0026	0.0487	-0.0507
	(0.0107)	(0.0539)	(0.0068)	(0.0396)
Age 45-54	0.1199	-0.1936	0.0323	-0.3278
	(0.0036)	(0.0537)	(0.0017)	(0.0315)
Age 55-64	-0.2849	-0.3316	-0.1938	-0.3167
	(0.0069)	(0.0331)	(0.0059)	(0.0295)
Age 65+	-0.7552	-0.2910	-0.4319	-0.6361
	(0.0229)	(0.0218)	(0.0165)	(0.0354)
Below High School	0.4911	-0.2640	0.4301	-0.5491
	(0.0130)	(0.0609)	(0.0094)	(0.0338)
High School	-0.3682	0.4025	-0.1901	0.4193
	(0.0084)	(0.0735)	(0.0048)	(0.0557)
Bachelor's Degree	0.0169	0.0827	0.0341	0.4077
	(0.0013)	(0.0356)	(0.0018)	(0.0255)
Graduate Degree	-0.0978	-0.0594	-0.0036	-0.0646
	(0.0030)	(0.0320)	(0.0018)	(0.0217)
HH Income = $0	0.0017	0.0190	-0.0191	0.0117
	(0.0005)	(0.0099)	(0.0024)	(0.0096)
HH Income $1	0.0072	0.2648	0.0003	-0.0193
-$25,000	(0.0021)	(0.0567)	(0.0002)	(0.0453)
HH Income $25,001	0.0122	0.2196	0.0042	0.2364
-$50,000	(0.0017)	(0.0619)	(0.0007)	(0.0424)

BC-DOC-0000034864

Table A14. Continued

	AR all-citizen vs. AR noncitizen households		AR & ACS all-citizen vs. all other households	
	Explained	Unexplained	Explained	Unexplained
HH Income	0.0030	-0.1651	-0.0063	-0.0477
$50,000-$75,000	(0.0006)	(0.0470)	(0.0007)	(0.0288)
HH Income	-0.0032	-0.1245	-0.0060	-0.0278
$75,001-$100,000	(0.0005)	(0.0339)	(0.0007)	(0.0221)
HH Income	0.0003	-0.3579	-0.0001	-0.1981
$100,001+	(0.0003)	(0.0581)	(0.0007)	(0.0408)
Worked in	-0.3684	1.134	-0.0440	2.545
Last Week	(0.0089)	(0.1959)	(0.0024)	(0.1203)
Searched for	-0.1195	-0.0050	-0.0399	0.1230
Job	(0.0041)	(0.0286)	(0.0025)	(0.0198)
Log Number of.	-10.19	-2.434	-8.077	-42.62
Years in U.S	(0.5032)	(2.068)	(0.8219)	(4.835)
Log Years in	16.68	7.861	12.22	40.24
U.S. Squared	(0.5292)	(1.126)	(0.7610)	(2.490)
Only English	1.876	-0.2650	0.7321	-0.2700
	(0.1384)	(0.0675)	(0.1293)	(0.1763)
English Very	-0.9976	-0.3151	-0.4244	-1.183
Well	(0.0486)	(0.0873)	(0.0481)	(0.0699)
English Well	-1.270	0.4510	-1.010	0.3912
	(0.0491)	(0.0669)	(0.0360)	(0.0468)
English Not	0.3237	0.1948	-0.1211	0.5456
Well	(0.0444)	(0.0541)	(0.0393)	(0.0414)
English Not	0.6369	-0.0655	0.5055	-0.0864
At All	(0.0272)	(0.0377)	(0.0308)	(0.0358)

Source: 2010 ACS 1-year file, 2010 Census Unedited File (CUF), and 2010 Numident.

Notes: The 2010 Census self-response is non-blank response to the first mailing, and only NRFU-eligible housing units are included. ACS self-response is mail response. These regressions are estimated by linear probability models (LPM), weighted by ACS person weights. The standard errors are in parentheses. The standard errors are bootstrapped using 80 ACS replicate weights. The base categories are non-Hispanic white for race/ethnicity, less than high school for educational attainment, no income for household income, and speaks only English at home for English ability. The number of observations is 1,418,000 (unweighted) and 96,540,000 (weighted).

BC-DOC-0000034865

PX-102

*** INTERNAL CENSUS USE ONLY***

Alternative Sources of Citizenship Data for the 2020 Census

Prepared for:	John M. Abowd
Through:	John L. Eltinge
Prepared by:	Michael Berning, J. David Brown, Misty Heggeness, Shawn Klimek, Lawrence Warren, and Moises Yi
Disclosure review:	Amy Lauger (CBDRB-2017-CDAR-001) The statistics in this report may be released to the public.
Date:	December 22, 2017

Introduction

The Census Bureau has provided estimates of the Citizen Voting Age Population by Race and Ethnicity (CVAP)[1] and data to support redistricting under Public Law 94-171 (PL94) and Section 2 of the Voting Rights Act.[2] This paper examines alternative sources for the citizenship data, specifically the addition of a question on the 2020 decennial instrument or the integration of administrative records on citizenship into the 2020 Census Edited File (CEF). In 2011, when they were released, the PL94 data from the 2010 Census had a reference date of April 1, 2010. The CVAP data released in February 2011 were based on the 5-year American Community Survey (ACS) data from 2005-2009. In addition, the 2011 CVAP data

[1] https://www.census.gov/programs-surveys/decennial-census/about/voting-rights/cvap.html

[2] https://www.census.gov/rdo/data/2010 census.html

BC-DOC-0000034866

were based on Census 2000 block group geography while the PL94 data were based on 2010 Census block geography. The difficulty in integrating these two data tools for redistricting and enforcement of the Voting Rights Act was directly cited by the Department of Justice in its December 12, 2017 letter to Dr. Ron Jarmin, who was performing the non-exclusive functions and duties of the Director on that date.

Data from Household Questionnaires and Administrative Sources

The Census Bureau currently has four surveys containing citizenship questions. Citizenship is collected on the American Community Survey (ACS), the Current Population Survey (CPS), the American Housing Survey (AHS), and the Survey of Income and Program Participation (SIPP), and all persons in the household are in universe. The ACS, CPS, and AHS distinguish between citizens born in the United States, in U.S. territories, abroad to U.S. parents, and of foreign nativity but naturalized. SIPP collapses citizenship into a binary indicator of whether or not one is a citizen.[3] Table 1 shows how much of the 2010 Census these sources cover. By linking citizenship data collected from the household surveys listed below to the 2010 Census, we can identify directly reported citizenship for approximately 14.4% of the total population.

The integration of these surveys with the 2010 Census is based on the Protected Identification Key (PIK) added to all files using the Person Identification Validation System (PVS). From 2000 to 2015, a small number of the PIKs in these surveys do not match records in the 2010 Census. The nonmatch rate is less than 0.2% for all years, with a minimum of less than 0.1% in 2010.

[3] This information is from the Master Demographic Pilot Report.

BC-DOC-0000034867

Table 1. Citizenship in Household Surveys Linked to the 2010 Decennial by Demographics

	Household Surveys Linked to 2010 Decennial							2010 Decennial	
	Noncitizen		Citizen		Missing		Total		
	N	(%)	N	(%)	N	(%)	(%)	N	(%)
Total Population	1,523,000		43,090,000		1,192,000		**100.0**	308,745,538	**100.0**
								Coverage	*14.4*
Sex									
Female	785,000	1.7	22,380,000	48.9	613,000	1.3	**51.9**	157,000,000	**50.8**
Male	738,090	1.6	20,710,000	45.2	579,000	1.3	**48.1**	151,800,000	**49.2**
Race									
White	729,000	1.6	35,320,000	77.1	837,000	1.8	**80.5**	227,200,000	**73.6**
Black	127,000	0.3	4,157,000	9.1	172,500	0.4	**9.7**	40,400,000	**13.1**
American Indian, Aleut Eskimo	14,800	0.0	562,000	1.2	15,780	0.0	**1.3**	4,007,000	**1.3**
Asian or Pacific Islander	364,000	0.8	1,688,000	3.7	93,000	0.2	**4.7**	16,770,000	**5.4**
Other	286,800	0.6	1,358,000	3.0	74,650	0.2	**3.8**	20,400,000	**6.6**
Ethnicity									
Hispanic/Spanish	675,000	1.5	4,046,000	8 8	198,100	0.4	**10.7**	50,480,000	**16.4**
Non-Hispanic/Spanish	848,000	1.9	39,040,000	85.2	994,300	2.2	**89.3**	258,300,000	**83.7**

Source: 2010 Decennial Census and Master Demographics, U.S. Census Bureau.

Note: Household survey data unweighted. The reported population total is the official count from the 2010 Census. All other counts have been rounded.

P000147

BC-DOC-00000034868

The Census Bureau has acquired multiple national administrative record sources that include citizenship data, as shown in Table 2.

Table 2. National Administrative Record Sources with Citizenship Fields

Currently In Census Inventory	Universe
Social Security Administration Numident	Quarterly Transactions
Temporary Assistance to Needy Families	Program Applicants
Bureau of Prisons	Federal Prison Inmates
Potential New Acquisitions	**Universe**
USCIS Citizen Data	Population
Real ID Act Data	Driver's License Applicants
FHA Loan Applications	Loan Applicants
State Department Expatriates	Students studying aboard and embassies registrations
Medicare/Medicaid Loan Applications	Program Applicants

Whether or not citizenship data are collected on the 2020 Census questionnaire, it would be consistent treatment to use administrative records to edit and/or impute the citizenship variable, when necessary.

From the sources in Table 2, the Census Numident is the most complete and reliable administrative record source of citizenship data currently available. The Numident file is a record of applications for Social Security cards. Unique, life-long SSNs are assigned to individuals based on these applications. A full record of all changes to the information (such as change of name) is also maintained. To obtain a

BC-DOC-0000034869

Social Security Number, the applicant must provide documented identifying information to the Social Security Administration (SSA). Through the "enumeration at birth" program, children can be issued a Social Security Number (SSN) when they are born. Examples of data elements on a Numident record include name, date and place of birth, parents' names, and date of death.

As shown in Table 3, 90 percent of persons in the 2010 Census can be matched to the Protected Identification Key (PIK).[4] Once a PIK is assigned, virtually every record is matched to the Census Numident (>99%). Nearly all the PIKs not in the Numident are Individual Taxpayer Identification Numbers (ITIN), which are held by noncitizens for IRS tax filing reasons. Among persons with non-blank citizenship in the Numident, 91 percent are U.S. citizens. Around 21 percent of the Numident records have a blank for citizenship. The Social Security Administration did not require evidence of citizenship until 1972.[5] Many older persons thus did not report citizenship when applying for an SSN. We investigate this issue further below.

---

[4] See NORC (2011) and Layne, Wagner and Rothhaas (2014) for details about the process used to assign and the quality of the PIKs used in data linkage at the Census Bureau.

[5] A detailed history of the SSN is available at https://www.ssa.gov/policy/docs/ssb/v69n2/v69n2p55.html (Exhibit 1).

BC-DOC-0000034870

Table 3. PIK Coverage of the 2010 Decennial Census and Numident Citizenship Distribution

	Count	Percent of Decennial Population	Percent of Matched Sample
No PIK, not sent to PVS	10,367,975	3.4	
No PIK, failed in PVS	19,198,234	6.2	
PIK, but not in Numident, not ITIN	8,871	0.0	
PIK, but not in Numident, is ITIN	1,566,645	0.5	
Blank Citizenship	57,914,337	18.8	20.9
U.S. Citizen	200,422,211	64.9	72.2
Legal Alien, authorized to work	18,198,545	5.9	6.6
Legal Alien, not authorized to work	444,727	0.1	0.2
Other	259,674	<0.1	<0.1
Alien Student, restricted work authorized	184,673	<0.1	<0.1
Conditionally Legalized Alien	179,646	<0.1	<0.1
Total	308,745,538	100.00	100.00

PVS is the Person Identification Validation System.

P000150

BC-DOC-00000034871

One of the reasons why some person records fail to receive a PIK is insufficient personally identifiable information, which is the case for the 3.4 percent of records not sent to the Person Identification Validation System (PVS), as shown in Table 3. It is thus likely that many of the same records for which it is not possible to link in citizenship information due to a lack of a PIK also have imputed values for other demographic variables. Tables 4A-4C show that imputation rates are much higher for 2010 Decennial Census person records lacking a PIK, especially for date of birth (a characteristic which may be hard for proxy respondents to report on behalf of their neighbors, for example).

Table 4A. 2010 Decennial Census Gender Source, PIK vs. non-PIK Records

	With PIK	No PIK
As reported	98.7	75.4
From first name	1.3	1.4
Value edited for household consistency	<0.1	0.4
Allocated from hot deck	0.0	2.1
Allocated from consistency check	<0.1	<0.1
Substituted	<0.1	20.7
Percent of Sample	90.9	9.1

The number of observations is 304,450,000. Group Quarters are excluded.

BC-DOC-0000034872

Table 4B. 2010 Decennial Census Date of Birth Source, PIK vs. non-PIK Records

	With PIK	No PIK
Fully reported date of birth	96.0	35.7
Only day of month allocated	0.2	0.5
Month and day both allocated	0.3	1.7
Year of birth created from two-digit year	0.7	0.5
DOB allocated consistent with reported age	1.6	16.4
DOB allocated consistent with allocated age	1.3	24.7
Substituted	0.0	20.7
Year of birth of householder or spouse adjusted to be consistent with number of children	<0.1	<0.1
Percent of Sample	90.9	9.1

The number of observations is 304,450,000. Group Quarters are excluded.

Table 4C. 2010 Decennial Census Race Source, PIK vs. non-PIK Records

	With PIK	No PIK
As reported	96.6	68.6
Code changed through consistency edit	<0.1	<0.1
Assigned race from response in Hispanic question	<0.1	<0.1
Allocated from within household	1.5	4.1
Allocated from hot deck	0.7	5.9
Substituted	0.0	20.7
Assigned race from previous census response	1.2	0.7
Percent of Sample	90.9	9.1

The number of observations is 304,450,000. Group Quarters are excluded.

BC-DOC-0000034873

The Estimated Effects of Including a Citizenship Question on the 2020 Census

We also study how including the citizenship question might affect response rates by comparing first mailing response rates in the 2010 Decennial and the 2010 ACS for the same housing units. An important difference between the two questionnaires is that the ACS questionnaire contains citizenship questions, and the Decennial Census does not. Households with noncitizens could be particularly sensitive to the inclusion of citizenship questions. Here we focus on housing units that received a mailing (housing units in the initial mailing and that did not have mail returned as Undeliverable as Addressed (UAA)) and which were not classified as a vacant or delete. The housing units are divided into two groups, those where at least one person is a noncitizen in the Census Numident and has been assigned to this housing unit in the 2010 Census Match Study's administrative records person-place (PIK-MAFID) crosswalk, and those where all of the persons are citizens in the Census Numident.

Table 5 shows the 2010 Census and ACS response rates for these two groups. The self-response rate is higher for 2010 Census than for the ACS for both citizenship categories, presumably reflecting the higher burden of the ACS. The citizens[6] response rate is greater than the noncitizen rate in each survey, suggesting that noncitizens have a lower participation rate in general. Most important for this study is understanding how the difference in self-response rate across groups varies between the 2010 Census

[6] Citizens include those born in the U.S., those born abroad to U.S. parents, and naturalized.

BC-DOC-0000034874

and ACS. While the self-response rate for citizen households is 13.8 percentage points lower in the ACS than in the 2010 Census, the self-response rate for households with at least one noncitizen is 18.9 percentage points lower for the ACS than the self-response rate to the 2010 Census, which is a 5.1 percentage point difference between the two categories. Though there could be other reasons why households with noncitizens are particularly unwilling to respond to the ACS, this evidence is consistent with citizenship questions being more sensitive for households with noncitizens.

Table 5. Comparison of 2010 ACS and 2010 Decennial Census Response Rates, by 2010 Numident Citizenship Status

	Response rate (%)		Difference	Row Percent
(Numident Status)	Census	ACS		
Citizen	79.9	66.1	13.8	94.1
Not Citizen	71.5	52.6	18.9	5.9

The sample size is 929,000 households.

Other proxy measures for understanding response sensitivity to questions of citizenship can be examined with longitudinal data. Using the 2014 SIPP longitudinal panel waves 1 and 2, Table 6 shows household response rates for citizens and noncitizens. Noncitizens made up around 6% of the 2014 SIPP survey. Of persons living in households where at least one individual did not respond to the survey questionnaire, noncitizens made up around 8%.

BC-DOC-0000034875

Table 6. Noncitizens and Non-Response in the 2014 Survey of Income and Program Participation

	Wave 1		Wave 2	
	(%)	(se)	(%)	(se)
Noncitizens	6.1	(0.144)	5.7	(0.096)
At least one member in the noncitizen household did not respond	7.9	(0.473)	8.5	(0.351)

Source: 2014 SIPP, Waves 1 and 2
Note: Citizenship status refers to status in Wave 1.

To get a sense of the quality of the survey and administrative citizenship data, we compared ACS and Census Numident responses for the same PIKs. Table 7A shows that over 99 percent of the blanks are U.S. citizens in the ACS, so it is highly likely that persons with blanks for citizenship in the Numident are U.S. citizens. Among those who are legal resident noncitizens in the Numident, roughly 40 percent say they are U.S. citizens, nearly all via naturalization. This suggests that either the Numident citizenship data are out of date, or that there is a tendency for noncitizen ACS respondents to report being U.S. citizens. To provide context for these discrepancies, note that the share of the stock of legal permanent residents who became naturalized citizens was 8.3 percent, 6.0 percent, and 4.9 percent in 2008, 2009, and 2010, respectively, suggesting that the Numident data would need to be several years out of date to explain the observed discrepancies, if the ACS data are accurate.[7] If the Census Bureau obtains the U.S.

[7] The data on naturalizations come from https://www.dhs.gov/sites/default/files/publications/Naturalizations_2010.pdf,

BC-DOC-0000034876

Citizen and Immigration Services (USCIS) citizenship file, we would be able to measure how up to date the Numident citizenship information is.

One way discrepancies can occur between the ACS and Numident citizenship information is incorrect PIK linkages. In Table 7B we include only PIKs that have median or above PVS scores in the linking attempt matching on the most information (geosearch pass 1). The discrepancies are smaller for the cases where the PIK is a citizen in the Numident, but they are larger where the PIK is a noncitizen in the Numident. This suggests that the significant discrepancies with the ACS when the PIK is a noncitizen in the Numident are not due to linkage errors with the PIKs.

---

and estimates for the stock of legal permanent residents come from https://www.dhs.gov/immigration-statistics/population-estimates/LPR.

BC-DOC-0000034877

Table 7A. Comparison of 2010 ACS and 2010 Numident Citizenship, All PIKs

ACS\Numident	Blank	A=US. Citizen	B=Legal Alien, authorized to work	C=Legal Alien, not authorized to work	D=other	E=Alien Student, restricted work authorized	F= Conditi-onally legalized alien	Row Percent
Yes, Born Citizen	95.1	96.6	3.8	3.6	11.6	2.0	5.6	91.0
Yes, Naturalized	4.1	3.2	36.9	37.3	11.0	47.2	42.4	5.3
Not a Citizen	0.8	0.3	59.3	59.1	77.3	50.7	51.9	3.7
Column Percent	24.8	69.5	5.3	0.1	<0.1	<0.1	<0.1	

The number of observations is 4,022,000.

Table 7B. Comparison of 2010 ACS and 2010 Numident Citizenship, Higher Quality PIKs

ACS\Numident	Blank	A=US. Citizen	B=Legal Alien, authorized to work	C=Legal Alien, not authorized to work	D=other	E=Alien Student, restricted work authorized	F= Conditi-onally legalized alien	Row Percent
Yes, Born Citizen	97.2	97.9	2.7	2.8	26.4	2.4	8.6	95.4
Yes, Naturalized	2.4	2.0	44.0	40.9	17.4	45.8	47.1	3.1
Not a Citizen	0.4	<0.1	53.3	56.4	56.2	51.9	44.3	1.5
Column Percent	28.1	69.5	2.3	<0.1	<0.1	<0.1	<0.1	

The number of observations is 2,168,000. Only PIKs with a median or above score in the Person Identification Validation System (PVS) geosearch module pass 1 are included here.

P000157

BC-DOC-0000034878

Table 8 shows the ACS citizenship response distribution for ITINs. About 7 percent report being citizens, though only noncitizens should have ITINs.

Table 8. 2010 ACS Citizenship Responses for ITINs

	ITIN
Yes, Born Citizen	4.9
Yes, naturalized	2.4
Not a citizen	92.7

The number of observations is 42,000.

We next examine how the discrepancies between the ACS and Numident citizenship responses vary by whether the household responds to the first mailing vs. different kinds of follow-up. We restrict the ACS sample to the population of individuals in households that received a mail-in form A self-response in our sample refers to an individual being part of a household that successfully responded to a first ACS mailing. An individual is classified as a "Mail Follow-up" (Mail FU) if that person responded to a follow-up mailing. Lastly, an individual is classified as CATI/CAPI if that person did not respond to the initial mailing and ended up receiving a telephone or in-person follow-up interview. To assess the reported citizenship in the ACS, we consider individuals in our ACS sample who also match to the Numident, giving us an additional source of citizenship information In the Numident, we classify all citizen categories as well as missing citizenship as citizens, for the reasons given above.

Table 9 shows the distribution of ACS outcomes for individuals who are also classified as citizen or noncitizen in the Numident. Regardless of the response mode, individuals classified as citizens in

BC-DOC-0000034879

the Numident also reply that they are citizens in the ACS, while nearly half of those classified as noncitizens in the Numident report being citizens. Thus, the patterns shown in Table 7 vary little by response mode.

Table 9. Comparison of 2010 ACS and 2010 Numident Citizenship by Response Type

ACS\Numident	Citizen	Not Citizen	Row Percent
Citizen, (Resp.)	63.9	22.7	61.6
Not Citizen, (Resp.)	0.2	29.2	1.8
Citizen, (Mail FU)	21.1	9.9	20.5
Not Citizen, (Mail FU)	0.1	13.9	0.9
Citizen, (CATI/CAPI)	14.6	8.5	14.2
Not Citizen, (CATI/CAPI)	0.1	15.8	1.0
Column Percent	94.4%	5.6%	

The number of observations is 3,752,000 individuals. Mail FU is Mail Follow-up, CATI is Computer-Assisted Telephone Interview, and CAPI is Computer-Assisted In-Person Interview.

Other Potential Administrative Record Sources of Citizenship Data

There are several additional administrative sources of citizenship information that the Census Bureau could consider trying to obtain. Most important are the USCIS citizenship and noncitizen legal resident files. The citizenship file could be used to evaluate the quality of the Numident citizenship data, and in particular, how quickly it is updated. The legal non-resident file could serve as an additional reference file, so that more noncitizens can be given Census PIKs.

BC-DOC-0000034880

Another likely useful source of citizenship is state drivers' license data. The REAL ID Act of 2005 requires evidence of citizenship to obtain a driver's license. This has been fully implemented in 28 states, and the others have waivers. The Department of Homeland Security is overseeing implementation of the law. Starting January 22, 2018, passengers with a driver's license issued by a state that is still not compliant with the REAL ID Act (and has not been granted an extension) will need to show an alternative form of acceptable identification for domestic air travel to board their flight. Each state must agree to share its motor vehicle database with all other states. This database must include, at a minimum, all the data printed on the state driver's licenses and ID cards, plus drivers' histories.[8] These databases could become an important source of citizenship data.

Other potential sources include FHA loan applications and Medicare and Medicaid applications.

It would also be useful to obtain data on U.S. expatriates from the U.S. State Department. The State Department may have data on students studying abroad and expatriates registering with embassies. These data would prevent these PIKs from being mistakenly included in the administrative record person-place crosswalk.

It is worth noting that others who are interested in noncitizens have used administrative records to estimate stay rates and other relevant characteristics.

---

[8] There is some debate about whether a national database is being created from these data. DRS says this isn't the case, but see https://papersplease.org/wp/2016/02/1/how-the-real-id-act-is-creating-a-national-id-database/.

BC-DOC-0000034881

Finn (2014) developed stay rates for students in science education by linking social security numbers of students enrolled in science programs with the Internal Revenue Service (IRS) tax records.

Not only is using administrative records potentially a more accurate measure of citizenship, but it is also cost efficient. The Bureau already acquires SSA Numident information on a quarterly basis. To collect that information through self-report by adding questions to the 2020 decennial would require additional unnecessary costs and burden to the Bureau.

Implementation for the 2020 Census

The direct solution to supporting redistricting in the manner requested by the Department of Justice is to make a citizenship variable available on the 2020 Census Edited File (CEF), the internal, confidential data file from which the PL94 tabulations are produced. If citizenship were available on that file, the PL94 tabulations could be restructured to include direct estimates of the citizen voting age population by race and ethnicity at the block level. These tabulations would have essentially the same accuracy as current PL94 and Summary File 1 (SFI) data. We recommend provisioning the citizenship variable onto the CEF by record linkage using the national administrative data discussed above.

Once the citizen tabulation variable is added to the CEF, it would be available to the 2020 Disclosure Avoidance Subsystem (DAS) for inclusion in a modified version of the proposed P2 table "Race/Ethnicity for the Population Age 18 and Over" where "Population Age 18 and Over" would be replaced by "Citizen Population Age 18 and Over." This revision would allow the use of the same

BC-DOC-0000034882

disclosure avoidance methodology, state-of-the-art differential privacy, currently available for the 2018 End-to-End Test and the enhanced methods, integrated PL94 and SFI protection, planned for the 2020 Census itself. This version of P2 would be the first PL94 data produced at the block-level with estimates of the citizen voting age population by race and ethnicity and with accuracy comparable to the accuracy of the P1 "Total population" table. The P1 and P2 tables would tabulate race and ethnicity in the same manner as currently proposed. Tables P42 "Group Quarters Population by Group Quarters Type" and H1 "Occupancy Status" would not be modified. The 2020 Census questionnaire would not be altered, and the field operations would not have to be expanded to compensate for the lower rate of voluntary compliance predicted for a census that asks the citizenship question directly.

References

Finn, Michael G., 2014, "Stay Rates of Foreign Doctorate Recipients from U.S. Universities, 2011," Oak Ridge Institute for Science and Education. https://pdfs.semanticscholar.org/7a4c/49e7878730bS87201548338aa6052e2401b7.pdf.

Layne, Mary, Deborah Wagner, and Cynthia Rothhaas, 2014, "Estimating Record Linkage False Match Rate for the Person Identification Validation System," CARRA Working Paper #2014-02.

NORC, 2011, "Final Report: Assessment of the U.S. Census Bureau's Person Identification Validation System," University of Chicago: Bethesda, MD.

BC-DOC-0000034883

Summary of the process for using administrative records to add citizenship to the 2020 Census microdata and produce block-level tabulations from the enhanced data

Background: Currently, the Census Bureau produces the PL94-171 redistricting (PL94) data, which are block-level tabulations of total population and voting-age population by race and ethnicity using the OMB-approved categories, from the decennial census. These data are mandated by 13 U.S.C. Section 141, and must be released by April 1st of the year following a decennial census. The Bureau also produces the Citizen Voting-Age Population by Race and Ethnicity (CVAP) data, which are block-group-level tabulations of the citizen voting-age population by the same race and ethnicity categories. These tabulations are produced from the most recent five-year ACS data and released annually in February. State redistricting offices use PL94, CVAP, and other sources to draw new Congressional and legislative districts that conform to the one-person, one-vote mandate and the Voting Rights Act. The Department of Justice uses PL94 and CVAP to enforce the Voting Rights Act. Both products were designed with extensive input from their stakeholders. Because the PL94 data are tabulated from the universe person-level Census microdata file, they are treated as exact block-level tabulations, although they have been subjected to the Bureau's disclosure avoidance algorithms, known as confidentiality edits. The CVAP data are based on the ACS sample, and are released with block-group-level margins of error. The statistical fusion of the PL94 and CVAP data

BC-DOC-0000034884

to produce block-level citizen voting-age population by race and ethnicity necessarily involves modeling, and produces block-level estimates that may have very large margins of error inherited from the CVAP block-group-level MOEs.

Request: We received a Department of Justice request to produce more accurate block-level CVAP tabulations by asking the citizenship question on the 2020 Census, and incorporating those responses into block-level tabulations instead of using the ACS data. We believe higher quality dataproposed linking an administrative record-sourced citizenship status variable directly to the 2020 final edited microdata file, and tabulating CVAP from those data instead of putting citizenship directly on the 2020 Census questionnaire.

Method: We currently use the PVS system to add a PIK to the confidential 2020 Census universe person and household microdata outside the decennial census production system. The current decennial census production system accepts these PIKed data for downstream processing. External to the decennial census processing system, we would create a universe "best citizenship" variable from NUMIDENT, United States Citizen and Immigration Services (USCIS), and possibly other sources, using methods similar to the ones we have used to link other administrative variables into production tabulation systems. The "best citizenship" variable would be linked to the confidential 2020 Census person-level microdata record using the PIK.

Tabulations and Disclosure Avoidance: A version of the redistricting data would be created tabulating citizen voting age population by race

BC-DOC-0000034885

and ethnicity at the block level. These tabulations would be protected using the new differential privacy disclosure limitation system being implemented for all 2020 Census tabulations. The differential privacy system provides global confidentiality protection guarantees that account for the information in all 2020 publications and are provably resistant to all future external data at a level controlled by the global confidentiality budget. The new block-level CVAP tabulation would share the global confidentiality budget of the 2020 Census, not augment it. Whether we would release this product as a substitute for voting-age tabulations or a supplement has not been determined.

Abowd to Jarmin
January 19, 2018
Pre-decisional

BC-DOC-0000034886

Federal Register
Vol. 84, No. 136
Tuesday, July 16, 2019

Presidential Documents

Title 3—

The President

Executive Order 13880 of July 11, 2019

Collecting Information About Citizenship Status in Connection With the Decennial Census

By the authority vested in me as President by the Constitution and the laws of the United States of America, it is hereby ordered as follows:

Section 1. *Purpose.* In *Department of Commerce* v. *New York*, No. 18–966 (June 27, 2019), the Supreme Court held that the Department of Commerce (Department) may, as a general matter, lawfully include a question inquiring about citizenship status on the decennial census and, more specifically, declined to hold that the Secretary of Commerce's decision to include such a question on the 2020 decennial census was "substantively invalid." That ruling was not surprising, given that every decennial census from 1820 to 2000 (with the single exception of 1840) asked at least some respondents about their citizenship status or place of birth. In addition, the Census Bureau has inquired since 2005 about citizenship on the American Community Survey—a separate questionnaire sent annually to about 2.5 percent of households.

The Court determined, however, that the explanation the Department had provided for including such a question on the census was, in the circumstances of that case, insufficient to support the Department's decision. I disagree with the Court's ruling, because I believe that the Department's decision was fully supported by the rationale presented on the record before the Supreme Court.

The Court's ruling, however, has now made it impossible, as a practical matter, to include a citizenship question on the 2020 decennial census questionnaire. After examining every possible alternative, the Attorney General and the Secretary of Commerce have informed me that the logistics and timing for carrying out the census, combined with delays from continuing litigation, leave no practical mechanism for including the question on the 2020 decennial census.

Nevertheless, we shall ensure that accurate citizenship data is compiled in connection with the census by other means. To achieve that goal, I have determined that it is imperative that all executive departments and agencies (agencies) provide the Department the maximum assistance permissible, consistent with law, in determining the number of citizens and noncitizens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective. When the Secretary of Commerce decided to include the citizenship question on the census, he determined that such a question, in combination with administrative records, would provide the most accurate and complete data. At that time, the Census Bureau had determined based on experience that administrative records to which it had access would enable it to determine citizenship status for approximately 90 percent of the population. At that point, the benefits of using administrative records were limited because the Department had not yet been able to access several additional important sets of records with critical information on citizenship. Under the Secretary of Commerce's decision memorandum directing the Census Bureau "to further enhance its administrative record data sets" and "to obtain as many additional Federal and state administrative records as possible," the Department has sought access to several such sets of records maintained by other agencies, but it remains in negotiations to secure access.

BC-DOC-0000034887

The executive action I am taking today will ensure that the Department will have access to all available records in time for use in conjunction with the census.

Therefore, to eliminate delays and uncertainty, and to resolve any doubt about the duty of agencies to share data promptly with the Department, I am hereby ordering all agencies to share information requested by the Department to the maximum extent permissible under law.

Access to the additional data identified in section 3 of this order will ensure that administrative records provide more accurate and complete citizenship data than was previously available.

I am also ordering the establishment of an interagency working group to improve access to administrative records, with a goal of making available to the Department administrative records showing citizenship data for 100 percent of the population. And I am ordering the Secretary of Commerce to consider mechanisms for ensuring that the Department's existing data-gathering efforts expand the collection of citizenship data in the future.

Finally, I am directing the Department to strengthen its efforts, consistent with law, to obtain State administrative records concerning citizenship.

Ensuring that the Department has available the best data on citizenship that administrative records can provide, consistent with law, is important for multiple reasons, including the following.

First, data on the number of citizens and aliens in the country is needed to help us understand the effects of immigration on our country and to inform policymakers considering basic decisions about immigration policy. The Census Bureau has long maintained that citizenship data is one of the statistics that is "essential for agencies and policy makers setting and evaluating immigration policies and laws."

Today, an accurate understanding of the number of citizens and the number of aliens in the country is central to any effort to reevaluate immigration policy. The United States has not fundamentally restructured its immigration system since 1965. I have explained many times that our outdated immigration laws no longer meet contemporary needs. My Administration is committed to modernizing immigration laws and policies, but the effort to undertake any fundamental reevaluation of immigration policy is hampered when we do not have the most complete data about the number of citizens and non-citizens in the country. If we are to undertake a genuine overhaul of our immigration laws and evaluate policies for encouraging the assimilation of immigrants, one of the basic informational building blocks we should know is how many non-citizens there are in the country.

Second, the lack of complete data on numbers of citizens and aliens hinders the Federal Government's ability to implement specific programs and to evaluate policy proposals for changes in those programs. For example, the lack of such data limits our ability to evaluate policies concerning certain public benefits programs. It remains the immigration policy of the United States, as embodied in statutes passed by the Congress, that "aliens within the Nation's borders [should] not depend on public resources to meet their needs, but rather rely on their own capabilities and the resources of their families, their sponsors, and private organizations" and that "the availability of public benefits [should] not constitute an incentive for immigration to the United States" (8 U.S.C. 1601(2)). The Congress has identified compelling Government interests in restricting public benefits "in order to assure that aliens be self-reliant in accordance with national immigration policy" and "to remove the incentive for illegal immigration provided by the availability of public benefits" (8 U.S.C. 1601(5), (6)).

Accordingly, aliens are restricted from eligibility for many public benefits. With limited exceptions, aliens are ineligible to receive supplemental security income or food stamps (8 U.S.C. 1612(a)). Aliens who are "qualified aliens"—that is, lawful permanent residents, persons granted asylum, and certain

BC-DOC-0000034888

other legal immigrants—are, with limited exceptions, ineligible to receive benefits through Temporary Assistance for Needy Families, Medicaid, and State Children's Health Insurance Program for 5 years after entry into the United States (8 U.S.C. 1613(a)). Aliens who are not "qualified aliens," such as those unlawfully present, are generally ineligible for Federal benefits and for State and local benefits (8 U.S.C. 1611(a), 1621(a)).

The lack of accurate information about the total citizen population makes it difficult to plan for annual expenditures on certain benefits programs. And the lack of accurate and complete data concerning the alien population makes it extremely difficult to evaluate the potential effects of proposals to alter the eligibility rules for public benefits.

Third, data identifying citizens will help the Federal Government generate a more reliable count of the unauthorized alien population in the country. Data tabulating both the overall population and the citizen population could be combined with records of aliens lawfully present in the country to generate an estimate of the aggregate number of aliens unlawfully present in each State. Currently, the Department of Homeland Security generates an annual estimate of the number of illegal aliens residing in the United States, but its usefulness is limited by the deficiencies of the citizenship data collected through the American Community Survey alone, which includes substantial margins of error because it is distributed to such a small percentage of the population.

Academic researchers have also been unable to develop useful and reliable numbers of our illegal alien population using currently available data. A 2018 study by researchers at Yale University estimated that the illegal alien population totaled between 16.2 million and 29.5 million. Its modeling put the likely number at about double the conventional estimate. The fact is that we simply do not know how many citizens, non-citizens, and illegal aliens are living in the United States.

Accurate and complete data on the illegal alien population would be useful for the Federal Government in evaluating many policy proposals. When Members of Congress propose various forms of protected status for classes of unauthorized immigrants, for example, the full implications of such proposals can be properly evaluated only with accurate information about the overall number of unauthorized aliens potentially at issue. Similarly, such information is needed to inform debate about legislative proposals to enhance enforcement of immigration laws and effectuate duly issued removal orders.

The Federal Government's need for a more accurate count of illegal aliens in the country is only made more acute by the recent massive influx of illegal immigrants at our southern border. In Proclamation 9822 of November 9, 2018 (Addressing Mass Migration Through the Southern Border of the United States), I explained that our immigration and asylum system remains in crisis as a consequence of the mass migration of aliens across our southern border. As a result of our broken asylum laws, hundreds of thousands of aliens who entered the country illegally have been released into the interior of the United States pending the outcome of their removal proceedings. But because of the massive backlog of cases, hearing dates are sometimes set years in the future and the adjudication process often takes years to complete. Aliens not in custody routinely fail to appear in court and, even if they do appear, fail to comply with removal orders. There are more than 1 million illegal aliens who have been issued final removal orders from immigration judges and yet remain at-large in the United States.

Efforts to find solutions that address the immense number of unauthorized aliens living in our country should start with accurate information that allows us to understand the true scope of the problem.

Fourth, it may be open to States to design State and local legislative districts based on the population of voter-eligible citizens. In *Evenwel* v. *Abbott*, 136 S. Ct. 1120 (2016), the Supreme Court left open the question whether "States may draw districts to equalize voter-eligible population rather than

BC-DOC-0000034889

total population." Some States, such as Texas, have argued that "jurisdictions may, consistent with the Equal Protection Clause, design districts using any population baseline—including total population and voter-eligible population—so long as the choice is rational and not invidiously discriminatory". Some courts, based on Supreme Court precedent, have agreed that State districting plans may exclude individuals who are ineligible to vote. Whether that approach is permissible will be resolved when a State actually proposes a districting plan based on the voter-eligible population. But because eligibility to vote depends in part on citizenship, States could more effectively exercise this option with a more accurate and complete count of the citizen population.

The Department has said that if the officers or public bodies having initial responsibility for the legislative districting in each State indicate a need for tabulations of citizenship data, the Census Bureau will make a design change to make such information available. I understand that some State officials are interested in such data for districting purposes. This order will assist the Department in securing the most accurate and complete citizenship data so that it can respond to such requests from the States.

To be clear, generating accurate data concerning the total number of citizens, non-citizens, and illegal aliens in the country has nothing to do with enforcing immigration laws against particular individuals. It is important, instead, for making broad policy determinations. Information obtained by the Department in connection with the census through requests for administrative records under 13 U.S.C. 6 shall be used solely to produce statistics and is subject to confidentiality protections under Title 13 of the United States Code. Information subject to confidentiality protections under Title 13 may not, and shall not, be used to bring immigration enforcement actions against particular individuals. Under my Administration, the data confidentiality protections in Title 13 shall be fully respected.

Sec. 2. *Policy.* It is the policy of the United States to develop complete and accurate data on the number of citizens, non-citizens, and illegal aliens in the country. Such data is necessary to understand the effects of immigration on the country, and to inform policymakers in setting and evaluating immigration policies and laws, including evaluating proposals to address the current crisis in illegal immigration.

Sec. 3. *Assistance to the Department of Commerce and Maximizing Citizenship Data.* (a) All agencies shall promptly provide the Department the maximum assistance permissible, consistent with law, in determining the number of citizens, non-citizens, and illegal aliens in the country, including by providing any access that the Department may request to administrative records that may be useful in accomplishing that objective. In particular, the following agencies shall examine relevant legal authorities and, to the maximum extent consistent with law, provide access to the following records:

(i) Department of Homeland Security, United States Citizenship and Immigration Services—National-level file of Lawful Permanent Residents, Naturalizations;

(ii) Department of Homeland Security, Immigration and Customs Enforcement—F1 & M1 Nonimmigrant Visas;

(iii) Department of Homeland Security—National-level file of Customs and Border Arrival/Departure transaction data;

(iv) Department of Homeland Security and Department of State, Worldwide Refugee and Asylum Processing System—Refugee and Asylum visas;

(v) Department of State—National-level passport application data;

(vi) Social Security Administration—Master Beneficiary Records; and

(vii) Department of Health and Human Services—CMS Medicaid and CHIP Information System.

BC-DOC-0000034890

(b) The Secretary of Commerce shall instruct the Director of the Census Bureau to establish an interagency working group to coordinate efforts, consistent with law, to maximize the availability of administrative records in connection with the census, with the goal of obtaining administrative records that can help establish citizenship status for 100 percent of the population. The Director of the Census Bureau shall chair the working group, and the head of each agency shall designate a representative to the working group upon request from the working group chair.

(c) To ensure that the Federal Government continues to collect the most accurate information available concerning citizenship going forward, the Secretary of Commerce shall consider initiating any administrative process necessary to include a citizenship question on the 2030 decennial census and to consider any regulatory changes necessary to ensure that citizenship data is collected in any other surveys and data-gathering efforts conducted by the Census Bureau, including the American Community Survey. The Secretary of Commerce shall also consider expanding the distribution of the American Community Survey, which currently reaches approximately 2.5 percent of households, to secure better citizenship data.

(d) The Department shall strengthen its efforts, consistent with law, to gain access to relevant State administrative records.

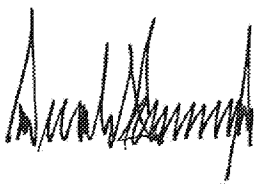
Sec. 4. *General Provisions.* (a) Nothing in this order shall be construed to impair or otherwise affect:

(i) the authority granted by law to an executive department or agency, or the head thereof; or

(ii) the functions of the Director of the Office of Management and Budget relating to budgetary, administrative, or legislative proposals.

(b) This order shall be implemented consistent with applicable law and subject to the availability of appropriations.

(c) This order is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.



THE WHITE HOUSE,
July 11, 2019.

[FR Doc. 2019–15222
Filed 7–15–19; 8:45 am]
Billing code 3295–F9–P

BC-DOC-0000034891

PLOS ONE

RESEARCH ARTICLE

The number of undocumented immigrants in the United States: Estimates based on demographic modeling with data from 1990 to 2016

Mohammad M. Fazel-Zarandi[1,2], Jonathan S. Feinstein[1], Edward H. Kaplan[1,3,4]*

1 Yale School of Management, Yale University, New Haven, CT, United States of America, **2** Sloan School of Management, Massachusetts Institute of Technology, Cambridge, MA, United States of America, **3** Yale School of Public Health, Yale University, New Haven, CT, United States of America, **4** Yale School of Engineering and Applied Science, Yale University, New Haven, CT, United States of America

* edward.kaplan@yale.edu

Check for updates

OPEN ACCESS

Citation: Fazel-Zarandi MM, Feinstein JS, Kaplan EH (2018) The number of undocumented immigrants in the United States: Estimates based on demographic modeling with data from 1990 to 2016. PLoS ONE 13(9): e0201193. https://doi.org/10.1371/journal.pone.0201193

Editor: Jeremy D Goldhaber-Fiebert, Stanford University, UNITED STATES

Received: October 2, 2017

Accepted: July 10, 2018

Published: September 21, 2018

Copyright: © 2018 Fazel-Zarandi et al. This is an open access article distributed under the terms of the Creative Commons Attribution License, which permits unrestricted use, distribution, and reproduction in any medium, provided the original author and source are credited.

Data Availability Statement: All relevant data are within the paper, its Supporting Information file, and accompanying Excel spreadsheet.

Funding: The authors received no specific funding for this work.

Competing interests: The authors have declared that no competing interests exist.

Abstract

We apply standard demographic principles of inflows and outflows to estimate the number of undocumented immigrants in the United States, using the best available data, including some that have only recently become available. Our analysis covers the years 1990 to 2016. We develop an estimate of the number of undocumented immigrants based on parameter values that tend to underestimate undocumented immigrant inflows and overstate outflows; we also show the probability distribution for the number of undocumented immigrants based on simulating our model over parameter value ranges. Our conservative estimate is 16.7 million for 2016, nearly fifty percent higher than the most prominent current estimate of 11.3 million, which is based on survey data and thus different sources and methods. The mean estimate based on our simulation analysis is 22.1 million, essentially double the current widely accepted estimate. Our model predicts a similar trajectory of growth in the number of undocumented immigrants over the years of our analysis, but at a higher level. While our analysis delivers different results, we note that it is based on many assumptions. The most critical of these concern border apprehension rates and voluntary emigration rates of undocumented immigrants in the U.S. These rates are uncertain, especially in the 1990's and early 2000's, which is when—both based on our modeling and the very different survey data approach—the number of undocumented immigrants increases most significantly. Our results, while based on a number of assumptions and uncertainties, could help frame debates about policies whose consequences depend on the number of undocumented immigrants in the United States.

Introduction

Immigration policy remains a hotly debated issue in the United States, with perhaps no aspect more controversial than how to address undocumented immigrants who do not have legal

P000171

BC-DOC-0000034892

status. Policy debates about the amount of resources to devote to this issue, and the merits of alternative policies, including deportation, amnesty, and border control, depend critically on estimates of the number of undocumented immigrants in the U.S., which sets the scale of the issue. The most widely accepted estimate of this number currently is approximately 11.3 million [1, 2]. This estimate is based on variants of the residual method [2–4]. In this method, the size of the unauthorized immigrant population residing in the United States is set equal to the estimate of the total foreign-born population minus the legally resident foreign-born population. The total foreign-born population estimate is derived from surveys that ask respondents whether they were born outside of the United States (and whether they are American citizens), specifically either the American Community Survey or the Current Population Survey. The legally resident foreign-born population is estimated using administrative data on legal admissions.

An alternative approach to estimating the size of the undocumented population follows directly from basic demographic principles. Starting from a known population size at a given date, the population size at a future date equals the starting value plus the cumulative inflows minus the cumulative outflows. We employ this approach to estimate the number of undocumented immigrants in the U.S. for each year from 1990 to 2016, using the best available data and parameter values from the academic literature and government sources. Some of the information we use has been collected and made available only recently, so our approach is timely.

Our analysis has two main outputs. First, we generate what we call our conservative estimate, using parameter values that intentionally underestimate population inflows and overestimate population outflows, leading to estimates that will tend to underestimate the number of undocumented immigrants. Our conservative estimate for 2016 is 16.7 million, well above the estimate that is most widely accepted at present, which is for 2015 but should be comparable. Our model as well as most work in the literature indicates that the population size has been relatively stable since 2008; thus 2015 and 2016 are quite comparable. For our second step, recognizing that there is significant uncertainty about population flows, we simulate our model over a wide range of values for key parameters. These parameter values range from very conservative estimates to standard values in the literature. We sample values for each key parameter from uniform distributions over the ranges we establish. In our simulations, we also include Poisson population uncertainty conditional on parameter values, thus addressing the inherent variability in population flows. Our simulation results produce probability distributions over the number of undocumented immigrants for each year from 1990 to 2016. The results demonstrate that our conservative estimate falls towards the bottom of the probability distribution, at approximately the 2.5th percentile. The mean of the 2016 distribution is 22.1 million, which we take as the best overall estimate of the number of undocumented immigrants based on our modeling approach and current data. We also show the variability in our model based on the simulations for each year from 1990 through 2016.

Methods

The model works as follows (mathematical formulation, parameter values, and data sources underlying this model are detailed in the Supporting Information). For our conservative estimate we begin with a starting 1990 population of 3.5 million undocumented immigrants, in agreement with the standard estimate [1]. The estimate of 3.5 million undocumented immigrants in 1990 is based on applying the residual method (using the 1980 and 1990 censuses), described previously, which we argue systematically underestimates the population. Thus in assuming an initial population of 3.5 million, and centering our simulations around this value,

BC-DOC-0000034893

we are almost certainly underestimating the size of the undocumented immigrant population at this date. In the simulations we assume that the starting population is drawn from a Poisson distribution with a mean of 3.5 million. It then follows that the population size at a future date equals the starting value plus the cumulative inflows minus the cumulative outflows.

Population inflows

Population inflows are decomposed into two streams: (I) undocumented immigrants who initially entered the country legally but have overstayed their visas; and (II) immigrants who have illegally crossed the border without being apprehended. We describe our approach for each source, explain the basis for our assumptions and why they are conservative, and list parameter ranges for the simulation.

(I) Visa overstays are estimated using Department of Homeland Security (DHS) data for 2016, the first year for which visa overstays were comprehensively measured [5]. To apply this data in our context we also gather data for non-immigrant visas issued for all years from 1990 [6]. For our conservative estimate we assume that for each year the rate of overstays was equal to the 2016 rate. Calibration of our model shows that this assumption is in fact quite conservative. In particular, approximately 41% of undocumented immigrants based on the current survey data approach are visa overstayers [7], which translates to a visa overstay population of 4.6 million in 2015. Our model however predicts the number of overstayers to be less than this (even though our overall estimate of the number of undocumented immigrants is higher). That is, in our model most undocumented immigrants are not overstayers, and the model produces an estimate of the number of overstayers below the estimate produced in the conventional approach based on survey data. We compute that we would need to set the visa overstay rate above the DHS 2016 rate, specifically 1.1 times that rate, for our conservative estimate to generate as many overstayers as the 4.6 million in the 11.3 million estimate. Since many overstayers leave or adjust their status within a few months of their visa expiration date, we make a further conservative adjustment and count as overstayers only those individuals who have overstayed more than 1 year. For the simulation, we set the visa overstay rate equal to the 2016 rate multiplied by a uniform draw from the range [0.5,1.5]; consistent with the discussion above, this is a relatively conservative range.

(II) Illegal Border Crossers: We estimate illegal border crossers through application of the standard repeated trials (capture-recapture) model [8–10]. The model requires as inputs statistics on the total number of border apprehensions, the number of individuals apprehended more than once in a year (recidivist apprehensions), and estimates of the deterrence rate—the fraction of individuals who give up after being apprehended and do not attempt another crossing. Given these inputs, the repeated trials model generates estimates of: (i) the apprehension rate—the probability an individual is caught trying to cross the border; and (ii) the total number of individuals who are not apprehended (they may be caught one or more times but cross successfully on a later attempt) and enter the interior of the country illegally—the number of illegal border crossers in a year. We discuss data sources and potential weaknesses of this approach here; more information and mathematical details are provided in the Supporting Information.

DHS [10, 11] provide figures for the total number of border apprehensions for every year in our timespan. They also provide information on the number of recidivist apprehensions and estimates of the deterrence rate for every year from 2005. Based on these figures and estimates they provide an estimate of the apprehension rate for each year from 2005 to 2015. Their estimate is 35% for 2005 and increases steadily, to above 50% by the end of the sample period. From their estimates we are able to derive directly estimates of the number of illegal border

BC-DOC-0000034894

crossers for each of these years. For earlier years (1990 to 2004) we must make further assumptions. Our assumptions are about the apprehension and deterrence rates, since these have been addressed in the literature; in turn we are able to generate estimates of the number of illegal border crossers in earlier years based on these assumptions (see the Supporting Information for analytic details).

Most experts agree that the apprehension rate was significantly lower in earlier years [12, 13]. A recent study [12] using data from the Mexican Migration Project estimates this rate for every year from 1990 to 2010; estimates in the 1990's begin from the low twenties and range upwards to approximately 30%. A second study estimates the rate for 2003 at around 20% [13]. Given these estimates, and the general view that apprehension rates have risen, for our conservative estimate we assume that the apprehension rate in years 1990-2004 was equal to the average rate in years 2005-10 or 39%; this is well above the rates discussed in the literature for earlier years and thus tends to reduce our estimate of the number of undocumented immigrants since it implies a larger fraction are apprehended at the border. For our simulation we assume a uniform distribution over the range [0.25,0.40] for the earlier years, still above the average rates in the literature for these years.

Additional facts support the view that the apprehension rate has increased in recent years. The number of border agents has increased dramatically over the timespan of our analysis [14], and the number of hours spent by border agents patrolling the immediate border area has increased by more than 300% between 1992- 2004 [15]. Further, new infrastructure (e.g., fences) and technologies (e.g., night vision equipment, sensors, and video imaging systems) were also introduced during this period [15]. Thus the apprehension rate we use for earlier years almost certainly overstates the actual apprehension rate and therefore underestimates the number of successful crossings. However, we note that these additional border resources may have been concentrated in certain locations and it remains a possibility that apprehension rates were higher in earlier years. We note finally that in using data only on Southern Border crossings we again are conservative in our approach, not accounting for illegal crossings along other borders.

Notwithstanding our view that we make conservative choices in setting up our model and parameter values, we acknowledge that border apprehension rates for the 1990's are not based on as well-developed data sources as estimates for more recent years. Thus it remains a possibility that these rates are higher than we believe. One aspect of this uncertainty concerns deterrence. When deterrence is higher border crossings will fall. Most researchers believe deterrence has increased in recent years [8, 12]. We note that reference [12] estimates that the probability of eventual entry after multiple attempts on a single trip in the 1990s is close to one, indicating almost no deterrence in the earlier period. One piece of evidence in support of this is data on the voluntary return rate, which refers to the percentage of individuals apprehended at the border who are released back to their home country without going through formal removal proceedings and not being subjected to further penalties. Voluntary returns are thus not "punished" and thus are less likely to be deterred from trying to cross the border in the future, compared with individuals who are subjected to stronger penalties. The voluntary return rate has fallen in recent years, from 98% between 2000 and 2004 to 84% between 2005 and 2010. Thus, at least based on this measure deterrence efforts have increased. However, this does not conclusively demonstrate that deterrence was lower in earlier years and it remains a possibility that it was higher, which would tend to reduce our estimates of the number of undocumented immigrants. In conclusion we note that although there is much uncertainty about the border apprehension rate, it would have to be very high, above 60% for earlier years, in order to generate estimates of the 2015 population of undocumented immigrants in the range of the current widely accepted estimate of just over 11 million (this is based on analyzing

BC-DOC-0000034895

our model using the conservative estimate values for all other parameters). This seems implausible based on our reading of the literature.

Population outflows

Population outflows are broken into four categories: (I) voluntary emigration; (II) mortality; (III) deportation; and (IV) change of status from unauthorized to lawful.

(I) Voluntary emigration rates are the largest source of outflow and the most uncertain based on limited data availability. It is well accepted that voluntary emigration rates decline sharply with time spent in the country [16]; thus we employ separate emigration rates for those who have spent one year or less in the U.S., 2-10 years, or longer. We use the following values for our conservative estimate. First, for those who have spent one year or less we assume a voluntary emigration rate of 40%. This estimate is based on data for the first-year visa overstay exit rate (the fraction of overstayers who left the country within one year from the day their visa expired) for 2016 [17], which is in the lower thirty percent range (the rate for 2015 is similar). We note that the rate for visa overstayers is very likely a substantial overestimate for illegal border crossers, who are widely viewed as having a lower likelihood of exiting in the first year, especially in more recent years [12]. The 40% first-year emigration rate that we assume is well above the standard values in the literature [4, 12, 16, 18], which range from 1% to 25%. Hence this assumption contributes to making our estimate of the number of undocumented immigrants in the country a conservative one. For years 2-10 we assume a rate of 4% per year. This is the upper bound among estimates in the literature, which lie between 0.01 to 0.04 [4, 16, 18]. Lastly, for years 10 and above, published estimates of the emigration rate typically fall around 1%; we set this rate to 1% per year in line with these estimates. Note that given the extremely high 40% emigration rate that we assume for those who have only been in the country for one year or less, overall annual emigration rates in our model simulation are significantly higher than those found in the literature or government sources. To further enhance the conservatism of our model, we assume that all undocumented immigrants present at the beginning of 1990 have been here for only one year.

For our simulation analysis we divide first-year voluntary emigration into two categories, visa overstayers and illegal border crossers. For visa overstayers we assume the first-year rate falls in the range [.25,.50] (uniform) for each year; based on the discussion in the preceding paragraph and literature cited there, this is a relatively conservative range with midpoint 37.5% above nearly all accepted estimates. For illegal border crossers there is data indicating that first-year voluntary emigration rates vary across cohorts [12] (we are not aware of such data for visa overstayers). To incorporate this, we assume that a voluntary emigration rate is drawn for each cohort year from a uniform distribution that is specific to that cohort's year of initial entry; the lower bound of this range is set by the numbers in [12] and the upper bound is set at 0.50. Again our assumptions here are conservative, since we use an accepted value in the literature as our lower bound and allow emigration rates to range to very high values. For years 2-10 and 10 and above we use the same distributions for overstayers and illegal border crossers. For years 2-10 we draw a value from the range [.01, .05], for which the mean value of 3% is relatively high and thus conservative; and for years 10 and above we draw a value from the range [.005,.02], thus centered slightly above the standard value in the literature. We note that the first-year rate is the most critical for our analysis.

An important issue is circular flow of migrants, which refers to individuals who enter the country, then exit temporarily and re-enter a short time later. There is limited numerical data for circular flow rates. However, it is logical and recognized in the literature [12] that when border apprehension rates are higher circular flow rates for border crossers tend to diminish:

BC-DOC-0000034896

Given it will be more difficult to re-enter the country successfully later, illegal border crossers in the country will tend not to leave for temporary reasons. Thus this issue is important for illegal border crossers (but not likely to be as relevant for visa overstayers). Thus in our simulation we impose a negative correlation between the first-year emigration rate and the border apprehension rate for illegal border crossers; based on our own analysis for annual data from the best recent study [12] we use a correlation of -0.5 (see the Supporting Information for details). We note that this correlation does not substantially change the range or mean of our simulation results, but does reduce the variance.

(II) The mortality rate applied is the age-adjusted mortality rate reported by the Centers for Disease Control and Prevention [19]. For our conservative estimate we set this value at 0.7 percent, and for the simulation we draw a value from the range [0.5,1.0] percent. We view these values as conservative. Experts in the field argue that this rate overestimates mortality among undocumented immigrants [4]. To further check that our mortality rate assumptions are an overestimate and thus contribute to making our overall estimate of the number of undocumented immigrants conservative, we combined the age, gender, and country of birth distributions of undocumented immigrants reported in [2, 20] with CDC mortality rates [19]. The resulting mortality rate is much lower than the mortality rate we assume (see the Supporting Information for details). We note that the mortality rate is low relative to the voluntary emigration rate, and thus a less important parameter for the calculation we make.

Lastly, **(III)** the annual number of deportations is taken directly from DHS annual statistics [11, 21] for each year. **(IV)** The number of undocumented immigrants who change to legal status in each year is also taken directly from published data [4, 11]. We include the number of deferred action for childhood arrivals (DACA) recipients as population outflows even though such individuals remain technically undocumented, which again serves to underestimate the size of the population.

Simulation methodology

Our simulation is designed to evaluate the range of outcomes the model produces, thus taking into account important sources of variability. There are two main sources of uncertainty: parameter uncertainty, and inherent population variability conditional upon a set of parameter values. We take both sources into account, but note that the first source is the main factor contributing to the variability of the population distribution in the model.

We address parameter uncertainty by establishing ranges for key parameters. As documented above, these key parameters are (i) the visa overstay rate; (ii) the border apprehension rate for individuals attempting to cross the border illegally; (iii) the voluntary emigration rate, which is set separately for illegal border crossers and visa overstayers for the first year and then jointly for years 2-10 and years 10 and above, and for which we establish a cohort-specific range for each annual cohort for the first-year rate for illegal border crossers; and (iv) the mortality rate. For each parameter, we establish a uniform distribution over the set range (and impose a negative correlation between the border apprehension rate and first-year voluntary emigration rate for illegal border crossers). Then, in each simulation run we sample a value for each parameter from its underlying distribution. All of the ranges for the parameter distributions have been specified in the preceding sections. We also sample a value for the initial population of undocumented immigrants in 1990 from a Poisson distribution with a mean of 3.5 million, the most widely accepted estimate of the population of undocumented immigrants as of that date. See the Supporting Information for further details.

To model inherent population uncertainty given a set of parameter values, we impose a Poisson structure on our model. Specifically, the population in a particular year, conditional

BC-DOC-0000034897

on a set of parameter values, is represented as the sum of all individuals who have entered the country in previous years and have remained in the country from their year of arrival until the particular year in question. The number of entries (in Poisson terminology, arrivals) in any year is drawn from a Poisson distribution with mean dependent upon the underlying parameter values governing apprehension probabilities and visa overstays for that year, while the probability that a new immigrant remains in the country from entry until the particular year in question is determined based on the parameters governing voluntary emigration, mortality, deportation and change-of-status rates. It follows (see the Supporting Information for mathematical details) that the number of individuals who enter the country in any given year and are still in the country at some future date will also follow a Poisson distribution. Further, the number of individuals who enter in any given year and remain in the country at a future time can be considered to be statistically independent given the underlying parameter values (see the Supporting Information for details). Thus, the population of undocumented immigrants in a particular year, which is the sum of those who have entered in past years and are still in the country in the particular year in question, also follows a Poisson distribution, for the sum of independent Poisson random variables is itself Poisson distributed.

We ran 1,000,000 trials simulating the model. For each trial we recorded the total number of undocumented immigrants predicted to be in the U.S. in each year from 1990 through 2016 for that trial.

Following suggestions made by the Academic Editor based on comments made by a reviewer, we performed an additional set of simulations making even more conservative assumptions about net inflows over the period 1990-98. This is the period for which there is significant uncertainty about net inflows of undocumented immigrants. Specifically, we calibrated the model such that the net inflows are half a million per year over this period (in line with the residual method's estimates during this period) and computed the pooled number of undocumented immigrants at the end of 1998 based on this approach. We then simulated our model forward from that point using the same framework described above.

Results

Fig 1 depicts our results for year 2016, the most recent year for which we are able to produce an estimate. The graph depicts the relative frequency of the number of undocumented immigrants in the U.S.; it is a smoothed version of the histogram we generate based on simulating our model 1,000,000 times. The figure also shows our conservative estimate of 16.7 million in Red, and the most widely accepted estimate heretofore of 11.3 million in Blue on the far left. We note that this last estimate is for 2015, but should be comparable since both the estimates based on the survey approach and our modeling approach indicate that the number of undocumented immigrants has remained relatively constant in recent years. Finally, the mean estimate of 22.1 million is shown in black in the center of the distribution. It is clear from the Figure that based on the data we use, our assumptions, and our demographic model, the currently accepted estimate falls outside the range of likely values. And our conservative estimate is indeed conservative based on our modeling approach and parameter ranges, lying at approximately the 2.5th percentile of the probability distribution.

Fig 2 displays our simulation results for each year from 1990 through 2016. Our conservative estimate of the number of undocumented immigrants for each year is shown in Red, the most widely accepted estimate (through 2015) is shown in Blue, and the mean value we estimate for each year is shown in Black. The results show that our model estimates follow a similar shaped trajectory as the widely accepted current estimates do, but grow faster and are well above those estimates for every year.

BC-DOC-0000034898

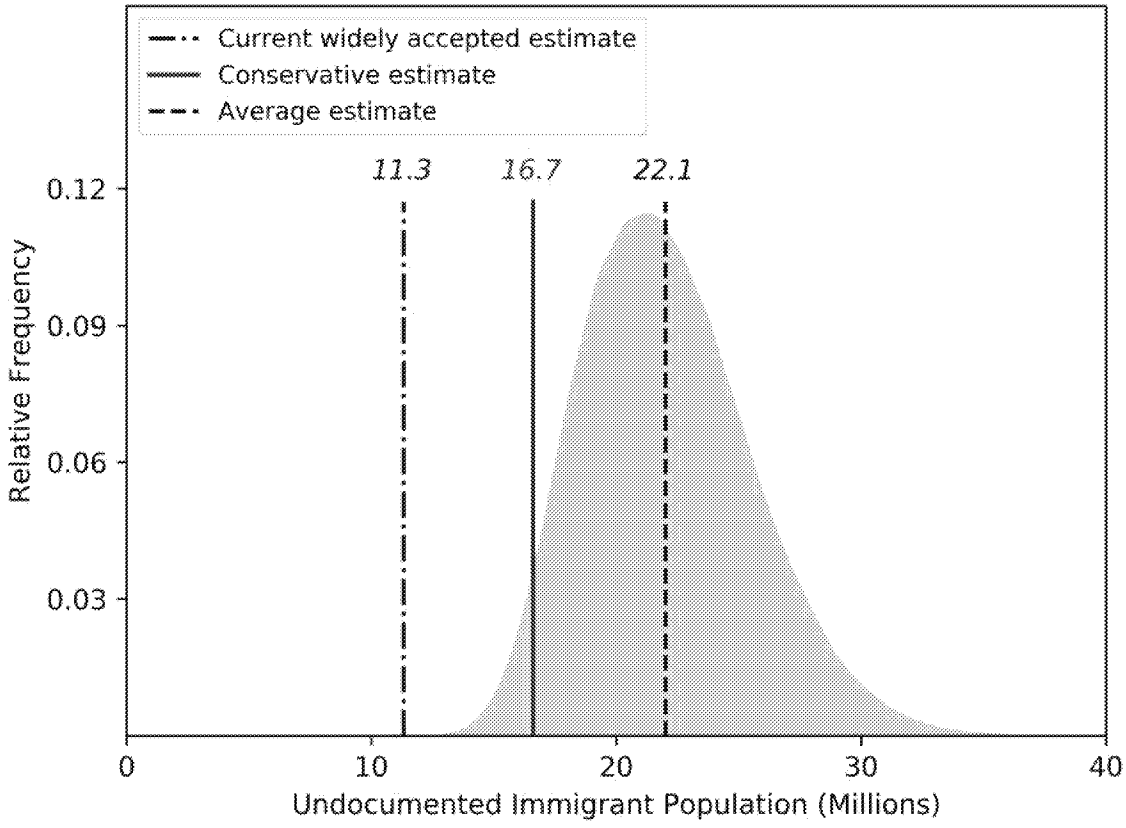


Fig 1. Relative frequency probability function for the number of undocumented immigrants in the U.S.

https://doi.org/10.1371/journal.pone.0201193.g001

The results of our analysis are clear: The number of undocumented immigrants in the United States is estimated to be substantially larger than has been appreciated at least in widely accepted previous estimates. Even an estimate based on what we view as conservative assumptions, in some cases unrealistically so, generates an estimate of 16.7 million, well above the conventional estimate of 11.3 million. The mean of our simulations, which range over more standard but still conservative parameter values, is 22.1 million, essentially twice the current widely accepted estimate; the ninety-five percent probability interval is [16.2,29.5].

Even for the scenario presuming net inflows of 0.5 million per year for 1990-98 our results still exceed the current estimates substantially. The mean estimate is 17.0 million with a 95% probability interval of 13.5 million to 21.1 million. The conservative estimate for this scenario is 14.0 million, still significantly above the widely accepted estimate of 11.3 million.

Discussion

It is currently fairly widely accepted that there are approximately 11 million undocumented immigrants in the United States. This estimate, derived from population surveys and legal immigration records, has formed the backdrop for the immigration policy debate in the United States. Using a different approach grounded in operational data, and demographic and mathematical modeling, we have arrived at higher estimates of the undocumented immigrant population.

A possible explanation for the discrepancy in these results is that the survey-based approach taken in [2–4] must surmount two challenges. First, it requires reaching a representative

P000178

BC-DOC-0000034899

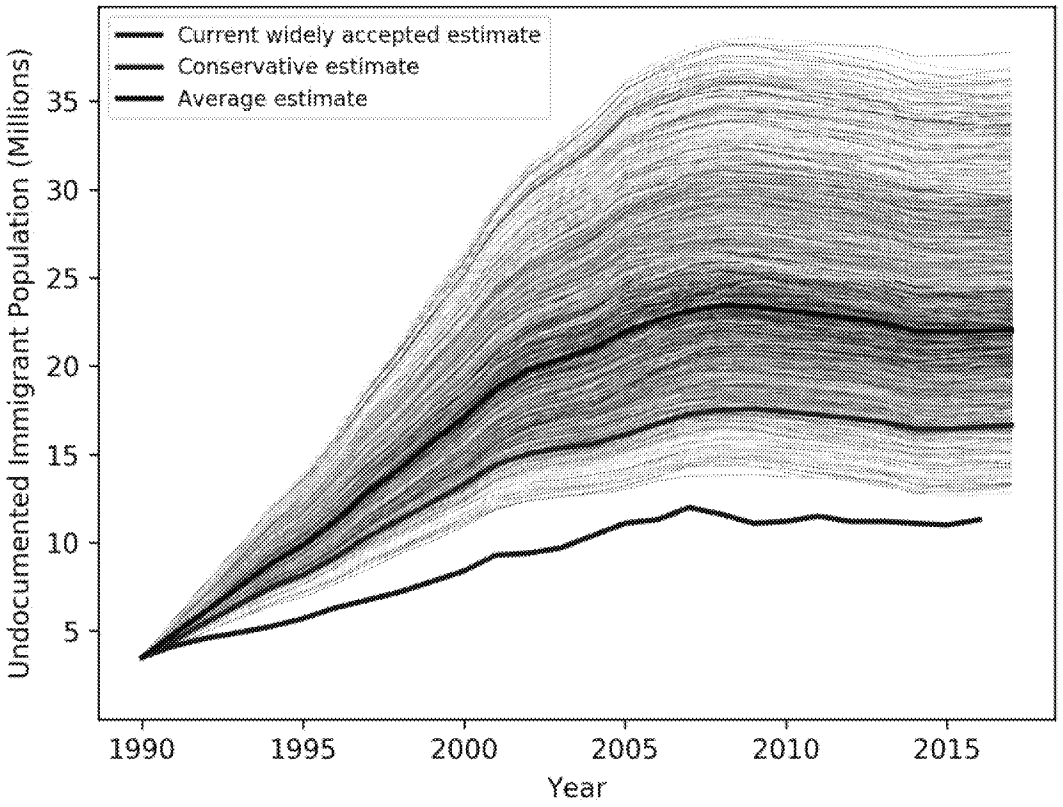


Fig 2. The current widely accepted estimate of the number of undocumented immigrants in the U.S. (in Blue); together with our conservative estimate (in Red); and the mean value we estimate for each year (in Black).

https://doi.org/10.1371/journal.pone.0201193.g002

sample of all those born outside of the United States. Second, it requires accurate responses from survey respondents when asked where they were born, and whether they are American citizens. It is plausible that undocumented immigrants are more difficult to locate (and survey) than other foreign-born residents of the United States, and if contacted, undocumented immigrants might misreport their country of origin, citizenship, and/or number of household residents fearing the possible consequences of revealing their true status. Any of these circumstances would lead to underestimating the true number of undocumented immigrants.

Our approach, summarized above and detailed in the Supporting Information, is grounded in fundamental principles of demographic flows. The size of any population can be represented as its initial value plus cumulative inflows minus cumulative outflows. We have specialized this approach to the number of undocumented immigrants in the United States, and have drawn upon previously unavailable data. From border apprehensions and visa overstays, it is possible to infer the number of new undocumented arrivals by reversing the flow: how many new arrivals are necessary in order to see the number of apprehensions and visa overstayers observed? Similarly, consideration of deportations, voluntary emigration, mortality and change-of-status enables one to infer the duration of stay in the country from the time of arrival. Together, this logic enables reconstructing the arrival and departure processes governing population inflows and outflows that result in the population of undocumented immigrants in the country.

In developing estimates we have attempted to utilize parameter values that understate inflows and overstate outflows. Our results are most sensitive to the assumptions we make

BC-DOC-0000034900

about the probability of border apprehension and the voluntary emigration rates of undocumented immigrants leaving the United States. Further research could explore in greater detail the impact of assumptions about these parameters on estimates of the number of undocumented immigrants. To explore the uncertainty of our estimates we have conducted extension simulations over parameters, simulating 1 million different population trajectories; further research could widen the ranges of parameters and consider additional parameter uncertainty. Further research could also analyze inflows and outflows based on country of origin.

Our results lead us to the conclusion that the widely accepted estimate of 11.3 million undocumented immigrants in the United States is too small. Our model estimates indicate that the true number is likely to be larger, with an estimated ninety-five percent probability interval ranging from 16.2 to 29.5 million undocumented immigrants.

Supporting information

S1 File. Supporting material. Contains the mathematical model, parameter values, and data sources underlying the model.
(PDF)

S2 File. Excel file. The spreadsheet used to calculate the conservative estimate.
(XLSX)

Author Contributions

Conceptualization: Mohammad M. Fazel-Zarandi, Jonathan S. Feinstein, Edward H. Kaplan.

Data curation: Mohammad M. Fazel-Zarandi.

Formal analysis: Mohammad M. Fazel-Zarandi, Jonathan S. Feinstein, Edward H. Kaplan.

Investigation: Mohammad M. Fazel-Zarandi, Jonathan S. Feinstein, Edward H. Kaplan.

Methodology: Mohammad M. Fazel-Zarandi, Jonathan S. Feinstein, Edward H. Kaplan.

Software: Mohammad M. Fazel-Zarandi.

Validation: Mohammad M. Fazel-Zarandi, Jonathan S. Feinstein, Edward H. Kaplan.

Writing – original draft: Mohammad M. Fazel-Zarandi, Jonathan S. Feinstein, Edward H. Kaplan.

Writing – review & editing: Mohammad M. Fazel-Zarandi, Jonathan S. Feinstein, Edward H. Kaplan.

References

1. Krogstad JM, Passel JS. 5 Facts about Illegal Immigration in the US. Pew Research Center, Washington, DC; 2017. Available from: http://www.pewresearch.org/fact-tank/2017/04/27/5-facts-about-illegal-immigration-in-the-u-s/.
2. Baker B, Rytina N. Estimates of the unauthorized immigrant population residing in the United States: January 2012. Department of Homeland Security, Washington, DC; 2013. Available from: https://www.dhs.gov/immigration-statistics/population-estimates/unauthorized-resident.
3. Passel JS. Measuring illegal immigration: How Pew Research Center counts unauthorized immigrants in the U.S. Pew Hispanic Center, Washington, DC; 2016. Available from: http://www.pewresearch.org/fact-tank/2016/09/20/measuring-illegal-immigration-how-pew-research-center-counts-unauthorized-immigrants-in-the-u-s/.
4. Warren R, Warren JR. Unauthorized immigration to the United States: Annual estimates and components of change, by state, 1990 to 2010. International Migration Review. 2013; 47(2): 296–329. https://doi.org/10.1111/imre.12022 PMID: 23956482

BC-DOC-0000034901

5. U.S. Department of Homeland Security. Fiscal Year 2016 Entry/Exit Overstay Report DHS Report; 2017. Available from: https://www.dhs.gov/publication/entryexit-overstay-report.
6. U.S. Department of State. Classes of Nonimmigrants Issued Visas; 1990-2016. Available from: https://travel.state.gov/content/visas/en/law-and-policy/statistics/non-immigrant-visas.html.
7. Passel JS. Modes of entry for the unauthorized migrant population. Pew Hispanic Center, Washington, DC; 2006. Available from: http://www.pewhispanic.org/2006/05/22/modes-of-entry-for-the-unauthorized-migrant-population/.
8. Espenshade TJ. Using INS border apprehension data to measure the flow of undocumented migrants crossing the US-Mexico frontier. International Migration Review. 1995; 545–565. https://doi.org/10.2307/2546793 PMID: 12319623
9. Massey DS, Singer A. New estimates of undocumented Mexican migrants and the probability of apprehension. Demography. 1995; 32(2): 203–213. https://doi.org/10.2307/2061740 PMID: 7664960
10. Bailey JW, Burns SK, Eisler DF, Fletcher CC, Frazier TP, Gould BR, et al. Assessing Southern Border Security. Department of Homeland Security, Washington DC; 2016. Available from: https://cis.org/sites/cis.org/files/Border-Crossing-Stats-Report.pdf.
11. U.S. Department of Homeland Security, Yearbook of Immigration Statistics. DHS, Office of Immigration Statistics; 2016. Available from: https://www.dhs.gov/immigration-statistics/yearbook.
12. Massey DS, Pren KA, Durand J. Why border enforcement backfired. American Journal of Sociology. 2016; 121(5): 1557–1600. https://doi.org/10.1086/684200
13. Wein LM, Liu Y, Motskin A. Analyzing the Homeland Security of the US-Mexico Border. Risk Analysis. 2009; 29(5): 699–713. https://doi.org/10.1111/j.1539-6924.2008.01180.x PMID: 19144074
14. U.S. Customs and Border Protection, U.S. Border Patrol Fiscal Year Staffing Statistics; 1992-2016. Available from: https://www.cbp.gov/newsroom/media-resources/stats.
15. Roberts B, Hanson G, Cornwell D, Borger S. An analysis of migrant smuggling costs along the southwest border. Department of Homeland Security, Washington, DC; 2010. Available from: https://www.dhs.gov/xlibrary/assets/statistics/publications/ois-smuggling-wp.pdf
16. Van Hook J, Zhang W. Who stays? Who goes? Selective emigration among the foreign-born. Population Research and Policy Review. 2011; 30(1): 1–24. https://doi.org/10.1007/s11113-010-9183-0 PMID: 22679341
17. Visa Overstays: a gap in the nation's border security. U.S. House of Representatives Homeland Security Committee Hearing, Washington, DC; 2017. Available from: https://homeland.house.gov/hearing/visa-overstays-gap-nations-border-security/
18. Bhaskar R, Arenas-Germosén B, Dick C. Demographic analysis 2010: Sensitivity analysis of the foreign-born migration component. US Census Bureau Population Division Working Paper 98; 2013. Available from: https://www.census.gov/content/dam/Census/library/working-papers/2013/demo/POP-twps0098.pdf.
19. Kochanek KD, Murphy SL, Xu J, Tejada-Vera D. Deaths: final data for 2014. National Vital Statistics Report. 2016; 65: 1–122.
20. Passel JS, Cohn D. A portrait of unauthorized immigrants in the United States. Pew Research Center, Washington, DC; 2009. Available from: http://www.pewhispanic.org/2009/04/14/a-portrait-of-unauthorized-immigrants-in-the-united-states/.
21. Tracking Immigration and Customs Enforcement Removals. Transactional Records Access Clearinghouse, Syracuse Univ., New York; 2017. Available from: http://trac.syr.edu/phptools/immigration/remove.

BC-DOC-0000034902

Population Estimates

ILLEGAL ALIEN POPULATION RESIDING IN THE UNITED STATES: JANUARY 2015

DECEMBER 2018



Homeland Security

Office of Immigration Statistics
OFFICE OF STRATEGY, POLICY & PLANS

PD0001 82

BC-DOC-0000034903

Estimates of the Illegal Alien Population Residing in the United States: January 2015

BRYAN BAKER

This report provides estimates of the size of the illegal alien[1] population residing in the United States as of January 2015 by period of entry, region and country of origin, state of residence, age, and sex. The estimates were derived using the residual methodology employed for previous estimates of this population.[2] The illegal alien population is the remainder (or residual) after the legally resident foreign-born population—naturalized citizens, lawful permanent residents (LPRs), asylees, refugees, and nonimmigrants—is subtracted from the total foreign-born population. Data to estimate the legally resident foreign-born population were obtained primarily from the Department of Homeland Security (DHS), and estimates of the total foreign-born population were derived from the American Community Survey (ACS) of the U.S. Census Bureau.

In summary, DHS estimates that 12.0 million illegal aliens were living in the United States in January 2015, compared to 11.5 million in January 2014 and 11.6 million in January 2010.[3] On average, the population grew by 70,000 per year from 2010 to 2015, compared to 470,000 per year during the high-growth years leading up to the Great Recession (2000-2007). Of the total illegal alien population in 2015, nearly 80 percent had resided within the United States for more than 10 years and six percent entered during the previous five years (2010 to 2014). About 55 percent of illegal aliens in 2015 were from Mexico.

DEFINITIONS

Legal Residents

The legally resident immigrant population as defined for these estimates includes persons granted lawful permanent residence, persons granted asylum, persons admitted as refugees, and persons admitted as nonimmigrants under classes of admission associated with residence (e.g., students and temporary workers, as opposed to tourists) and with authorized periods of admission ending after January 1, 2015.

Illegal Alien Residents

The resident illegal alien population is defined as all foreign-born non-citizens who are not legal residents (see above). Most illegal aliens either entered the United States without inspection or were admitted temporarily and remained past the date they were required to depart. Persons who are beneficiaries of Temporary Protected Status (TPS), Deferred Action for Childhood Arrivals (DACA) or other forms of prosecutorial discretion, or who are residing in the United States while awaiting removal proceedings in immigration court are included among the illegal alien population estimates. Illegal aliens applying for adjustment to LPR status under the Immigration and Nationality Act (INA) are considered to be part of the resident illegal alien population until they have been granted lawful permanent residence.

METHODOLOGY OVERVIEW AND DATA

Two populations are estimated in order to derive the illegal alien population estimates: 1) the total foreign-born population living in the United States on January 1, 2015, and 2) the legally resident foreign-born population on the same date. The illegal alien population estimate is the residual when (2) is subtracted from (1).[4] Foreign-born residents who entered the United States prior to 1980 are assumed to be legally resident since most would have become eligible to adjust to LPR status.[5] Therefore, the starting point for the estimates was January 1, 1980. The steps involved in estimating the components of each population are shown in APPENDIX 1. Data on the total foreign-born population that entered during 1980–2014 by country of birth, state of residence, year of entry, age, and sex were obtained from the 2014 ACS. The ACS is a nationwide sample survey that collects information from U.S. households on social, demographic, and economic characteristics, including country of birth and year of entry of the foreign-born population. The ACS consists of non-overlapping samples from which information is collected monthly over the course of a year. The ACS was selected for the estimates because of its large sample size: about three million households per year compared to about 100,000 annually for the Current Population Survey, the primary alternative source of national data on the foreign-born population.

Data on persons who obtained LPR status by country of birth, state of residence, age, sex, category of admission, and year of entry were obtained from DHS administrative records maintained in an application case tracking system of U.S.

[1] The Department of Homeland Security refers to foreign-born non-citizens unlawfully present in the United States as "illegal aliens." Previous versions of this report used the term "unauthorized immigrants" to refer to this population.

[2] Previous editions of this report are available at: https://www.dhs.gov/immigration-statistics.

[3] The estimates for Jan. 2013 and Jan. 2014 have been revised; see Appendix 2 for details and updated estimates.

[4] Detailed information on the estimation of (1), the total foreign-born population, and (2), the lawfully resident foreign-born population, is available in Appendix 1.

[5] Under Section 249 of the INA, the registry provision, qualified persons who have resided continuously in the United States since prior to January 1, 1972, may apply for LPR status. Additionally, qualified persons who had resided continuously in the United States since prior to January 1, 1982 as illegal aliens were made eligible to adjust to LPR status under the Immigration Reform and Control Act (IRCA) of 1986, Pub. L. No. 99-603, 100 Stat. 3359 (1986).

P000183

BC-DOC-0000034904

Citizenship and Immigration Services (USCIS). Data on refugees arriving in the United States by country of origin were obtained from the Department of State. Data on persons granted asylum by country of origin were obtained from USCIS for those granted asylum affirmatively and from the Executive Office for Immigration Review of the Department of Justice for those in removal proceedings granted asylum defensively. Data on nonimmigrant admissions by country of citizenship, state of residence, age, sex, and class of admission were obtained from I-94 arrival-departure records in the TECS database maintained by U.S. Customs and Border Protection. Estimates of the illegal alien population were generated for the ten leading countries of birth and states of residence and were disaggregated by age and sex. The Cuban-born population living in the United States was excluded from the estimates since, under U.S. immigration law and policy, most Cubans who were admitted or paroled into the United States were eligible one year later to apply to adjust to LPR status.[6]

RESULTS

An estimated 12.0 million illegal aliens were living in the United States on January 1, 2015, compared to an estimated 11.6 million on January 1, 2010.

Analysis of changes in the size of the illegal alien population over time is problematic, particularly for year-to-year comparisons and comparisons across decades. For example, the methodology includes modeling assumptions (e.g., emigration rates over time) that, while believed to be reasonable across long periods of time, do not account for changes in the timing of behavior related to special circumstances, such as the influence of temporary economic, environmental, or political conditions. Comparing across decades is also problematic because DHS estimates before and after 2010 are based on different decennial Censuses; as Figure 1 illustrates, calculating the 2010 population with otherwise identical data and methodologies yields substantially different results depending on whether the estimates build off of the 2000 or 2010 Census.[7]

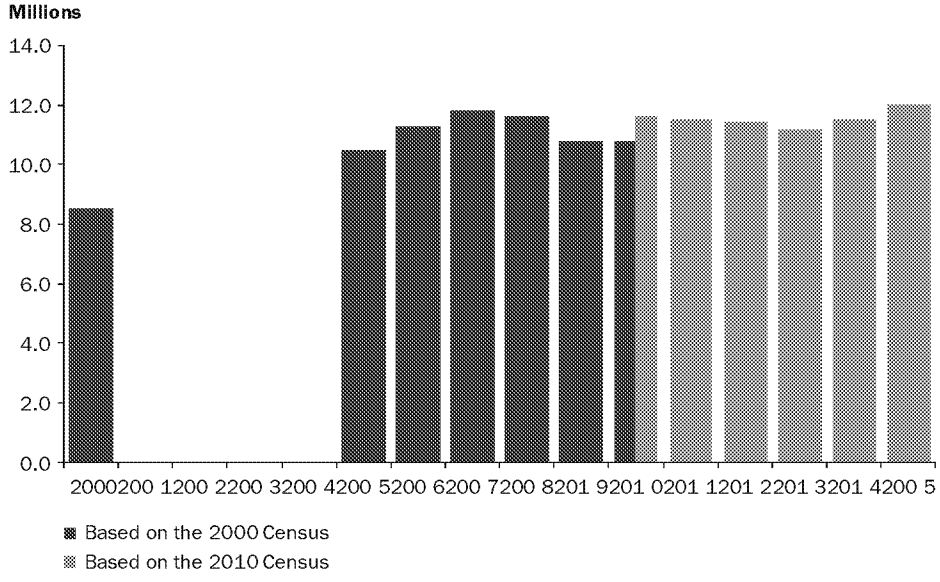
Nonetheless, Figure 1 reveals three broad trends in the illegal alien population over time. First, the population grew rapidly in the years leading up to the January 2007 peak, increasing at a rate of about 470,000 people per year, and then fell by about 1,000,000 people during and after the 2007-2009 recession. Second, the population largely stabilized between 2009 and 2013. Third, the population appears to have increased by about 800,000 people between 2013 and 2015, a result that may have been driven in part by rising unlawful arrivals at the southwest border in 2014 (OIS, 2017). Even with this increase, however, in view of the decennial Census recalibration (see the two estimates for 2010 in Figure 1), the 2015 population was likely substantially smaller than the 2007 peak, despite the larger numerical estimate.

[6] Cuban Refugee Adjustment Act of 1966, Pub. L. No. 89-732, 80 Stat. 1161 (1966) (as amended); 8 U.S.C. § 1255 (1994 & Supp. II 1966).

[7] See U.S. Census Bureau, 2011, for information on the effect of the 2010 decennial Census on the ACS series.

Figure 1.

Estimated Illegal Alien Population, 2000-2015



Note: DHS did not produce illegal alien population estimates for 2001-2004.
Source: U.S. Department of Homeland Security.

BC-DOC-0000034905

Period of Entry

Of the 12.0 million illegal aliens in 2015, nearly 80 percent had been in the United States for longer than 10 years, whereas only six percent had entered within the last five years (2010-2014) (see Table 1 and Figure 2). During the peak period in 2007, less than 50 percent of the population had been in the United States for longer than 10 years, and more than 20 percent had entered within the most recent five-year period (2002-2006). This pattern suggests a declining rate of growth of new illegal immigration and/or an increasing share of new illegal aliens being repatriated or otherwise returning home.

Estimates by Region and Country of Birth

The number of illegal aliens from North America (8.9 million, or 75 percent of the total) remained largely unchanged from 2010, although the number from Mexico fell by about 50,000 people per year during that time (see Figure 3). The reduction in the population of illegal aliens from Mexico was almost fully offset by increases from El Salvador, Guatemala, and Honduras. Also since 2010, the number of illegal aliens from Asia increased at an average rate of about 85,000 per year, increasing from 1.3 million in 2010 to 1.8 million in 2015; this growth was driven primarily by an increase of about 40,000 people per year from India.

Mexico continued to account for the largest share of the U.S. illegal alien population, though the number of illegal aliens from Mexico and Mexico's share of the total both declined since 2010 (see Table 2). There were 6.6 million illegal aliens from Mexico in 2015, representing 55 percent of the illegal alien population, compared to 6.8 million representing about 60 percent in 2010. The next leading source countries were El Salvador (750,000), Guatemala (620,000), India (470,000), Honduras (440,000), and the Philippines (370,000). The ten leading countries of origin accounted for 84 percent of the illegal alien population in 2015. Among the top ten countries, the largest percentage increases since 2010 were for India (about 75 percent), the Philippines (about 25 percent), and Guatemala (nearly 20 percent).[8]

Estimates by State of Residence

California remained the leading state of residence of the illegal alien population in 2015, with 2.9 million, nearly 25 percent of the total number (see Table 3). The next leading state was Texas with 1.9 million illegal residents, followed by Florida (810,000), New York (590,000), and Illinois (450,000). The ten leading states represented more than 70 percent of the illegal alien population in 2015.

Table 1.

Illegal Alien Population Size by Period of Entry: 2015, 2010, and 2007

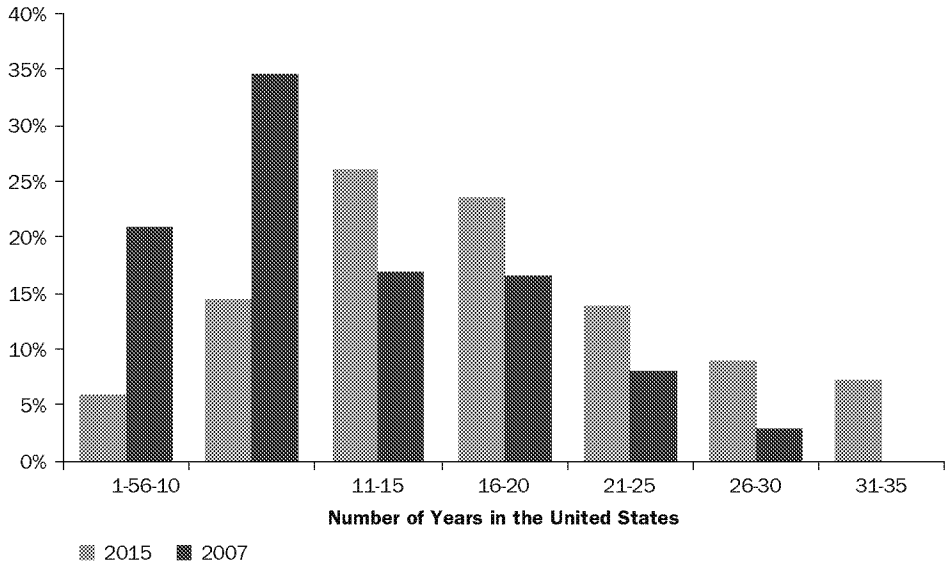
Period of entry	2015		2010	2007
	Number	Percent	Percent	Percent
All years (1980+)	11,960,000	100	100	100
Previous 5 years	710,000	6	12	21
6-10 years ago	1,720,000	14	29	35
11-20 years ago	5,920,000	50	42	34
More than 20 years ago	3,600,000	30	17	11

Note: Detail may not sum to totals because of rounding.
Source: U.S. Department of Homeland Security.

[8] Percentages and percent change were calculated prior to rounding. The estimated increases for India and China for 2014 to 2015 may overstate actual growth in these populations (see Appendix 2). India and China both exhibited rapid increases in nonimmigrant admissions during this period in an otherwise stable environment (e.g., no large increase in nonimmigrants overstaying their authorized periods of admission); coupled with changing trends in nonimmigrant visit lengths and/or an increasing number of tourists being reported as "resident," these developments may have caused inflation in the estimated illegal alien populations for these two countries (see the Limitations section).

Figure 2.

Illegal Alien Population by Years in the United States: 2015 and 2007

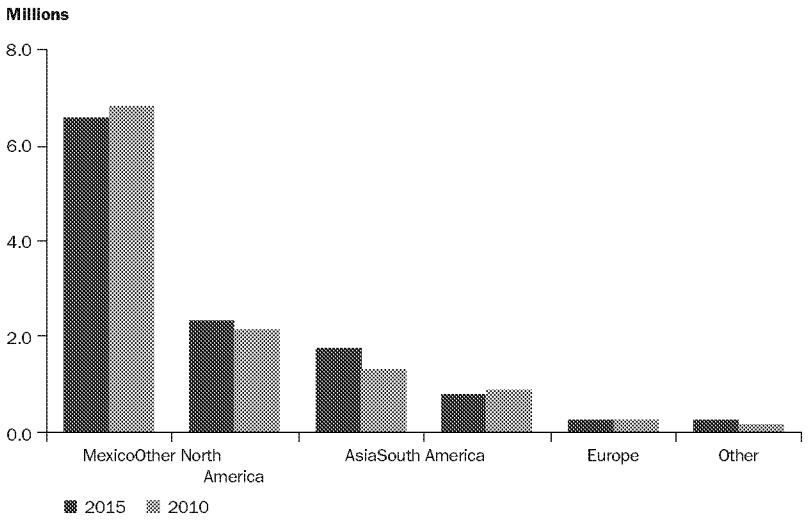


Source: U.S. Department of Homeland Security.

P000185
BC-DOC-0000034906

Figure 3.

Illegal Alien Population by Region and Country of Birth: 2015 and 2010



Source: U.S. Department of Homeland Security.

Table 2.

Illegal Alien Population by Country of Birth: 2015 and 2010

Country of Birth	2015		2010		Percent Increase
	Number	Percent of Total	Number	Percent of Total	
All countries	11,960,000	100	11,590,000	100	3
Mexico	6,580,000	55	6,830,000	59	-4
El Salvador	750,000	6	670,000	6	13
Guatemala	620,000	5	520,000	4	19
India	470,000	4	270,000	2	76
Honduras	440,000	4	380,000	3	14
Philippines	370,000	3	290,000	2	27
China	320,000	3	300,000	3	6
Korea	230,000	2	220,000	2	9
Vietnam	170,000	1	190,000	2	-11
Ecuador	150,000	1	210,000	2	-29
Other countries	1,870,000	16	1,720,000	15	9

Note: Detail may not sum to totals because of rounding.

Source: U.S. Department of Homeland Security.

Table 3.

Illegal Alien Population by State of Residence: 2015 and 2010

Country of Birth	Estimated population size in January				Percent Increase
	2015		2010		
	Number	Percent of Total	Number	Percent of Total	
All countries	11,960,000	100	11,590,000	100	3
California	2,880,000	24	2,910,000	25	-1
Texas	1,940,000	16	1,780,000	15	9
Florida	810,000	7	730,000	6	10
New York	590,000	5	690,000	6	-15
Illinois	450,000	4	550,000	5	-18
New Jersey	440,000	4	440,000	4	-1
Georgia	390,000	3	430,000	4	-9
North Carolina	390,000	3	390,000	3	-1
Arizona	380,000	3	350,000	3	6
Virginia	310,000	3	220,000	2	43
Other states	310,000	3	220,000	2	10

Note: Detail may not sum to totals because of rounding.

Source: U.S. Department of Homeland Security.

BC-DOC-0000034907

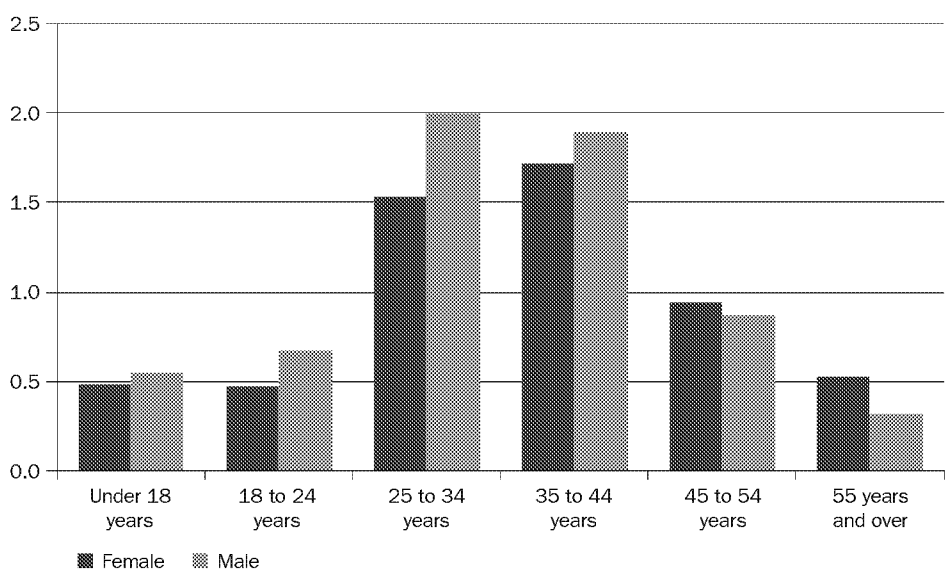
The largest growth rate among the top 10 states was for Virginia, which experienced an increase of 110,000, or nearly 45 percent, from 2010 to 2015. The illegal alien population also grew in Florida (10 percent), Texas (9 percent), and Arizona (6 percent), but declined in Illinois (18 percent) and New York (15 percent).

Estimates by Age and Sex

In 2015, 60 percent of illegal aliens were ages 25 to 44 years and 53 percent were male (see Figure 4 and Table 4). Males accounted for 57 percent of the illegal alien population in the 18 to 34 age group in 2015, while females accounted for 55 percent of the 45 and older age groups.

Figure 4.

Illegal Alien Population by Age and Sex: 2015



Source: U.S. Department of Homeland Security.

Table 4.

Illegal Alien Population by Age and Sex: 2015

Age	Total		Male		Female	
	Number	Percent	Number	Percent	Number	Percent
All ages	11,960,000	100	6,290,000	100	5,670,000	100
Under 18 years	1,040,000	9	550,000	9	490,000	9
18 to 24 years	1,140,000	10	670,000	11	470,000	8
25 to 34 years	3,530,000	29	1,990,000	32	1,530,000	27
35 to 44 years	3,610,000	30	1,900,000	30	1,710,000	30
45 to 54 years	1,800,000	15	870,000	14	940,000	17
55 years and over	840,000	7	320,000	5	530,000	9

Note: Detail may not sum to totals because of rounding.
Source: U.S. Department of Homeland Security.

P000187

BC-DOC-0000034908

Estimates from Other Sources

The Pew Research Center and the Center for Migration Studies (CMS) also use the residual method to estimate the illegal alien population (Passel and Cohn, 2016; Warren, 2016). The three sets of estimates are roughly similar, with 2015 estimates falling in a range from 11 to 12 million, but differences in their assumptions and specific methodologies produce somewhat different numbers and trends. Some of these methodological differences are described below:

- *Survey undercount.* The residual model estimates the total foreign-born population based on U.S. Census data, but the Census is believed to undercount the foreign-born population—and particularly the illegal alien population—at higher rates than the native-born population. DHS, Pew, and CMS each make somewhat different assumptions about the exact degree of the undercount and how it may differ with time spent in the United States and for different subgroups.
- *Methods for estimating the nonimmigrant, refugee, and asylee populations.* DHS estimates nonimmigrants, refugees, and asylees based on previous admissions data, controlling for estimated deaths and outflows. Pew and CMS estimate these populations based on their expected characteristics in Census data. These methodological differences affect the estimated size of the legally present population and therefore have an influence on the estimated size of the illegal alien population.
- *Emigration modeling.* The residual method uses estimates of the lawful permanent resident population which are based on previous immigration inflows, adjusted for mortality and return migration (i.e., lawful immigrants who depart the United States). Mortality rates can be estimated based on standard demographic tables, but DHS, Pew, and CMS each make their own assumptions about emigration rates.
- *Techniques used to control for entry-year heaping in the ACS.* Census data on the foreign-born population indicate an unexpectedly large number of immigrants who report entering the United States in 1980 relative to surrounding years ("heaping" on 1980). Illegal aliens who entered prior to 1980 are assumed to have legalized through the Immigration Reform and Control Act, so how analysts control for this heaping effect has an impact on the resulting population estimate.
- *Base populations used in the residual method.* The residual method used by DHS starts with all foreign-born persons who entered in 1980 or later and subtracts off all lawfully resident foreign-born persons who entered in the same period. Alternatively, one could start with foreign-born *noncitizens* and subtract off all lawfully resident foreign-born *noncitizens*, or use a different year of entry cutoff (also before 1982) instead of 1980. These different choices of starting populations can lead to different estimates due to over-reporting of citizenship in the ACS, year of entry misreporting due to recall bias or digit preference, or other factors.[9]

These and other modeling differences result in differences among the three organizations' overall estimates. In particular, Pew estimated 11.0 million illegal aliens residing in the United States as of March 2015, down slightly from 11.1 million in 2014. CMS estimated 11.0 in 2015, up slightly from 10.9 million in 2014.

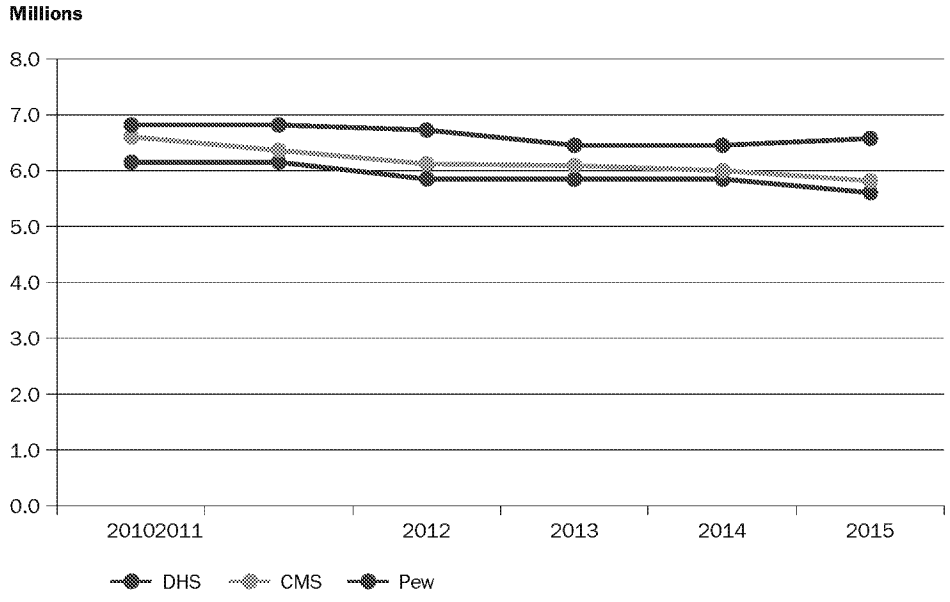
Figures 5 and 6 offer additional insight into differences among the three organizations' estimates. Figure 5 depicts estimated numbers of illegal aliens from Mexico, and Figure 6 depicts estimated non-Mexicans. As the figures illustrate, all three organizations estimate the population of illegal aliens from Mexico within a range of about 6 to 7 million persons in 2010, and all three show declines from 2010 to 2015. The CMS estimate was more similar to the DHS estimate in 2010 and to the Pew estimate in 2015 and shows a larger decline over this time period. With respect to non-Mexicans, the CMS and Pew estimates were roughly flat from 2010 through 2014 (with the exception of a brief spike in the Pew estimate in 2012) before increasing in 2015; the DHS estimate was flat from 2010 through 2013 and increased substantially in 2014 and 2015, coinciding with the surge in illegal immigration from the Northern Triangle of Central America. Despite these differences, all three estimates fell within a range of about 5 to 6 million people.

[9] Recall bias and digit preference refer to the tendency of survey respondents to use numbers that end in "0" or "5" when providing information about an event that happened some number of years before.

BC-DOC-0000034909

Figure 5.

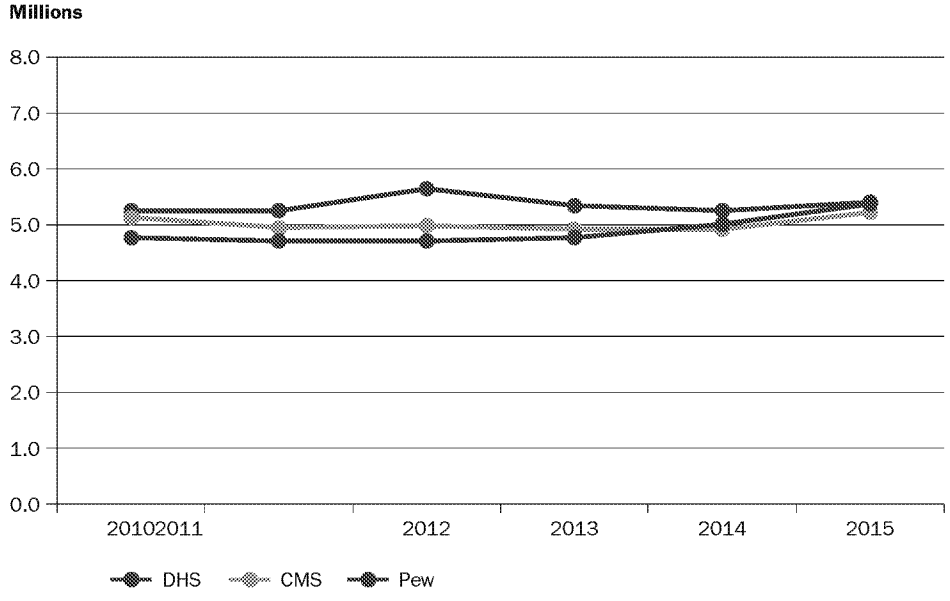
Mexican Illegal Alien Population by Source: FY 2010-2015



Sources: U.S. Department of Homeland Security; Pew Research Center; Center for Migration Studies.

Figure 6.

Non-Mexican Illegal Alien Population by Source: FY 2010-2015



Sources: U.S. Department of Homeland Security; Pew Research Center; Center for Migration Studies.

P000189

BC-DOC-0000034910

Appendix 1

COMPONENT ESTIMATION DETAILS AND LIMITATIONS

Components of the Illegal Alien Population Estimation Process

The illegal alien population estimate is the residual when the estimated legally resident population is subtracted from the estimated total foreign-born population.

1) Foreign-born population

a. Foreign-born population average for 2014, entered 1980–2014

The initial estimate of the total foreign-born population that entered in 1980 to 2014 was obtained from the 2014 ACS Public Use Microdata Sample (PUMS), along with data on the distribution of the foreign born by country of origin, state of residence, year of entry, age, and sex. The overall PUMS estimate for the total foreign-born population entering in the post-1979 period was reduced to remove PUMS estimates of the post-1979 Cuban-born population. Further, a three-year moving average was applied to PUMS data for year of entry to reduce heaping effects.

Prior to the Jan. 2013 edition of this report, the U.S. Census Bureau's American Fact Finder (AFF) provided the total foreign-born population size. The Jan. 2013 and Jan. 2014 estimates are updated in Appendix 2 to correct for an error introduced during the transition from AFF to PUMS.

b. Shift in reference date to January 1, 2015

The 2014 ACS estimates of the foreign-born population are benchmarked to the middle of 2014 and therefore do not fully count the part of the population that arrived in 2014. For example, the 2014 ACS estimated about 75 percent more foreign-born persons who entered the United States in 2013 than were estimated in the 2013 ACS. To fully estimate the population who entered in 2014, the 2014 ACS estimates of 2014 entrants were adjusted upward according to the historical average of increases observed in consecutive ACS vintages. Specifically, the 2014 ACS estimates of 2014 entrants were multiplied by 1.74, the average of: (1) the ratio of 2013 entrants in the 2014 vs. 2013 ACS vintages; (2) the ratio of 2012 entrants in the 2013 vs. 2012 ACS vintages; and (3) the ratio of 2011 entrants in the 2012 vs. 2011 ACS vintages. In effect, this shifts the reference date from mid-year 2014 to January 1, 2015.

c. Undercount of nonimmigrants in the ACS

The Census is believed to under-count nonimmigrants at higher rates than the native-born population. DHS assumes that the undercount rate for nonimmigrants was 10 percent—the same rate used in DHS estimates for 2000 and 2005–2014 (U.S. Department of Homeland Security, 2003; Baker, 2017a).

d. Undercount of LPRs, refugees, and asylees in the ACS

DHS assumes the undercount rate for LPRs, refugees, and asylees in the ACS was 2.5 percent—the same rate used in DHS estimates for 2000 and 2005–2014.

e. Undercount of illegal aliens in the ACS

DHS assumes the undercount rate for illegal aliens in the ACS was 10 percent—the same rate used in DHS estimates for 2000 and 2005–2014.

f. Estimated foreign-born population, January 1, 2015

The sum of 1a. through 1e. (above) is the estimated foreign-born population on January 1, 2015, that entered the United States during the 1980–2014 period.

2) Legally Resident Population

g. LPR, refugee, and asylee flow, entered 1980–2014

The 1980–2013 flow was calculated separately for LPRs, refugees, and asylees using DHS administrative data.[10] LPRs consist of two groups: new arrivals and those who have adjusted status. New arrivals include all persons with immigrant visas issued by the Department of State who were admitted at a U.S. port of entry. For new arrival LPRs, the date of entry into the United States is the same as the date of approval for LPR status. For LPRs adjusting status, year of entry was assumed to be the year of last entry between 1980 and 2014 prior to adjustment.

Refugees and asylees, as defined in the legally resident flow, had not adjusted to LPR status as of January 1, 2015. The refugee and asylee flow was estimated based on the average time spent in the status before adjustment to LPR status—2.2 years for refugees and 4.1 years for asylees adjusting in 2014. The refugee and asylee portion of the legally resident flow therefore included refugees who arrived in the United States during the 2.2 years prior to 2015 and persons granted asylum during the 4.1 years preceding 2015.

[10] LPRs include persons who obtained LPR status and subsequently became citizens through naturalization.

BC-DOC-0000034911

h. Mortality of legally resident flow 1980–2014

Data are not collected on the mortality of legally resident immigrants. The population was survived forward in time (from the year in which LPR status was obtained to 2015) using mortality rates by age and sex from 1999–2001 (Arias et al., 2008).

i. Emigration of legally resident flow 1980–2014

Emigration is a major component of immigrant population change. In the absence of data that directly measure emigration from the United States, researchers have developed indirect estimates based largely on Census data. For this report, annual emigration rates were calculated from estimates of emigration of the foreign-born population based on 1980 and 1990 Census data (Ahmed and Robinson, 1994). Refugees and asylees, with little likelihood of returning to their country of origin, were assumed not to emigrate. The effective rate of emigration for legally resident immigrants granted LPR status in 1994–1995 was about 19 percent during the twenty-year period through January 2015 (about 0.9 percent per year). For the entire LPR population that entered in 1980–2014, the average emigration rate was about 1.1 percent per year.

j. LPR, refugee, and asylee population on January 1, 2015

Subtracting mortality (2h.) and emigration (2i.) from the LPR, refugee, and asylee flow during 1980–2014 (2g.) results in the estimated LPR, refugee, and asylee resident population on January 1, 2015.

k. Nonimmigrant population on January 1, 2015

The number of nonimmigrants living in the United States on January 1, 2015, was estimated by estimating days of presence between July 1, 2014, and June 30, 2015, and dividing the result by 365 (see Baker, 2017b for a fuller discussion). The estimate was restricted to classes of admission such as students, temporary workers, and exchange visitors where the length of stay typically exceeds two months. The estimate does not include visitors for business or pleasure or Mexicans admitted with a Border Crossing Card. Year of entry for the 2015 nonimmigrant population was based on the distribution of year of entry for nonimmigrants used in previous DHS illegal alien population estimates.

l. Estimated legally resident immigrant population on January 1, 2015

Adding the population of LPRs, refugees, and asylees on January 1, 2015 (2j.) to the nonimmigrant population on the same date (2k.) results in the total estimated legally resident immigrant population in the United States on January 1, 2015.

3) Illegal alien population

m. Estimated illegal alien population on January 1, 2015

Subtracting the estimated legally resident immigrant population (2l.) from the total foreign-born population on January 1, 2015 (1f.) yields the estimate of the illegal alien population.

The size of each component of the illegal alien population estimates for 2015 is displayed in Table A1-1. For the foreign-born population, the starting point was the estimated 33.9 million foreign-born residents in the 2014 ACS that entered the United States during 1980–2014. This population was increased by 2.6 million, or eight percent, by adjustments for the shift in the reference date from mid-year 2014 to January 1, 2015, and the addition of undercounts for the populations of nonimmigrants, legally resident immigrants, and illegal aliens. The estimated undercount of the illegal alien population in the ACS was 1.2 million and represents slightly less than 50 percent of all adjustments to the foreign-born population.

Table A1-1.

Component Estimates of the Illegal Alien Population: 2015

1) Foreign-born population		
a.	Foreign-born population, entered 1980-2014, 2014 ACS	33,920,000
b.	Adjustment for shift in reference date from July 1, 2014 to January 1, 2015	610,000
c.	Undercount of nonimmigrants in ACS	200,000
d.	Undercount of other legally resident immigrants (LPRs, recent refugee/asylee arrivals) in ACS	560,000
e.	Undercount of illegal alien population in ACS	1,200,000
f.	Estimated foreign-born population, January 1, 2015 (a.+b.+c.+d.+e.)	36,490,000
2) Legally resident population		
g.	LPR, refugee, and asylee flow January 1, 1980-December 31, 2014	29,550,000
h.	Mortality 1980-2014	2,400,000
i.	Emigration 1980-2014	4,580,000
j.	LPR, refugee, and asylee resident population, January 1, 2015 (g.-h.-i.)	22,570,000
k.	Nonimmigrant population on January 1, 2015	1,950,000
l.	Estimated legally resident population, January 1, 2015 (j.+k.)	24,520,000
3) Illegal alien population		
m.	Estimated resident illegal alien population, January 1, 2015 (f.-l.)	11,960,000

Note: Detail may not sum to totals because of rounding.
Source: U.S. Department of Homeland Security.

P000191
BC-DOC-0000034912

For the legally resident population, the starting point was the flow of 29.6 million LPRs, refugees, and asylees during 1980–2014. By January 2015, the 29.6 million had been reduced by 7.0 million to 22.6 million due to mortality (2.4 million) and emigration (4.6 million). The addition of the nonimmigrant population, estimated at 2.0 million, resulted in a total estimated legally resident population of 24.5 million on January 1, 2015. Subtracting the 24.5 million legally resident immigrants from the total 36.5 million foreign-born population on January 1, 2015, that entered the United States during 1980–2014 yields the final estimated illegal alien population of 12.0 million.

Limitations

Annual estimates of the illegal alien population are subject to sampling error in the ACS and considerable nonsampling error because of uncertainty in some of the assumptions required for estimation as indicated below. Caution is recommended in interpreting year-to-year changes in the size of the illegal alien population.

Assumptions about undercount of the foreign-born population in the ACS. The foreign-born—particularly illegal aliens and nonimmigrants—are less likely than native-born Americans to respond to or to be included in responses to government surveys. To control for undercount of these "hard to count" populations, analysts must make assumptions about the extent of the undercount and then adjust the ACS survey estimates accordingly. The estimates are sensitive to these undercount adjustments.

Assumptions about rates of emigration. The preexisting lawfully present population declines over time through mortality and emigration. Mortality rates can be estimated from standard demographic tables, but current, nationally representative data necessary to construct similar tables for emigration rates do not exist. The estimates are sensitive to emigration modeling assumptions.

Accuracy of year of entry reporting. Census data suggest that respondents provide unreliable answers to the Census year-of-entry question ("When did this person come to live in the United States?"), with disproportionate numbers of responses "heaping" on round numbers. Errors also occur in converting DHS administrative dates for legally resident immigrants to year of entry dates.

Assumptions about the nonimmigrant population estimate. The estimates are based on admission dates of nonimmigrants admitted under classes of admission associated with residence and on typical visit lengths as measured by matched arrival and departure records. Thus the estimates are sensitive to sudden changes in visit-length trends; are biased downward to the extent that some nonimmigrants adjust to immigrant status and do not ever depart the United States; and do not conform perfectly to the definition of residence in the ACS.[11]

Sampling error in the ACS. The estimates of the total foreign-born population that moved to the United States in the 1980–2014 period are based on a sample and are thus subject to sampling variability. Actual year-to-year fluctuations in the population size may be larger or smaller than estimated in the ACS, particularly when the foreign-born population is subdivided by state of residence or country of origin. The estimated margin of error for the estimate of the total foreign-born population in the 2014 ACS PUMS at the 90 percent confidence level is plus or minus approximately 130,000.

Accuracy of state of residence for the non-naturalized legally resident population. State of residence for the non-naturalized legally resident 1980–2014 entrants is assumed to be the state of residence on the date the most recent status (e.g., refugee or LPR) was obtained; however, the accuracy of the estimates may be affected by state-to-state migration that occurred between the date of the status change and January 1, 2015.

Comparisons across years. Although DHS has been producing annual estimates since 2005, comparisons across multiple years are problematic. In addition to sampling error and the uncertainty surrounding the estimates described above, the series of DHS estimates is not fully consistent. In particular, estimates of the foreign-born population from the 2010-2015 ACS were based on the 2010 Decennial Census (adjusted for births, deaths, and migration), whereas estimates from earlier ACS editions were based on the 2000 Census. Comparisons across multiple years should be interpreted with caution.

[11] For example, tourists may stay in the United States for two months or longer and thus meet the requirement to be considered "resident" in the ACS, but are not considered to be residents in the DHS estimates.

BC-DOC-0000034913

Appendix 2

UPDATED HISTORICAL ESTIMATES FOR JAN. 2000 THROUGH JAN. 2015

Table A2.1.

Illegal Alien Population by Country of Birth and State of Residence: 2000 and 2005–2015

Country of birth and state of residence	Estimated population in January													
	2000	2005	2006*	2007	2008	2009	2010	2010**	2011	2012	2013	2014	2015
Country of birth													
Total	8,460,000	10,490,000	11,310,000	11,780,000	11,600,000	10,750,000	10,790,000	11,590,000	11,510,000	11,430,000	11,210,000	11,460,000	11,960,000
Mexico	4,680,000	5,970,000	6,570,000	6,980,000	7,030,000	6,650,000	6,640,000	6,830,000	6,800,000	6,720,000	6,450,000	6,450,000	6,580,000
El Salvador	430,000	470,000	510,000	540,000	570,000	530,000	620,000	670,000	660,000	690,000	690,000	670,000	750,000
Guatemala	290,000	370,000	430,000	500,000	430,000	480,000	520,000	520,000	520,000	560,000	590,000	620,000	620,000
India	120,000	280,000	210,000	220,000	160,000	200,000	200,000	270,000	240,000	260,000	320,000	390,000	470,000
Honduras	160,000	180,000	280,000	280,000	300,000	320,000	330,000	380,000	380,000	360,000	390,000	390,000	440,000
Philippines	200,000	210,000	280,000	290,000	300,000	270,000	280,000	290,000	270,000	310,000	340,000	330,000	370,000
China	190,000	230,000	170,000	290,000	220,000	120,000	130,000	300,000	280,000	210,000	190,000	230,000	320,000
Korea	180,000	210,000	230,000	230,000	240,000	200,000	170,000	220,000	230,000	230,000	250,000	240,000	230,000
Vietnam	160,000	150,000	150,000	120,000	80,000	110,000	110,000	190,000	170,000	160,000	160,000	180,000	170,000
Ecuador	***	120,000	150,000	160,000	170,000	170,000	180,000	210,000	210,000	170,000	150,000	170,000	150,000
Other countries	1,940,000	2,300,000	2,340,000	2,170,000	2,100,000	1,700,000	1,610,000	1,720,000	1,750,000	1,760,000	1,670,000	1,790,000	1,870,000
State of residence													
Total	8,460,000	10,490,000	11,310,000	11,780,000	11,600,000	10,750,000	10,790,000	11,590,000	11,510,000	11,430,000	11,210,000	11,460,000	11,960,000
California	2,510,000	2,770,000	2,790,000	2,840,000	2,850,000	2,600,000	2,570,000	2,910,000	2,830,000	2,820,000	2,780,000	2,730,000	2,880,000
Texas	1,090,000	1,360,000	1,620,000	1,710,000	1,680,000	1,680,000	1,770,000	1,780,000	1,790,000	1,830,000	1,750,000	1,850,000	1,940,000
Florida	800,000	850,000	960,000	960,000	840,000	720,000	760,000	730,000	740,000	730,000	740,000	710,000	810,000
New York	540,000	560,000	510,000	640,000	640,000	550,000	460,000	690,000	630,000	580,000	610,000	570,000	590,000
Illinois	440,000	520,000	530,000	560,000	550,000	540,000	490,000	550,000	550,000	540,000	520,000	530,000	450,000
New Jersey	350,000	380,000	420,000	470,000	400,000	360,000	370,000	440,000	420,000	430,000	410,000	450,000	440,000
Georgia	220,000	470,000	490,000	490,000	460,000	480,000	460,000	430,000	440,000	400,000	390,000	410,000	390,000
North Carolina	260,000	360,000	360,000	380,000	380,000	370,000	390,000	390,000	400,000	360,000	400,000	390,000	390,000
Arizona	330,000	480,000	490,000	530,000	560,000	460,000	470,000	350,000	360,000	350,000	350,000	350,000	380,000
Virginia	160,000	240,000	230,000	230,000	230,000	210,000	200,000	220,000	250,000	250,000	240,000	280,000	310,000
Other states	1,760,000	2,510,000	2,900,000	2,970,000	3,010,000	2,780,000	2,840,000	3,080,000	3,110,000	3,140,000	3,170,000	3,190,000	3,390,000

*Revised as noted in the 1/1/2007 illegal alien estimates report published in September 2008.

**Revised to be consistent with estimates derived from the 2010 Census.

***Estimate not available for Jan. 2000.

Notes: Detail may not sum to totals because of rounding. Estimates for 2013 and 2014 have been updated since the 2014 edition of this report (see Appendix 1, Section 1a).

Source: U.S. Department of Homeland Security.

P000193

BC-DOC-0000034914

REFERENCES

Ahmed, Bashir and J. Gregory Robinson, 1994. "Estimates of Emigration of the Foreign-Born Population: 1980-1990," Technical Working Paper No. 9, U.S. Bureau of the Census, http://www.census.gov/population/www/documentation/twps0009/twps0009.html

Arias, Elizabeth and Lester R. Curtin, Rong Wei and Robert N. Anderson, 2008. "U.S. Decennial Life Tables for 1999-2001, United States Life Tables," *National Vital Statistics Report* 57 (1), National Center for Health Statistics, Centers for Disease Control, http://www.cdc.gov/nchs/data/nvsr/nvsr57/nvsr57_01.pdf

Baker, Bryan, 2017a. "Estimates of the Unauthorized Immigrant Population Residing in the United States: January 2014," Office of Immigration Statistics, Policy Directorate, U.S. Department of Homeland Security, https://www.dhs.gov/sites/default/files/publications/Unauthorized%20Immigrant%20Population%20Estimates%20in%20the%20US%20January%202014_1.pdf

Baker, Bryan, 2017b. "Nonimmigrants Residing in the United States: Fiscal Year 2016," Office of Immigration Statistics, Policy Directorate, U.S. Department of Homeland Security.

Office of Immigration Statistics, 2017. "Efforts by DHS to Estimate Southwest Border Security between Ports of Entry," Office of Immigration Statistics, Policy Directorate, U.S. Department of Homeland Security, https://www.dhs.gov/sites/default/files/publications/17_0914_estimates-of-border-security.pdf

Passel, Jeffrey S. and D'Vera Cohn, 2016. "Unauthorized immigrant population stable for half a decade," Pew Research Center, http://www.pewresearch.org/fact-tank/2016/09/21/unauthorized-immigrant-population-stable-for-half-a-decade/

U.S. Census Bureau, 2011. "Change in Population Controls," American Community Survey Research Note, https://www.census.gov/newsroom/releases/pdf/acs_2010_population_controls.pdf

U.S. Department of Homeland Security, 2003. "Estimates of the Unauthorized Immigrant Population Residing in the United States: 1990 to 2000," http://www.dhs.gov/xlibrary/assets/statistics/publications/Ill_Report_1211.pdf

Warren, Robert, 2017. "Zero Undocumented Population Growth Is Here to Stay and Immigration Reform Would Preserve and Extend These Gains", Journal on Migration and Human Security, Volume 5, Number 2 (2017).

Warren, Robert and Jeffrey S. Passel, 1987. "A Count of the Uncountable: Estimates of Undocumented Aliens Counted in the 1980 United States Census," *Demography* 24:375-393.

BC-DOC-0000034915

Population Estimates

LAWFUL PERMANENT RESIDENT POPULATION IN THE UNITED STATES: JANUARY 2015

MAY 2019

Homeland Security

Office of Immigration Statistics
OFFICE OF STRATEGY, POLICY & PLANS

P0001/95

BC-DOC-0000034916

Estimates of the Lawful Permanent Resident Population in the United States: January 2015

BRYAN BAKER

This report presents estimates of the lawful permanent resident (LPR) population living in the United States on January 1, 2015, and on the subpopulation eligible to apply to naturalize. LPRs, also known as "green card" holders, are immigrants who have been granted lawful permanent residence in the United States but have not yet become U.S. citizens. Estimates of the total LPR population and the LPR subpopulation eligible to apply to naturalize are tabulated by country of birth, state of residence, and the year LPR status was obtained. Data for the estimates were obtained primarily from administrative records of U.S. Citizenship and Immigration Services (USCIS) of the Department of Homeland Security (DHS). The methodology used for the 2015 estimates is similar to that used in previous DHS estimates (see Baker and Lee, 2017).

In summary, an estimated 13.2 million LPRs lived in the United States on January 1, 2015, 9.0 million of whom were eligible to naturalize. The majority of the population eligible to naturalize (65 percent), obtained LPR status before 2005.

BACKGROUND

Data on the size and characteristics of the foreign-born population are used to assess the impact of immigration in the United States. The decennial census and monthly household surveys of the Census Bureau include questions on place of birth, citizenship, and year of entry into the United States. In addition, DHS collects data measuring administrative events such as the number of aliens granted lawful permanent residence or the number approved for asylum. Yet DHS does not collect data on the population of LPRs or the population of asylees living in the United States at a point in time, and Congress discontinued an alien registration program requiring all legally resident aliens to report their status annually to the legacy Immigration and Naturalization Service in 1981. For these reasons, while Census and DHS data provide a wealth of information on the total foreign-born population broken down by citizenship and on annual migration flows and status changes, national population data on the major subcategories of non-citizens, including LPRs, students, temporary workers, and unauthorized immigrants, are not readily available from any source and must be estimated.

METHODOLOGY

The LPR population estimates in this report were derived primarily from Census Bureau and DHS data by estimating a base population as of a certain date and adding subsequent components of population change (see Passel and Clark, 1998; Hoefer, 1996). DHS has used a variant of this approach since 2002 to estimate the resident LPR population.

Separate population estimates were developed for LPRs who entered the United States before 1980 and during the 1980–2014 period. The two sets of estimates were added together to obtain the overall estimated population as of January 1, 2015.

Estimates for LPR Entrants Prior to 1980

All non-citizen residents of the United States in 2015 who entered before 1980 were assumed to be LPRs. Under the registry provisions of immigration law, aliens are eligible for LPR status if they have lived in the United States continuously since January 1, 1972, and meet other basic requirements. Additionally, certain persons living in the United States before 1982 as unauthorized residents were permitted to adjust to LPR status under the provisions of the *Immigration Reform and Control Act of 1986*. For the same reasons, DHS estimates of the unauthorized immigrant population assume that the foreign-born population entering the United States before 1980 is legally resident (see Baker, 2018).

Estimates of pre-1980 LPR entrants were obtained from data on non-citizen residents with a year of entry prior to 1980 from the 2014 American Community Survey (ACS) of the U.S. Census Bureau. The data were tabulated by year of entry, country of birth, and state of residence.

Estimates for LPR Entrants from 1980 through 2014

The LPR subpopulation who entered in 1980 or later and adjusted to LPR status by the end of 2014 was estimated by using LPR case records to calculate the total aggregated inflow since 1980. Several adjustments were then made to reduce the aggregated total inflow of 1980–2014 LPR entrants to the population remaining after 2014 by accounting for naturalizations, derivative citizenship, emigration, and mortality.

Total aggregated inflow. Data on LPRs who entered the United States in January 1980 or later and adjusted to LPR status by December 2014 were obtained from case tracking systems of USCIS that contain information from applications for LPR status and naturalization. LPR status applicants living in the United States use the *Application to Adjust Status to Permanent Residence* (Form I-485), whereas applicants living outside the United States use either the *Application for Immigrant Visa and Alien Registration* (Form DS-230) or the *Electronic Application for Immigrant Visa and Alien Registration* (Form DS-260) of the U.S. Department of State. I-485 applicants who become LPRs are referred to as "adjustments of status," and DS-230 or DS-260 applicants who subsequently become LPRs are known as "new arrivals." Naturalization applicants aged 18 and over use the *Application for Naturalization* (Form N-400). Basic applicant information maintained in the case tracking systems includes alien

P000196

BC-DOC-0000034917

identification number (A-number), date of birth, country of birth, sex, U.S. address, date LPR status or naturalization was obtained, and category of admission.

LPRs who entered the United States before 1980 were excluded as these persons were counted in the pre-1980 entrant population from the ACS. The date of entry for "new arrival" LPRs is the date of approval for LPR status.[1] For "adjustment of status" LPRs, however, the entry date after which these individuals would be considered to be residents is not recorded directly and the year of last entry prior to adjustment of status was selected as an approximation.[2]

Naturalizations. LPRs who subsequently naturalized were excluded by matching individual LPR and naturalization records by A-number. The data were also adjusted for derivative citizenship.

Derivative Citizenship. In most cases, LPRs under 18 years of age automatically become U.S. citizens upon the naturalization of a parent. Although not required by law, those who derive citizenship through the naturalization of a parent may apply for a certificate documenting citizenship. The number of LPRs deriving citizenship was estimated from applications filed for certificates of citizenship from 1980 through 2014. Although this approach, like its predecessor,[3] produces a conservative estimate of derivative citizenship,[4] it is straightforward and produces a slightly larger and presumably more accurate estimate for recent years.

Mortality. The adjustments for mortality and emigration are methodologically the same as those used in DHS unauthorized immigrant population estimates. LPRs were survived to 2015 by sex and age at the time LPR status was obtained using mortality rates from 1999-2001 life tables (Arias et al., 2008). The median age of foreign nationals at the time they become LPRs is about 32 years (Baugh and Witsman, 2016). As a result, mortality has very little impact on the estimates for recent LPRs but a greater impact for those who became LPRs during the 1980s.

Emigration. Most observers agree that a sizable number of LPRs emigrate from the United States, but the U.S. Government has not collected official statistics since 1957, and national data that directly measure emigration do not exist. This report uses an emigration rate schedule based on estimates for the foreign-born population from Census data (Ahmed and Robinson, 1994). The rates vary by years of residence in the United States and naturalization status. (LPRs who subsequently naturalized were not considered at risk of emigration until after becoming citizens). LPRs who entered the United States as asylees and refugees were assumed not to emigrate.

After adjusting for derivative citizenship, mortality, and emigration, estimates for 1980–2014 entrants were tabulated by the year LPR status was obtained, country of birth, and state of residence. The use of state of residence provided on the application for permanent residence ignores subsequent internal migration and affects the state-level estimates to the extent that migration to and from each state is not the same.

LPR Population Eligible to Naturalize

LPRs are eligible to apply for naturalization after meeting U.S. residency and other requirements. Most LPRs are required to meet a five-year residency requirement for naturalization, while spouses of U.S. citizens are generally subject to a three-year requirement. There are several other exceptions to the five-year residency requirement, most of which affect small numbers of immigrants.

This report estimates the LPR population eligible to naturalize based on residency requirements using class of admission and the year LPR status was obtained. All LPRs, except those whose LPR status was based on marriage to a U.S. citizen, were assumed to have a five-year residency requirement for naturalization. Certain categories of immigrants receive credit for the period prior to the actual grant of LPR status. The credited time or earlier dates are not included in the LPR records used for this analysis and must be estimated. For example, asylees are credited one year in asylum status toward time in LPR status. Asylees were therefore assumed to be eligible to naturalize four years after approval of the adjustment of status application. Immigrants adjusting to LPR status as refugees, Lautenberg parolees, or through cancellation of removal also receive credit for residence in the United States prior to the actual grant of lawful permanent residence based, respectively, on the date of entry into the United States as a refugee, the date of parole, or the date of cancellation of removal. It was assumed that two years elapse between the earlier dates and the date of approval of the application for permanent residence so that these LPRs are eligible to apply for naturalization approximately three years after approval of their application for adjustment.

FINDINGS

Overview

An estimated 13.2 million LPRs were living in the United States on January 1, 2015 (Table 1). Of the total 13.2 million, an estimated 9.0 million were eligible to naturalize. The size of the LPR population changes slowly over time because increases in the number of persons becoming LPRs each year are offset by persons naturalizing.

---

[1] Aliens arriving at a port of entry with an immigrant visa issued by the U.S. Department of State are considered to be LPRs (i.e., to have obtained LPR status) immediately after inspection and admission by U.S. DHS Customs and Border Protection.

[2] Year of last entry was imputed where missing (approximately 40 percent of adjustment of status records during 1980-1981 and 1998–2005) using category of admission and year of LPR adjustment.

[3] For LPR population estimates for years prior to 2009, OIS assumed that the cumulative "citizenship" rate (derivative citizenship plus naturalization) for persons who were under 16 years of age when they became LPRs was the same as the rate for persons who were 16 years of age when obtaining LPR status.

[4] Some derivative citizens may not request a certificate due to the high filing fee (currently $1,170, compared to $65 for a passport card, which also proves citizenship), while others may not even be aware of their derivative status. Thus the proportion of the derivative population who do not file, although unknown, is almost certainly larger than zero. The method used to estimate the number of derivative citizens will be revised in future editions of this report.

BC-DOC-0000034918

Table 1.

Lawful Permanent Resident Population by Eligibility to Naturalize: 2013 to 2015

Lawful permanent residents	2013	2014	2015
Total	13,140,000	13,180,000	13,250,000
Eligible to naturalize	8,790,000	8,880,000	9,030,000
Not eligible to naturalize	4,350,000	4,290,000	4,220,000

Note: Detail may not sum to total due to rounding.
Source: U.S. Department of Homeland Security.

Components. The entries in Table 2 show the data elements and adjustments to estimate the size of the LPR population in 2015. According to USCIS administrative records, 30.4 million foreign nationals who obtained LPR status before 2015 arrived in the United States between 1980 and 2014. By the end of 2014, an estimated 13.0 million (43 percent) of those had naturalized, 1.5 million (5 percent) had derived citizenship before becoming 18 years old, and 4.0 million (13 percent) had died or emigrated, thereby reducing the 2015 stock estimate of LPRs who arrived in 1980-2014 to 11.9 million. Adding 1.4 million LPRs who entered the United States before 1980 brings the total LPR estimate up to 13.2 million. Of those 13.2 million LPRs, an estimated 4.3 million had not met the residency requirement to apply for naturalization by the end of 2014, leaving 9.0 million LPRs eligible to apply to naturalize.

Error. The major sources of error in the estimates are the assumptions made about emigration, mortality, and derivative citizenship. Errors in the estimate of these components affect the 1980–2014 entrants portion of the 2015 LPR estimate. The estimates derived from the 2014 ACS for LPRs entering before 1980 are subject to both sampling and nonsampling error. The margin of error at the 90 percent confidence level for the estimated 1.4 million LPRs who entered before 1980 is less than plus or minus 25,000. Estimates by country of birth and state of residence are based on smaller numbers of observations and are affected more by sampling error. Important sources of non-sampling error include possible misreporting of citizenship status and year of entry by ACS respondents.

Year LPR Status Obtained

Fifty-five percent of the LPR population as of 2015 obtained permanent residence in 2005 or later (Table 3). Among the subset of LPRs who were eligible to naturalize, 65 percent of the population gained LPR status before then.

Country of Birth

Mexico was the leading country of origin of the LPR population in 2015 (Table 4). An estimated 3.3 million or 25 percent of LPRs came from Mexico. The next leading source countries were China (0.7 million) and the Philippines (0.6 million), followed by India (0.6 million) and the Dominican Republic (0.5 million). Forty-two percent of LPRs in 2015 were born in one of these five countries. The 10 leading countries of origin, which also include Cuba, Vietnam, El Salvador, Canada, and South Korea, represented 55 percent of the LPR population. The leading countries of origin of the LPR population eligible to apply to naturalize are similar to those for the total LPR population. Differences in rankings reflect differences in the propensity to naturalize and variability in LPR flows.

Table 2.

Components of Estimation for the Lawful Permanent Resident Population: 2015

Category		Number
	Lawful permanent residents admitted between 1980-2014	30,360,000
minus	Naturalization (N-400) 1980-2014	13,000,000
minus	Derivative citizenship 1980-2014	1,510,000
minus	Emigration and mortality 1980-2014	3,970,000
equals	Lawful permanent residents survived to 1/1/2015	11,870,000
plus	Lawful permanent residents admitted before 1980 (ACS)	1,370,000
equals	Estimated lawful permanent resident population as of 1/1/2015	13,250,000
minus	Lawful permanent residents not eligible to naturalize as of 1/1/2015	4,220,000
equals	Estimated lawful permanent resident population eligible to naturalize as of 1/1/2015	9,030,000

Note: Detail may not sum to total due to rounding.
Source: U.S. Department of Homeland Security.

Table 3.

Lawful Permanent Resident Population by Period of Admission and Eligibility to Naturalize: January 2015

	All LPRs		LPRs eligible to naturalize	
Year admitted	Number	Percent	Number	Percent
Total	13,250,000	100.0	9,030,000	100.0
Before 2000	4,490,000	33.9	4,470,000	49.5
2000-2004	1,510,000	11.4	1,400,000	15.5
2005-2009	2,870,000	21.7	2,580,000	28.5
2010-2014	4,380,000	33.1	590,000	6.5

Note: Detail may not sum to total due to rounding.
Source: U.S. Department of Homeland Security.

State of Residence

The data in Table 5 show the estimated LPR population for the leading states of residence. Because the data for most of the population are based on the state of residence at the time LPR status was obtained (and does not account for subsequent state-to-state movement), the relative rankings are more reliable than the actual population estimates by state.

California was the leading state of residence with an estimated 3.3 million LPRs in 2015. The next leading states of residence were New York (1.7 million), Texas (1.4 million), and Florida (1.3 million). These four states were home to an estimated 57 percent of LPRs in 2015. The next leading states of residence were New Jersey, Illinois, Massachusetts, Virginia, Washington, and Georgia. The 10 leading states represented 75 percent of the LPR population. The leading states of residence for the population eligible to naturalize were similar.

P000198
BC-DOC-0000034919

Table 4.

Lawful Permanent Resident Population by Country of Birth: 2015

Country of birth	All LPRs		LPRs eligible to naturalize	
	Number	Percent	Number	Percent
Total	13,250,000	100.0	9,030,000	100.0
Mexico	3,260,000	24.6	2,700,000	29.9
China, People's Republic	710,000	5.3	350,000	3.9
Philippines	580,000	4.4	350,000	3.9
India	580,000	4.4	270,000	2.9
Dominican Republic	490,000	3.7	310,000	3.4
Cuba	430,000	3.3	310,000	3.4
Vietnam	340,000	2.5	210,000	2.3
El Salvador	320,000	2.4	250,000	2.7
Canada	320,000	2.4	260,000	2.9
Korea, South	290,000	2.2	190,000	2.1
United Kingdom	280,000	2.1	230,000	2.5
Haiti	240,000	1.8	160,000	1.7
Jamaica	240,000	1.8	160,000	1.8
Colombia	220,000	1.7	140,000	1.6
Guatemala	180,000	1.4	130,000	1.4
Germany	170,000	1.3	150,000	1.7
Japan	140,000	1.1	120,000	1.4
Pakistan	140,000	1.1	70,000	0.8
Peru	140,000	1.0	90,000	1.0
Poland	130,000	1.0	100,000	1.2
Other	4,040,000	30.5	2,480,000	27.5

Note: Detail may not sum to total due to rounding.
Source: U.S. Department of Homeland Security.

Table 5.

Lawful Permanent Resident Population by State of Residence: 2015

Country of birth	All LPRs		LPRs eligible to naturalize	
	Number	Percent	Number	Percent
Total	13,250,000	100.0	9,030,000	100.0
California	3,290,000	24.8	2,460,000	27.2
New York	1,660,000	12.6	1,070,000	11.9
Texas	1,360,000	10.3	980,000	10.9
Florida	1,260,000	9.5	850,000	9.4
New Jersey	600,000	4.5	370,000	4.2
Illinois	530,000	4.0	370,000	4.1
Massachusetts	340,000	2.5	210,000	2.3
Virginia	290,000	2.2	170,000	1.9
Washington	280,000	2.1	180,000	2.0
Georgia	260,000	2.0	160,000	1.8
Maryland	260,000	2.0	150,000	1.7
Arizona	260,000	1.9	190,000	2.1
Pennsylvania	260,000	1.9	150,000	1.7
Michigan	210,000	1.6	140,000	1.5
North Carolina	170,000	1.3	100,000	1.1
Connecticut	150,000	1.2	100,000	1.1
Ohio	150,000	1.1	90,000	1.0
Colorado	150,000	1.1	100,000	1.1
Nevada	140,000	1.0	100,000	1.1
Minnesota	130,000	1.0	80,000	0.8
Other	1,490,000	11.3	1,000,000	11.0

Note: Detail may not sum to total due to rounding.
Source: U.S. Department of Homeland Security.

BC-DOC-0000034920

REFERENCES

Ahmed, Bashir and J. Gregory Robinson, 1994. "Estimates of Emigration of the Foreign-Born Population: 1980–1990." Technical Working Paper No. 9, U.S. Bureau of the Census, Washington, DC. http://www.census.gov/population/www/documentation/twps0009/twps0009.html.

Arias, Elizabeth and Lester R. Curtin, Rong Wei and Robert N. Anderson, 2008. "U.S. Decennial Life Tables for 1999–2001, United States Life Tables," *National Vital Statistics Report* 57 (1), National Center for Health Statistics, Centers for Disease Control. http://www.cdc.gov/nchs/data/nvsr/nvsr57/nvsr57_01.pdf.

Baker, Bryan C., 2009. "Trends in Naturalization Rates: 2008 Update." Office of Immigration Statistics, Policy Directorate, U.S. Department of Homeland Security. https://www.dhs.gov/sites/default/files/publications/Naturalization%20Rates%202008.pdf.

Baker, Bryan, 2018. "Estimates of the Unauthorized Immigrant Population Residing in the United States: January 2015." Office of Immigration Statistics, Policy Directorate, U.S. Department of Homeland Security. https://www.dhs.gov/sites/default/files/publications/18_1214_PLCY_pops-est-report.pdf

Baker, Bryan and James Lee, 2017. "Estimates of the Lawful Permanent Resident Population in the United States: January 2014." Office of Immigration Statistics, Policy Directorate, U.S. Department of Homeland Security. https://www.dhs.gov/sites/default/files/publications/LPR%20Population%20Estimates%20January%202014.pdf.

Hoefer, Michael D., 1996. "State Population Estimates: Legal Permanent Residents and Aliens Eligible to Apply for Naturalization," U.S. Immigration and Naturalization Service, Washington, DC.

Lee, James and Nancy Rytina, 2009. "Naturalizations in the United States: 2008." Office of Immigration Statistics, Policy Directorate, U.S. Department of Homeland Security. https://www.dhs.gov/sites/default/files/publications/Naturalizations_2008.pdf.

Baugh, Ryan and Katherine Witsman, 2017. "U.S. Lawful Permanent Residents: 2015." Office of Immigration Statistics, Policy Directorate, U.S. Department of Homeland Security. https://www.dhs.gov/sites/default/files/publications/Lawful_Permanent_Residents_2015.pdf.

Passel, Jeffrey S. and Rebecca L. Clark, 1998. "Immigrants in New York: Their Legal Status, Income and Taxes." Urban Institute, Washington, DC. http://www.urban.org/research/publication/immigrants-new-york/view/full_report.

Rytina, Nancy F., 2005 "U.S. Legal Permanent Residents: 2004." Office of Immigration Statistics, Management Directorate, U.S. Department of Homeland Security. https://www.dhs.gov/sites/default/files/publications/Lawful_Permanent_Residents_2004_0.pdf.

P000200

BC-DOC-0000034921

FACTTANK
NEWS IN THE NUMBERS

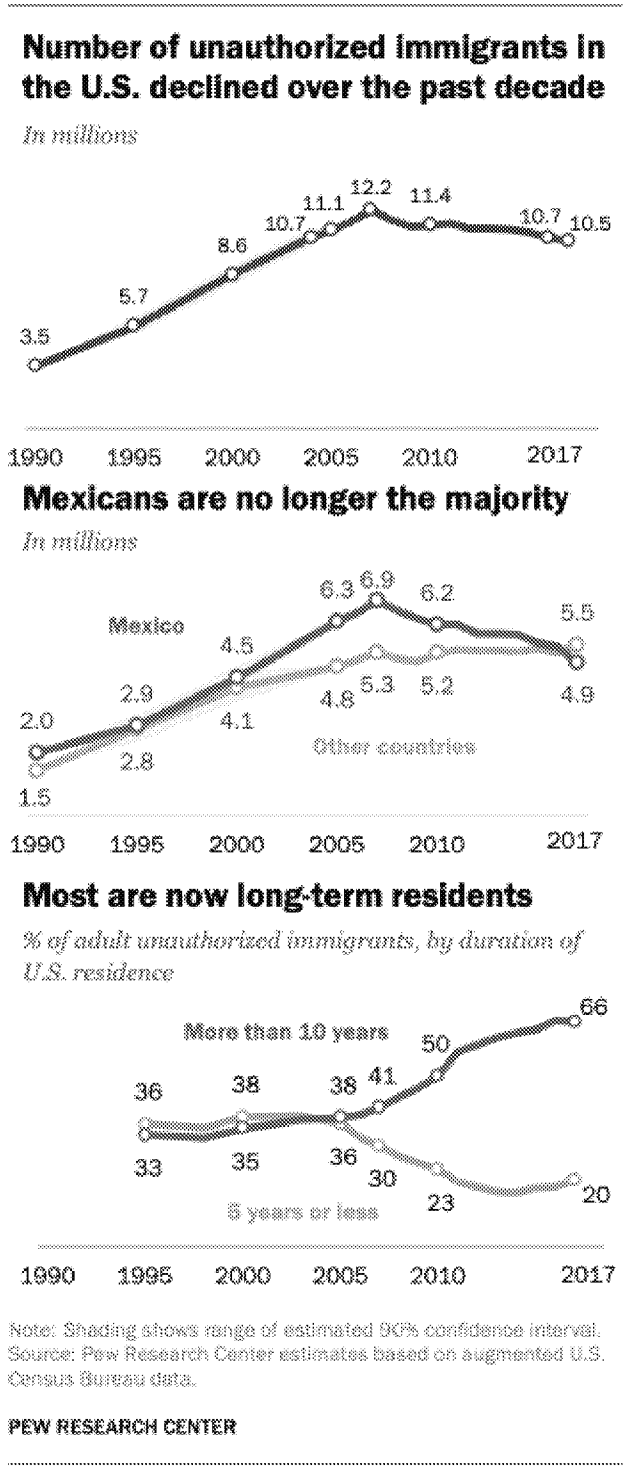
JUNE 12, 2019

Mexicans decline to less than half the U.S. unauthorized immigrant population for the first time

BY JEFFREY S. PASSEL AND D'VERA COHN

P000201

BC-DOC-0000034922



Note: Shading shows range of estimated 90% confidence interval.
Source: Pew Research Center estimates based on augmented U.S. Census Bureau data.

PEW RESEARCH CENTER

The number of Mexican unauthorized immigrants in the United States declined so sharply over the past decade that they no longer are the majority of those living in the country illegally, according to new Pew Research Center estimates based on government data. In 2017, there were 10.5 million unauthorized immigrants in the U.S., including 4.9 million Mexicans.

The decrease in the Mexican born was the major factor driving down the overall population of unauthorized immigrants in the U.S., which in 2017 was 1.7 million below its peak of 12.2 million in 2007.

P000202

BC-DOC-0000034923

The number of Mexican unauthorized immigrants declined because more left the U.S. than arrived. Mexicans remain a much larger percentage of all unauthorized immigrants than those from any other birth country. But their 47% share of U.S. unauthorized immigrants in 2017 amounted to less than a majority for the first time since the beginning of a long era of growth in illegal immigration a half century ago. That rise began after passage of a major overhaul of immigration policy in 1965, which imposed the first limits on immigration from Western Hemisphere countries, including Mexico, and coincided with the end of the Bracero program that had allowed temporary farm workers from Mexico to work legally in the U.S.

The number of Mexican unauthorized immigrants has fallen by 2 million since its peak of 6.9 million in 2007 and was lower in 2017 than in any year since 2001. Similarly, the number of apprehensions of Mexicans at the U.S. border also has fallen over the decade, a trend that began even earlier. In fact, apprehensions of non-Mexicans outnumbered those of Mexicans for the past three fiscal years, according to federal statistics.

As the number of Mexicans decreased, unauthorized immigrants from other parts of the world increased. There were 5.5 million non-Mexican unauthorized immigrants in 2017, compared with 5.3 million in 2007. The non-Mexican number also ticked up from 2016 to 2017, offsetting the decline of Mexicans. As a result, the overall population of unauthorized immigrants statistically did not change in 2017 from the year before; the total in both years was the lowest since 2004.

The decline in unauthorized immigrants from Mexico and rise from other parts of the world is one sign of a change in how recent arrivals to this population enter the country. A growing share of U.S. unauthorized immigrants do not cross the border illegally, but probably arrive with legal visas and overstay their required departure date. These "likely overstays" have made up a large majority of unauthorized immigrant arrivals since 2010, according to Pew Research Center analysis.

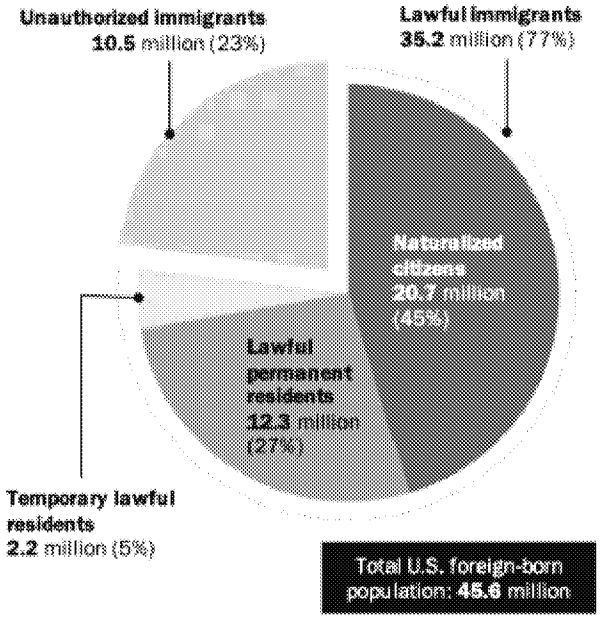
The Center's estimate of unauthorized immigrants includes 1.5 million or more people who have temporary permission to stay in the U.S. but could be subject to deportation by changes in government policy. In 2017, they included about 320,000 people from 10 nations with Temporary Protected Status, about 700,000 beneficiaries of Deferred Action for Childhood Arrivals and a rising number of people who have applied for asylum and are awaiting a ruling.

P000203

BC-DOC-0000034924

Unauthorized immigrants are a quarter of the U.S. foreign-born population

Foreign-born population estimates, 2017



Note: All numbers are rounded. Unauthorized immigrants include some with temporary protection from deportation under Deferred Action for Childhood Arrivals (DACA) and Temporary Protected Status (TPS), as well as pending asylum cases.
Source: Pew Research Center estimates based on augmented U.S. Census Bureau data.

PEW RESEARCH CENTER

As the number of unauthorized immigrants shrank by 14% from 2007 to 2017, the U.S. lawful immigrant population continued to grow. During this period, the population of lawful U.S. immigrants – citizens and noncitizens, on permanent and temporary visas – rose by almost a quarter, to 35.2 million.

Unauthorized immigrants were 23% of the 45.6 million foreign-born residents in the U.S. in 2017.

Despite the decline over the decade, the number of unauthorized immigrants in 2017 was triple the 3.5 million in 1990.

Rising numbers from Asia and Central America

P000204

BC-DOC-0000034925

Estimated unauthorized immigrant total declines or holds steady from most regions

In thousands

	2017	2007	Change
Latin America			
Mexico	4,950	6,950	-2,000
Central America	1,900	1,500	+400
South America	775	900	-130
Caribbean	475	475	—
Other regions			
Asia	1,450	1,300	+130
Europe, Canada	500	650	-150
Middle East	130	140	—
Africa	250	250	—
U.S. total	**10,500**	**12,200**	**-1,750**

Note: All numbers are rounded. Change column calculated from unrounded totals, giving a more accurate estimate of difference than subtracting rounded totals. Only statistically significant changes based on 90% confidence interval are shown; other measured changes are not statistically different from zero. Asia consists of South and East Asia. All central Asian republics of the former Soviet Union are included in Europe. The Middle East consists of Southwest Asia and North Africa; Africa consists of sub-Saharan Africa. The U.S. total includes a residual (not shown) from other nations.
Source: Pew Research Center estimates based on augmented U.S. Census Bureau data.

PEW RESEARCH CENTER

The number of unauthorized immigrants rose over the 2007-2017 decade from two birth regions: Asia and Central America. The numbers declined over the past decade from two others: South America and the combined regions of Europe and Canada. The decline was statistically significant among European-born unauthorized immigrants, but not among those from Canada.

Among the 20 birth countries with the largest number of U.S. unauthorized immigrants, there were statistically significant increases in five from 2007 to 2017. Reflecting the growth in unauthorized immigrants from Central America, they included the three Northern Triangle nations of El Salvador, Guatemala and Honduras, a trend also displayed in rising apprehensions of people from those countries at the border. India and Venezuela also had increases in their U.S. populations of unauthorized immigrants over the past decade.

However, looking at change from a year earlier, Brazil was the only large birth nation whose total unauthorized immigrant population in the U.S. grew by a statistically

P000205

BC-DOC-0000034926

significant amount from 2016 to 2017.

▼ Unauthorized immigrant totals for largest birth countries

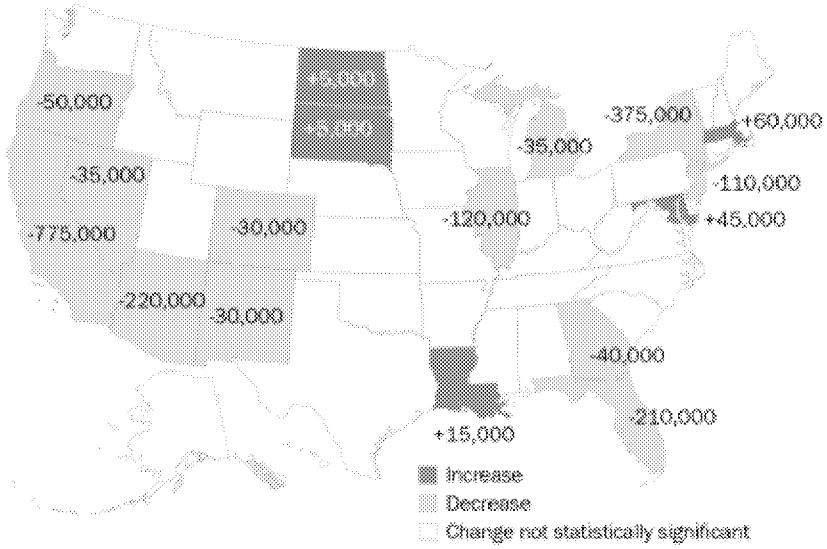
Large birth nations with unauthorized immigrant population declines over the decade, in addition to Mexico, included Colombia, Ecuador and Peru.

There may have been changes in unauthorized immigrant populations from other birth regions and countries, but they were not statistically significant.

Increases in five states and declines in a dozen others

Unauthorized immigrant populations changed in 17 states over the past decade

Statistically significant change, 2007 to 2017



Note: All numbers are rounded. Significant changes based on 90% confidence interval.
Source: Pew Research Center estimates based on augmented U.S. Census Bureau data.

PEW RESEARCH CENTER

There were five states where unauthorized immigrant populations grew from 2007 to 2017 and 12 where they declined. States with growth included Louisiana, Maryland, Massachusetts, North Dakota and South Dakota.

Those with declines included five of the six states with the largest unauthorized immigrant populations: California, Florida, Illinois, New Jersey and New York (but not Texas, which had no statistically significant change). The other states with fewer unauthorized

P000206

BC-DOC-0000034927

immigrants in 2017 than in 2007 were Arizona, Colorado, Georgia, Michigan, Nevada, New Mexico and Oregon.

Other states may have had changes, but they were not statistically significant.

▼ **Estimates of unauthorized immigrant population for states**

▼ **How did we estimate the U.S. unauthorized immigrant population?**

Long-term residents outnumber more recent arrivals

Increase in recent arrivals from Northern Triangle and Asia, decrease from Mexico

Population of arrivals in previous five years, in thousands

Birth country	2017	Share	2007	Share
Mexico	475	20%	2,050	52%
Northern Triangle	400	17	425	11
Asia	525	23	525	13
Other countries	925	40	925	24
Total	2,350		3,950	

Note: Northern Triangle consists of El Salvador, Guatemala and Honduras. Asia consists of South and East Asia. All numbers are rounded.
Source: Pew Research Center estimates based on augmented U.S. Census Bureau data.

PEW RESEARCH CENTER

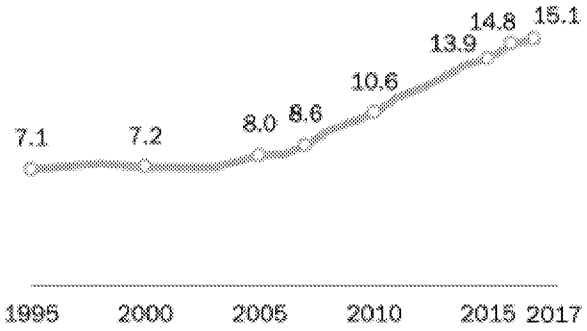
The decline in unauthorized immigrants over the decade is largely due to decreases in new arrivals to the U.S., especially by Mexicans (although some unauthorized immigrants also have left, died or were deported). As a result, the unauthorized immigrant population in the U.S. increasingly is made up of longer-term residents.

P000207

BC-DOC-0000034928

The typical unauthorized immigrant adult has lived in the U.S. for 15 years

Median years of U.S. residence for adult unauthorized immigrants



Source: Pew Research Center estimates based on augmented U.S. Census Bureau data.

PEW RESEARCH CENTER

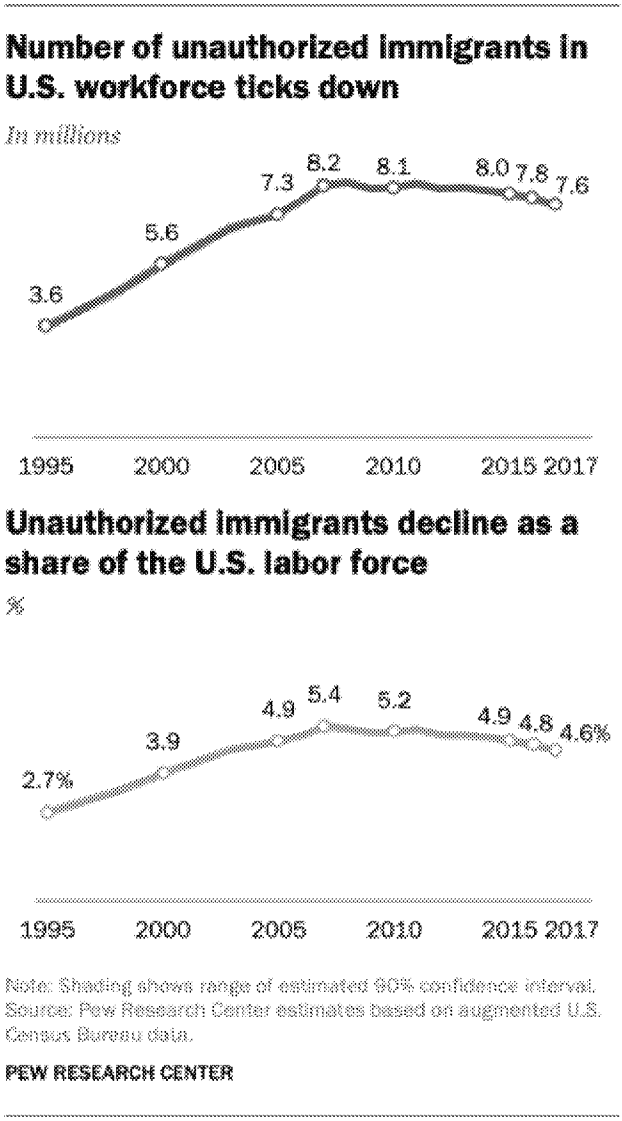
In 2017, the typical unauthorized immigrant adult had lived in the U.S. for 15 years. That is the longest median duration of residence since 1995, when Pew Research Center estimates began.

In 2017, only 20% of unauthorized immigrant adults lived in the U.S. for five years or less, down from 30% a decade earlier. About two-thirds of unauthorized immigrants have been in the U.S. for more than 10 years; a decade earlier, less than half had.

The large drop in new arrivals is almost entirely due to a drop in the number of Mexican unauthorized immigrants coming to the U.S. In 2017, Mexicans accounted for 20% of unauthorized immigrants who came to the U.S. in the previous five years, compared with 52% in 2007. This represents a decrease in the average annual inflow of Mexican unauthorized immigrants, from about 375,000 per year in 2002-2007 to about 90,000 per year for 2012-2017. For other regions of birth, the average annual inflows did not change significantly, but the shares of the total increased due to declining Mexican arrivals.

Fewer unauthorized immigrants in the workforce than a decade ago

P000208



The number of unauthorized immigrants in the labor force – working or looking for work – declined to 7.6 million in 2017, less than the total of the previous year and notably less than in 2007, when they were 8.2 million.

Unauthorized immigrants made up 4.6% of the labor force in 2017, down from 5.4% in 2007.

Correction (June 24, 2019): A previous version of the chart "Mexicans are no longer the majority" gave an incorrect number of unauthorized immigrants from countries other than Mexico in 1990. There were 1.5 million.

Read more about immigration:

- Interactive: Unauthorized immigrant population trends for states, birth countries and regions
- Video: How we estimate the U.S. unauthorized immigrant population

P000209

BC-DOC-0000034930

- Key findings about U.S. immigrants

Topics: Unauthorized Immigration, Immigration Trends, Migration, Immigration



Jeffrey S. Passel *is a senior demographer at Pew Research Center.*

POSTS | BIO | EMAIL



D'Vera Cohn *is a senior writer/editor focusing on immigration and demographics at Pew Research Center.*

POSTS | BIO | TWITTER | EMAIL

SIGN UP FOR OUR WEEKLY NEWSLETTER

Email address

SIGN UP

MAKE A FINANCIAL CONTRIBUTION TO SUPPORT OUR WORK

DONATE

RELATED

HISPANIC | JUNE 12, 2019

5 facts about illegal immigration in the U.S.

HISPANIC | JUNE 28, 2019

What we know about illegal immigration from Mexico

HISPANIC | APRIL 25, 2017

As Mexican share declined, U.S. unauthorized immigrant population fell in 2015 below recession level

P000210

HISPANIC | JUNE 17, 2019

Key findings about U.S. immigrants

FACT TANK | DECEMBER 30, 2014

U.S. border apprehensions of Mexicans fall to historic lows

POPULAR ON FACT TANK

FACT TANK | JANUARY 17, 2019

Defining generations: Where Millennials end and Generation Z begins

FACT TANK | SEPTEMBER 6, 2018

Are you in the American middle class? Find out with our income calculator

FACT TANK | NOVEMBER 28, 2018

5 facts about illegal immigration in the U.S.

FACT TANK | NOVEMBER 30, 2018

Key findings about U.S. immigrants

FACT TANK | APRIL 5, 2017

Christians remain world's largest religious group, but they are declining in Europe

P000211

BC-DOC-0000034932

listed in the **ADDRESSES** section of this document. FAA Order 7400.11B lists Class A, B, C, D, and E airspace areas, air traffic service routes, and reporting points.

Differences From the NPRM

Subsequent to publication of the NPRM, the FAA identified an error within a set of True (T) and Magnetic (M) coordinates along V–113. The intersection coordinates "INT Modesto 208°(T) 19(M) and El Nido 277°(T) 262°(M) radials" were misidentified as PATYY intersection in the NPRM; when in fact these coordinates are for WINDY intersection. The FAA is changing the coordinates to "INT Modesto 208° (T) 191° (M) and El Nido 298° (T) 283° (M)" as the correct coordinates for PATYY intersection.

The Rule

The FAA is amending Title 14 Code of Federal Regulations (14 CFR) part 71 to amend VOR Federal Airways V–113 and V–244 in the western United States due to the scheduled decommissioning of the Manteca and Maxwell VOR facilities. The routes are outlined below.

V–113: V–113 currently extends between Morro Bay, CA (MQO) and Lewistown, MT (LWT) with a gap between Panoche, CA (PXN) and Linden, CA (LIN). The FAA is filling the gap between Panoche, CA (PXN) and Linden, CA (LIN). The unaffected portions of the existing route will remain as charted.

V–244: V–244 currently extends between Oakland, CA (OAK) and Salina, KS, (SLN). The FAA is relocating the segment of the route from Oakland, CA by rerouting the airway approximately 10 nautical miles north of the previous airway until tied back into the previous route at Coaldale, NV. The unaffected portion of the existing route will remain as charted.

All radials in the regulatory text route descriptions below are stated in True degrees.

VOR Federal airways are published in paragraph 6010(a), of FAA Order 7400.11B dated August 3, 2017, and effective September 15, 2017, which is incorporated by reference in 14 CFR 71.1. The VOR Federal airways listed in this document will be subsequently published in the Order.

Regulatory Notices and Analyses

The FAA has determined that this regulation only involves an established body of technical regulations for which frequent and routine amendments are necessary to keep them operationally current. It, therefore: (1) Is not a "significant regulatory action" under Executive Order 12866; (2) is not a "significant rule" under Department of Transportation (DOT) Regulatory Policies and Procedures (44 FR 11034; February 26, 1979); and (3) does not warrant preparation of a regulatory evaluation as the anticipated impact is so minimal. Since this is a routine matter that only affects air traffic procedures and air navigation, it is certified that this rule, when promulgated, does not have a significant economic impact on a substantial number of small entities under the criteria of the Regulatory Flexibility Act.

Environmental Review

The FAA has determined that this action modifying VOR Federal airways V–113 and V–244 qualifies for categorical exclusion under the National Environmental Policy Act and its agency-specific implementing regulations in FAA Order 1050.1F, "Environmental Impacts: Policies and Procedures" regarding categorical exclusions for procedural actions at paragraph 5–6.5a, which categorically excludes from full environmental impact review rulemaking actions that designate or modify classes of airspace areas, airways, routes, and reporting points. Therefore, this airspace action is not expected to result in any significant environmental impacts. In accordance with FAA Order 1050.1F, paragraph 5–2 regarding Extraordinary Circumstances, this action has been reviewed for factors and circumstances in which a normally categorically excluded action may have a significant environmental impact requiring further analysis, and it is determined that no extraordinary circumstances exist that warrant preparation of an environmental assessment.

List of Subjects in 14 CFR Part 71

Airspace, Incorporation by reference, Navigation (air).

The Amendment

In consideration of the foregoing, the Federal Aviation Administration amends 14 CFR part 71 as follows:

PART 71—DESIGNATION OF CLASS A, B, C, D, AND E AIRSPACE AREAS; AIR TRAFFIC SERVICE ROUTES; AND REPORTING POINTS

■ 1. The authority citation for part 71 continues to read as follows:

Authority: 49 U.S.C. 106(f), 106(g); 40103, 40113, 40120; E.O. 10854, 24 FR 9565, 3 CFR, 1959–1963 Comp., p. 389.

§71.1 [Amended]

■ 2. The incorporation by reference in 14 CFR 71.1 of FAA Order 7400.11B, Airspace Designations and Reporting Points, dated August 3, 2017 and effective September 15, 2017, is amended as follows:

Paragraph 6010—Domestic VOR Federal Airways

V–113 (Amended)

From Morro Bay, CA; Paso Robles, CA; Priest, CA; Panoche, CA; INT Modesto 208° and El Nido 298° radials; Modesto, CA; Linden, CA; INT Linden 046° and Mustang, NV, 208° radials; Mustang; 42 miles, 24 miles, 115 MSL, 95 MSL, Sod House, NV; 67 miles, 95 MSL, 85 MSL, Rome, OR; 61 miles, 85 MSL, Boise, ID; Salmon, ID; Coppertown, MT; Helena, MT; to Lewistown, MT

* * * * *

V–244 (Amended)

From Oakland, CA; INT Oakland 077° and Linden, CA, 246° radials; Linden; 30 miles, 153 MSL, INT Linden 094° and Hangtown, CA, 157° radials; 58 miles, 153 MSL, INT Coaldale, CA, 267° and Friant, CA, 022° radials; 23 miles, 153 MSL, INT Coaldale 267° and Bishop, CA, 337° radials; 43 miles, 125 MSL, Coaldale, NV; Tonopah, NV; 40 miles, 115 MSL, Wilson Creek, NV; 28 miles, 115 MSL, Milford, UT; Hanksville, UT; 63 miles, 13 miles, 140 MSL, 36 miles, 115 MSL, Montrose, CO; Blue Mesa, CO; 33 miles, 122 MSL, 27 miles, 155 MSL, Pueblo, CO; 18 miles, 48 miles, 60 MSL, Lamar, CO; 20 miles, 116 miles, 65 MSL, Hays, KS; to Salina, KS. The airspace within R–2531A and R–2531B is excluded.

Issued in Washington, DC, on January 29, 2018.

Sean E. Hook,

Acting Manager, Airspace Policy Group.

[FR Doc. 2018–02133 Filed 2–7–18; 8:45 am]

BILLING CODE 4910–13–P

DEPARTMENT OF COMMERCE

Bureau of the Census

15 CFR Chapter I

[Docket Number 160526465–8033–03]

RIN 0607–XC026

Final 2020 Census Residence Criteria and Residence Situations

AGENCY: Bureau of the Census, Department of Commerce.

ACTION: Final criteria.

SUMMARY: The Bureau of the Census (U.S. Census Bureau) is providing notification of the Final 2020 Census Residence Criteria and Residence Situations. In addition, this document contains a summary of comments received in response to the June 30,

BC-DOC-0000034933

2016, **Federal Register** document, as well as the Census Bureau's responses to those comments. The residence criteria are used to determine where people are counted during each decennial census. Specific residence situations are included with the criteria to illustrate how the criteria are applied.

DATES: The final criteria in this document are effective on March 12, 2018.

FOR FURTHER INFORMATION CONTACT: Jason Devine, Population and Housing Programs Branch, U.S. Census Bureau, 6H173, Washington, DC 20233, telephone (301) 763–2381; or Email [*POP.2020.Residence.Rule@census.gov*].

SUPPLEMENTARY INFORMATION:

A. Background

The U.S. Census Bureau is committed to counting every person in the 2020 Census once, only once, and in the right place. The fundamental reason that the decennial census is conducted is to fulfill the Constitutional requirement (Article I, Section 2) to apportion the seats in the U.S. House of Representatives among the states.[1] For a fair and equitable apportionment, it is crucial that the Census Bureau counts everyone in the right place during the decennial census.

The residence criteria are used to determine where people are counted during each decennial census. Specific residence situations are included with the criteria to illustrate how the criteria are applied.

1. The Concept of Usual Residence

The Census Bureau's enumeration procedures are guided by the constitutional and statutory mandates to count all residents of the several states. [U.S. Const. Art. 1, Section 2, cl.3, Title 13, United States Code, Section 141.] The state in which a person resides and the specific location within that state is determined in accordance with the concept of "usual residence," which is defined by the Census Bureau as the place where a person lives and sleeps most of the time. This is not always the same as a person's legal residence, voting residence, or where they prefer to be counted. This concept of "usual residence" is grounded in the law providing for the first census, the Act of March 1, 1790, expressly specifying that persons be enumerated at their "usual place of abode."

Determining usual residence is straightforward for most people. However, given our nation's wide diversity in types of living arrangements, the concept of usual residence has a variety of applications. Some examples of these living arrangements include people experiencing homelessness, people with a seasonal/second residence, people in group facilities,[2] people in the process of moving, people in hospitals, children in shared custody arrangements, college students, live-in employees, military personnel, and people who live in workers' dormitories.

2. Reviewing the 2020 Census Residence Criteria and Residence Situations

Every decade, the Census Bureau undertakes a review of the Residence Criteria and Residence Situations to ensure that the concept of usual residence is interpreted and applied, consistent with the intent of the Census Act of 1790, which was authored by a Congress that included many of the framers of the U.S. Constitution and directed that people were to be counted at their usual residence. This review also serves as an opportunity to identify new or changing living situations resulting from societal change, and to address those situations in the guidance in a way that is consistent with the concept of usual residence.

This decade, as part of the review, the Census Bureau requested public comment on the "2010 Census Residence Rule and Residence Situations" through the **Federal Register** (80 FR 28950) on May 20, 2015, to allow the public to recommend any changes they would like to be considered for the 2020 Census. The Census Bureau received 252 comment submission letters or emails that contained 262 total comments. (Some comment submissions included comments or suggestions on more than one residence situation.)

On June 30, 2016, the Census Bureau published the "Proposed 2020 Census Residence Criteria and Residence Situations" in the **Federal Register** (81 FR 42577).[3] In that publication, the Census Bureau included a summary of comments on the May 2015 **Federal Register** document, as well as the Bureau's responses to those comments. During the 60-day comment period that ended on September 1, 2016, the Census Bureau received 77,958 comment submissions[4] that contained 77,995 total comments in response to the proposed residence criteria and situations. A summary of these comments and the Census Bureau's responses are included in section B of this document.

Section C of this document provides the Final 2020 Census Residence Criteria and Residence Situations.[5]

B. Summary of Comments Received in Response to the "Proposed 2020 Census Residence Criteria and Residence Situations"

On June 30, 2016, the Census Bureau published a document in the **Federal Register** asking for public comment on the "Proposed 2020 Census Residence Criteria and Residence Situations." Of the 77,995 comments received, 77,887 pertained to prisoners,[6] and 44 pertained to overseas military personnel. There were four comments on health care facilities. There were three comments on each of the following residence situations: Foreign citizens in the United States, juvenile facilities, and people in shelters and/or experiencing homelessness. There were two comments on each of the following residence situations: Boarding school students, college students, group homes and residential treatment centers for adults, transitory locations, visitors on Census Day, people who live or stay in more than one place, merchant marine personnel, and religious group quarters. There was one comment on each of the rest of the residence situations [people away from their usual residence on Census Day (*e.g.*, on vacation or business trip); people living outside the United States; people moving into or out of a residence around Census Day; people who are born or who die around

[1] Apportionment is based on the resident population, plus a count of overseas federal employees, for each of the 50 states. Redistricting data include the resident population of the 50 states, District of Columbia, and Puerto Rico.

[2] In this document, "group facilities" (referred to also as "group quarters" (GQ)) are defined as places where people live or stay in group living arrangements, which are owned or managed by an entity or organization providing housing and/or services for the residents.

[3] The Proposed 2020 Census Residence Criteria and Residence Situations are the same as the Final 2020 Census Residence Criteria and Residence Situations that are provided in Section C.

[4] Of the 77,958 comment submissions, 2,958 contained unique content and 75,000 were duplicates.

[5] The Census Bureau used the term "Residence Rule and Residence Situations" when referring to the 2010 version of this documentation and in portions of previous publications in the **Federal Register** in 2015 and 2016 regarding this topic. However, in this document, and in the foreseeable future, the Census Bureau will use the term "Residence Criteria and Residence Situations."

[6] The majority of comments received on this topic used the terms 'prisoner,' 'incarcerated,' or 'inmate.' Although the terminology is not exactly what we use in the residence criteria documentation, we believe the context of the comments suggests the comments apply to people in Federal and State Prisons, Local Jails and Other Municipal Confinement Facilities, and possibly Federal Detention Centers and Correctional Facilities intended for Juveniles. References in this document to "prisons," or "prisoners," should be interpreted as referring to all of these types of facilities.

BC-DOC-0000034934

Census Day; relatives and nonrelatives; residential schools for people with disabilities; housing for older adults; U.S. military personnel; and workers' residential facilities}. The Census Bureau also received one comment on the concept of usual residence, seven general comments on the overall residence criteria, and 18 comments on other issues not directly related to the residence criteria or any specific residence situation.

1. Comments on Prisoners

Of the 77,887 comments pertaining to prisoners, 77,863 suggested that prisoners should be counted at their home or pre-incarceration address. The rationales included in these comments were as follows.

- Almost all commenters either directly suggested, or alluded to the view, that counting prisoners at the prison inflates the political power of the area where the prison is located, and deflates the political power in the prisoners' home communities. These commenters stated that this distorts the redistricting process by allowing officials to count prisoners as "residents" of the districts where they are imprisoned, even though the prisoners are not allowed to vote during the time that they are confined in that district.
  - Similarly, many commenters suggested that counting prisoners away from their home address goes against the principle of equal representation. Some commenters more specifically suggested that the practice potentially violates the Voting Rights Act and/or the U.S. constitutional commitment to one person, one vote. A couple of commenters stated that the practice differs from certain international guidelines.
  - A few commenters stated that counting prisoners at the correctional facilities can also negatively impact the communities in which the prisons are located by distorting and/or complicating the redistricting process at the local level (*e.g.*, county commissions, city councils, and school boards).
  - Some commenters stated that the current residence criteria for prisoners are inconsistent with certain states' laws regarding residency for elections (*i.e.*, some state laws specifically say that a correctional facility is not a residence).
  - Some commenters stated that some states and many local governments already adjust their population data to remove prisoners when drawing their districts. However, these commenters also suggested that this "piecemeal" approach at the local level is inefficient and cannot fully resolve the issues associated with where prisoners are counted.
- Most commenters suggested that counting prisoners at the prison inaccurately represents the population counts and demographic characteristics of prisoners' home communities, as well as the communities where the prisons are located. These commenters stated that prisoners typically come from urban, underserved communities whose populations are disproportionately African-American and Latino, while prisons are more likely to be located in largely White (non-Hispanic) rural communities, far from the actual homes of the prisoners. Therefore, most commenters also suggested that counting prisoners at the prisons disproportionally harms communities with high proportions of minorities, by preventing their home communities from receiving their fair share of representation and funding.
- Many commenters stated that the incarcerated population has increased significantly in recent decades. Some commenters also stated that, throughout the long history of the decennial census, the Census Bureau has previously evolved and reevaluated its residence criteria in response to other historical changes in demographics and normative living situations (*e.g.*, the 1950 change to how college students were counted). Therefore, they suggested that the changes in the prisoner population and patterns of prison locations during recent decades warrant a similar evolution of the residence criteria.
- Some commenters suggested that the Census Bureau should change its interpretation of the concept of "usual residence" (*i.e.*, as the place where a person lives and sleeps most of the time), as it relates to incarcerated people. To support this suggestion, commenters used various rationales.
  - Some commenters suggested that prisoners do not have enduring social ties or allegiance to the community where they are incarcerated. To explain this, some commenters more specifically stated that prisoners cannot interact with the community where they are incarcerated, are there involuntarily, and generally do not plan to remain in that community upon their release. A few commenters also stated that the governmental representatives of the community where the prison is located do not serve the prisoners, or they stated that prisoners are not constituents of the community where the prison is located. These commenters further stated that prisoners rely, instead, on the representative services of the legislators in their pre-incarceration communities.
  - Some commenters suggested that the correctional facility where a prisoner is located on Census Day is not where a prisoner spends most of their time.
    - Some supported this suggestion by stating that counting incarcerated people at the facility in which they are housed on Census Day ignores the transient and temporary nature of incarceration. These commenters stated that incarcerated people are typically transferred multiple times between various correctional facilities during the time between when they are arrested and when they are released.
    - Some supported this suggestion by focusing on local jails. They stated that, while the length of incarceration for prison inmates is typically more than one year, about a third of all inmates (in prisons and jails) are jail inmates, and the typical length of incarceration for jail inmates is much shorter than one year (*i.e.*, a few days to a few weeks). A few also stated that the majority of jail inmates have not been convicted of a crime, or stated that they are awaiting trial and presumed innocent until proven guilty.
    - A few supported this suggestion by stating that, if your measuring stick is the 10-year period for which the decennial census counts affect representation, funding, and policies, most prisoners are incarcerated for less than 10 years.
  - A few commenters suggested that multiple factors must be considered together when determining the correct place to count certain types of people, such as prisoners, who do not easily align with the standard definition of usual residence. Therefore, they stated that a one-size-fits-all approach of focusing solely on where people live and sleep most of the time is not appropriate for determining where to count prisoners.
  - A few commenters suggested that only prisoners who are serving long-term sentences, such as longer than six months or a year, should be counted at the facility, and that prisoners serving shorter terms should be counted at their usual residence outside of the facility.
- Some commenters suggested that the treatment of prisoners is inconsistent with the treatment of other residence situations in which people are temporarily living or staying away from their permanent address (*e.g.*, travelers and snowbirds). A few stated that the proposed residence criteria make it appear as if the Census Bureau plans to count boarding school students, deployed military personnel, truck drivers, members of Congress, and/or juveniles in residential treatment

BC-DOC-0000034935

facilities at their home address, even if they do not spend most of their time there.

- Some commenters suggested that the number/proportion of comments submitted on this issue indicates that there is an overwhelming consensus urging a change to how prisoners are counted in the census.
- A few commenters suggested that the Census Bureau has acknowledged the need to correct its own data by proposing to help states with post-census population adjustments.
  - Some of these commenters suggested that "this ad hoc approach is neither efficient nor universally implementable." Some also stated that many states have laws that would prevent them from using such alternative data to adjust their Census counts for redistricting, and that many states may not have the resources to gather the necessary data to provide to the Census Bureau. Some also expressed concerns about the states' inability to provide data on federal prisoners and prisoners who are incarcerated in another state.
  - Therefore, some of these commenters suggested that the only way to implement a consistent solution for the entire United States is for the Census Bureau to change the way it counts prisoners. A few also suggested that the Census Bureau would be best able to accomplish this change if all correctional facilities (local, state, and federal) and/or all state and federal corrections departments were required to collect and maintain accurate records on each prisoner's home/pre-incarceration address.

Four comments were in support of counting prisoners at the correctional facility. All of these commenters suggested that the correctional facility is the prisoner's usual residence, or where they live and sleep most of the time (*i.e.*, prisoners are usually in prison, or away from their pre-incarceration address, for relatively long periods of time, such as one year or more). One commenter further stated that, because people are usually sent to prison for more than one year, they are not considered to be only "temporary residents" of the prison under many government regulations (other than the Census Bureau's). One commenter suggested that it makes sense to count prisoners at the facility because the communities in which the facilities are located are responsible for providing emergency response and certain law enforcement services to those facilities, as well as providing road maintenance and hospitality services (*e.g.*, hotels and restaurants) for the family and friends of the prisoners who travel to the facility for visitation.

One commenter suggested that counting prisoners at their "home address" would create unreasonable burden on the census process because of the considerable time and effort that would be necessary, both on the part of the facility administrators who would need to research and maintain the address records, and on the census enumerators who would need to collect and ensure the accuracy of the addresses. One commenter stated that any approach that would count prisoners somewhere other than the prison would likely result in a national undercount due to the difficulty in tracking inmates in transit. One commenter stated that it is not the Census Bureau's responsibility to facilitate states' redistricting activities beyond their currently proposed activities (*i.e.*, providing the redistricting data file, identifying the group quarters counts at the block level, and the proposed option to geocode prisoner addresses if they are provided by the state to the Census Bureau).

Twenty comments were neutral regarding where to count prisoners, in that they did not state whether they thought that prisoners should be counted at the facility or at some other address. Many of these commenters stated the importance of equal representation for all. Some stated that prisoners should have the right to vote. A few further clarified that prisoners should have the right to vote if they are going to be counted as residents (of any place) for redistricting purposes, or vice versa (*i.e.*, if prisoners do not have the right to vote, then they should not be counted). One specifically stated that incarcerated people should not be counted at all (either at the facility or elsewhere) because they committed a crime and are not legally eligible to vote. A few commenters stated concerns regarding the fairness or effectiveness of the criminal justice system.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for correctional facilities (Sections C.13.e, C.15, and C.17.a). The practice of counting prisoners at the correctional facility is consistent with the concept of usual residence, as established by the Census Act of 1790. As noted in section A.1 of this document, "usual residence" is defined as the place where a person lives and sleeps most of the time, which is not always the same as their legal residence, voting residence, or where they prefer to be counted. Therefore, counting prisoners anywhere other than the facility would be less consistent with the concept of usual residence, since the majority of people in prisons live and sleep most of the time at the prison.

States are responsible for legislative redistricting. The Census Bureau works closely with the states and recognizes that some states have decided, or may decide in the future, to 'move' their prisoner population back to the prisoners' pre-incarceration addresses for redistricting and other purposes. Therefore, following the 2020 Census, the Census Bureau plans to offer a product that states can request, in order to assist them in their goals of reallocating their own prisoner population counts. Any state that requests this product will be required to submit a data file (indicating where each prisoner was incarcerated on Census Day, as well as their pre-incarceration address) in a specified format. The Census Bureau will review the submitted file and, if it includes the necessary data, provide a product that contains supplemental information the state can use to construct alternative within-state tabulations for its own purposes. However, the Census Bureau will not use the state-provided data in this product to make any changes to the official decennial census counts.

The Census Bureau also plans to provide group quarters data after the 2020 Census sooner than it was provided after the 2010 Census. For the 2010 Census, the Census Bureau released the *Advance Group Quarters Summary File* showing the seven major types of group quarters, including correctional facilities for adults and juvenile facilities. This early[7] release of data on the group quarters population was beneficial to many data users, including those in the redistricting community who must consider whether to include or exclude certain populations when redrawing boundaries as a result of state legislation. The Census Bureau is planning to incorporate similar group quarters information in the standard *Redistricting Data (Public Law 94–171) Summary File* for 2020.

2. Comments on the Military Overseas

Of the 44 comments received pertaining to the military overseas, 40 supported the Census Bureau proposal

[7] The *Advance Group Quarters Summary File* was released on April 29, 2011, which was earlier than when that GQ data was originally planned to be released in the *Summary File 1* that was released on June 16–August 25, 2011. The earlier release made it easier to use these GQ data in conjunction with the *Redistricting Data (Public Law 94–171) Summary File*, which was released on February 3–March 24, 2011.

BC-DOC-0000034936

to treat military personnel who are temporarily *deployed* overseas on a short-term basis differently than military personnel who are *stationed* overseas on a more long-term basis. More specifically, most of these commenters suggested that military personnel who are deployed overseas should be counted at their usual residence in the United States where they were stationed at the time they were deployed, and included in the local community-level resident population counts.

Many commenters stated that counting deployed military personnel at their usual residence (where they are stationed) in the United States would more accurately reflect the social and economic impact that these personnel members have on the communities where they usually work, recreate, and reside. Many commenters similarly stated that deployed personnel should be counted at their usual residence in the United States in order to ensure that the communities surrounding military bases are able to obtain the necessary resources and funding to support the soldiers who serve our country and their families, as well as accurate data to inform community planning. These commenters stated that the aforementioned planning, funding, and other resources would support community services such as police and fire departments, schools, roads, parks, utilities, and other infrastructure and amenities.

Some commenters stated that deployments from specific military bases typically happen in surges to support specific events, such as combat missions or natural disasters. Therefore, these commenters suggested that, if an event like this happens around the time of the census enumeration, then the population of the community surrounding that military base would be grossly undercounted if the deployed personnel were not counted there. One commenter suggested that counting deployed personnel at their usual residence would produce more consistent results than counting them at their home of record because the Department of Defense records on military personnel members' home of record [8] were not well maintained prior to the 2010 Census.

[8] Home of record is generally the permanent home of the person at the time of entry or re-enlistment into the Armed Forces, as included on personnel files. For the 2010 Census, if home of record information was not available for a person, the Department of Defense used the person's "legal residence" (the residence a member declares for state income tax withholding purposes), or thirdly, "last duty station," to assign a home state.

Some commenters suggested that the military member's permanent duty station from which they were deployed is their usual residence (*i.e.*, where they live and sleep most of the time), and some commenters stated that counting deployed personnel at their usual residence in the United States would be consistent with how the Census Bureau counts other people who are temporarily away for work purposes. A few commenters stated that deployments are typically short in duration, and one commenter stated that the Army plans to further shorten the length of deployments in the future. A few commenters stated that deployed personnel must return to their permanent duty station in the United States after the deployment ends, and a few commenters stated that many deployed personnel have families that live with them at their permanent duty station and maintain their residence while the military member is deployed.

Some commenters stated that many of the family members of deployed military were confused during the 2010 Census about whether they should count themselves at their usual residence because they were instructed that their deployed family member would be counted through administrative records, and they assumed the same would be true for them as well. One of these commenters stated that proposed residence guidance for how deployed personnel would be counted in the 2020 Census should reduce some of this confusion. However, all of these commenters encouraged the Census Bureau to conduct a strong communication and outreach program to ensure that all family members of deployed personnel are made aware of the fact that they still need to complete the census questionnaire for themselves.

One commenter expressed concern about footnote 5 in the proposed residence criteria documentation, which said: "The ability to successfully integrate the DOD data on deployed personnel into the resident population counts must be evaluated and confirmed prior to the 2020 Census." The commenter was worried that the proposed change for counting deployed military might not be implemented if the research and evaluations are not completed before final decisions must be made, and they suggested that such research is not necessary because the Census Bureau already uses data from the Defense Manpower Data Center when producing annual population estimates at the national, state, and county levels. This commenter also recommended that if the proposed change for counting deployed military is implemented for the 2020 Census, then the Census Bureau should also ensure that the methodology used to produce the annual population estimates is revised accordingly.

One commenter expressed support for the proposal to include military and civilian employees of the U.S. government who are deployed or stationed/assigned overseas and are not U.S. citizens (but must be legal U.S. residents to meet the requirements for federal employment) in the Federally Affiliated Overseas Count, because these people have met the requirements to qualify for federal employment and have pledged to serve our country. They also stated that this proposal would be consistent with the fact that citizenship status is not a requirement for determining a person's residence.

Three comments opposed the proposal to count deployed military at their usual residence in the United States from which they were deployed. One commenter suggested that all overseas military personnel should be counted in the same way, and that there is not a good reason to treat deployed personnel as a separate category from personnel who are stationed overseas. One commenter suggested that the Census Bureau should continue to count all overseas military personnel, including those who are deployed, in the state where they lived when they enlisted (*i.e.*, their home of record) because military personnel are typically reassigned to a different permanent duty station every few years throughout their career, and their home of record is where they have the strongest ties. One commenter suggested that the Census Bureau should not implement the proposed change to how deployed military are counted because that change would weaken the argument for continuing to count prisoners at the correctional facility where they are incarcerated on Census Day. This commenter also recommended that the Census Bureau should make a stronger case for the distinction between these two large populations (*i.e.*, deployed military personnel versus prisoners).

One comment was neutral regarding where to count overseas military personnel, in that they did not state where they thought deployed personnel should be counted. They simply stated that it appeared that not all of the locally stationed military personnel and their dependents were being counted, and asked for more information on whether this was true and/or how to ensure they were counted in the future.

Census Bureau Response: For the 2020 Census, the Census Bureau will

BC-DOC-0000034937

retain the proposed residence situation guidance for overseas military personnel (Sections C.4.a–b and C.13.f–g). This guidance makes a distinction between personnel who are *deployed* overseas and those who are *stationed* or *assigned* overseas. Deployments are typically short in duration, and the deployed personnel will be returning to their usual residence where they are stationed or assigned in the United States after their temporary deployment ends. Personnel stationed or assigned overseas generally remain overseas for longer periods of time and often do not return to the previous stateside location from which they left. Therefore, counting deployed personnel at their usual residence in the United States follows the standard interpretation of the residence criteria to count people at their usual residence if they are temporarily away for work purposes.

The Census Bureau will use administrative data from the Department of Defense to count deployed personnel at their usual residence in the United States for apportionment purposes and for inclusion in the resident population counts. The Census Bureau will count military and civilian employees of the U.S. government who are stationed or assigned outside the United States, and their dependents living with them, in their home state, for apportionment purposes only, using administrative data provided by the Department of Defense and the other federal agencies that employ them.

The Census Bureau has been communicating with stakeholders from various military communities and plans to work closely with military stakeholders to plan and carry out the enumeration of military personnel. As the planning process moves forward, there will be continued testing of our process for integrating DOD data on deployed personnel into the resident population counts.

3. Comments on Health Care Facilities

Four comments were related to health care facilities. One commenter simply stated that they agree with the Census Bureau's proposal regarding how to count people in health care facilities. One commenter suggested that the Census Bureau add residence guidance specifically regarding memory care centers as a separate category from nursing facilities because the nature of Alzheimer's disease and Dementia necessitates that these patients be enumerated through administrative records in order to ensure the accuracy of the data. One commenter suggested that people in psychiatric facilities should be counted at the residence where they were living before they entered the facility because they will most likely return to their prior community, which is where they would normally vote. This commenter also stated that these people should be counted in their prior communities in order to ensure that those communities receive the proper allocation of representatives and resources.

One commenter similarly suggested that people living in psychiatric hospitals on Census Day should be counted at the residence where they sleep most of the time, and only counted at the facility if they do not have a usual home elsewhere. They stated that the Census Bureau misunderstands the functioning of state and private psychiatric hospitals, which today provide primarily acute and short term treatment (e.g., less than two weeks, in most cases). They also stated that most patients in these facilities are likely to have a permanent residence elsewhere. The same commenter also stated that the Census Bureau's proposal for how to count people in nursing/skilled-nursing facilities does not best capture the experience of people with disabilities who are in the process of transitioning from group housing to more independent housing. Therefore, the commenter suggested that the Census Bureau should alter the proposed guidance in order to allow people in nursing/skilled-nursing facilities to be counted at a residence to which they are actively preparing to transition.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for health care facilities (Section C.11). Separate residence guidance was not added for memory care centers because these types of facilities would be considered subcategories of assisted living facilities and nursing facilities/skilled nursing facilities (Section C.11), and the guidance provided for these types of facilities is sufficient. Patients in mental (psychiatric) hospitals and psychiatric units in other hospitals (where the primary function is for long-term non-acute care) will be counted at the facility because the facilities or units within the facilities are primarily serving long-term non-acute patients who live and sleep at the facility most of time. Because people must be counted at their current usual residence, rather than a future usual residence, the residence guidance for patients in nursing/skilled-nursing facilities will not be revised to allow some people to be counted at a residence to which they are actively preparing to transition. Comments on health care facilities not addressed in this section were considered out of scope for this document.

4. Comments on Foreign Citizens in the United States

Three comments were related to foreign citizens in the United States. One commenter simply stated that they agree with the Census Bureau's proposal regarding how foreign citizens are counted. One commenter suggested that the Census Bureau should add wording to clarify whether foreign "snowbirds" (*i.e.*, foreign citizens who stay in a seasonal residence in the United States for multiple months) are considered to be "living" in the United States or only "visiting" the United States. In order to more accurately reflect the impact of foreign snowbirds on local jurisdictions in the United States, this commenter suggested defining those who are "living" in the United States as those who are "living or staying in the United States for an extended period of time exceeding ____months." One commenter expressed concern about the impact of including undocumented people in the population counts for redistricting because these people cannot vote, and they stated that this practice encourages gerrymandering. This commenter suggested collecting data to identify the citizen voting age population (CVAP), so that the data could be used to prevent gerrymandering in gateway communities during the redistricting process.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for foreign citizens in the United States (Section C.3). Foreign citizens are considered to be "living" in the United States if, at the time of the census, they are living and sleeping most of the time at a residence in the United States. Section C.3 provides sufficient guidance for foreign citizens either living in or visiting the United States. Section C.5 provides additional guidance regarding "snowbirds." Comments on foreign citizens in the United States not addressed in this section were considered out of scope for this document.

5. Comments on Juvenile Facilities

Three comments were related to juvenile facilities. One commenter simply stated that they agree with the Census Bureau's proposal regarding how to count juveniles in non-correctional residential treatment centers. One commenter stated that

BC-DOC-0000034938

juveniles in all three types of juvenile facilities (*i.e.*, correctional facilities, non-correctional group homes, and non-correctional residential treatment centers) should be counted at their usual residence. One commenter similarly stated that people in juvenile facilities should be counted at their usual residence outside the facility, but the context of the comment showed that this commenter was referring mostly to correctional facilities for juveniles (rather than non-correctional group homes and non-correctional residential treatment centers).

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for juvenile facilities (Section C.17). People in correctional facilities for juveniles and non-correctional group homes for juveniles will be counted at the facility because the majority of people in these types of facilities live and sleep there most of the time. People in non-correctional residential treatment centers for juveniles will be counted at the residence where they live and sleep most of the time (or at the facility if they do not have a usual home elsewhere) because these people typically stay at the facility temporarily and often have a usual home elsewhere to return to after treatment is completed.

6. Comments on People in Shelters and People Experiencing Homelessness

Three comments were related to people in shelters and people experiencing homelessness. One expressed agreement with the Census Bureau's proposal regarding how to count people in all of the subcategories of this residence situation except for the subcategory of people in domestic violence shelters. This commenter suggested that people in domestic violence shelters should be allowed to be counted at their last residence address prior to the shelter, due to the temporary nature of their stay and the confidentiality of that shelter's location. One commenter suggested that the Census Bureau add residence guidance specifically regarding "temporarily moved persons due to emergencies" (*e.g.*, displaced from their home by a hurricane or earthquake). This commenter stated that these people should be counted "in their normal prior residential locations" (if they state the intention to return to that prior location after their home is repaired/rebuilt) so that accurate decisions can be made regarding funding for rebuilding and infrastructure restoration in those locations. One commenter requested that the Census Bureau publish national and/or state level population counts for the subcategory of people in emergency and transitional shelters with sleeping facilities for people experiencing homelessness. This commenter stated that these data are important to both housing advocates trying to assess the housing needs of people with disabilities, and to legal advocates working to enforce the community integration mandates of the Americans with Disabilities Act.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for people in shelters and people experiencing homelessness (Section C.21).

The proposed residence guidance already allows people who are temporarily displaced by natural disasters to be counted at their usual residence to which they intend to return. People in temporary group living quarters established for victims of natural disasters will be counted where they live and sleep most of the time (or at the facility if they do not report a usual home elsewhere). In addition, people who are temporarily displaced or experiencing homelessness, and are staying in a residence for a short or indefinite period of time, will be counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they will be counted where they are staying on Census Day.

7. Comments on College Students and Boarding School Students

Two comments were related to boarding school students, and two comments were related to college students. One commenter simply stated that they agree with the Census Bureau's proposal regarding how to count boarding school students and college students. One commenter suggested that they agree with counting college students at their college residence because that would better ensure that all college students are counted in the census. One commenter suggested that boarding school students should be counted at the school because that is where they live and sleep most of the time, and they participate in (and consume the resources of) the community where the school is located. This commenter also stated that counting boarding school students at their parental home is inconsistent with the fact that college students are counted at their college residence, considering that college students are often just as dependent on their parents as boarding school students.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for college students (Section C.10.a–e) and boarding school students (Section C.9.a). The Census Bureau has historically counted boarding school students at their parental home, and will continue doing so because of the students' age and dependency on their parents, and the likelihood that they will return to their parents' residence when they are not attending their boarding school (*e.g.*, weekends, summer/winter breaks, and when they stop attending the school).

8. Comments on Non-Correctional Adult Group Homes and Residential Treatment Centers

Two comments were related to adult group homes and residential treatment centers. One commenter suggested that all people in adult group homes and adult residential treatment centers should be counted at their usual residence other than the facility, because counting them at the facility is not consistent with their state's definition of residence. One commenter stated that the Census Bureau's proposal for how to count people in adult group homes does not best capture the experience of people with disabilities who are in the process of transitioning from group housing to more independent housing. Therefore, the commenter suggested that the Census Bureau should alter the proposed guidance in order to allow people in adult group homes to be counted at a residence to which they are actively preparing to transition. The same commenter also requested that the Census Bureau publish national and/or state level population counts for the subcategories of people in adult group homes and adult residential treatment centers. This commenter stated that these data are important to both housing advocates trying to assess the housing needs of people with disabilities, and to legal advocates working to enforce the community integration mandates of the Americans with Disabilities Act.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for people in non-correctional adult group homes and residential treatment centers (Section C.16). People in non-correctional group homes for adults will be counted at the facility because the majority of people in these types of facilities live and sleep there most of the time. People in non-correctional residential treatment centers for adults will be counted at the residence where they live and sleep

BC-DOC-0000034939

most of the time (or at the facility if they do not have a usual home elsewhere) because these people typically stay at the facility temporarily and often have a usual home elsewhere to return to after treatment is completed.

The residence guidance for people in adult group homes will not be revised to allow some people to be counted at a residence to which they are actively preparing to transition because people must be counted at their current usual residence, rather than a future usual residence. Comments on non-correctional adult group homes and residential treatment centers not addressed in this section were considered out of scope for this document.

9. Comments on Transitory Locations

Two comments were related to transitory locations. One commenter simply stated that they agree with the Census Bureau's proposal regarding how to count people in transitory locations. One commenter stated that the proposed residence guidance for transitory locations is acceptable because it is consistent with the concept of usual residence. However, they were concerned that the procedures used in the 2010 Census may have caused certain types of people to not be counted in the census because these people typically move seasonally from one transitory location (*e.g.*, RV park) to another throughout the year, but the location where they are staying on Census Day may not be the location where they spend most of the year. This commenter stated that, during the 2010 Census, if the transitory location where a person was staying on Census Day was not where they stayed most of the time, then they were not enumerated at that location because the assumption was that they would be enumerated at their usual residence. Therefore, the commenter was concerned that people who stayed in one RV park for a few months around Census Day were not counted at that RV park if they indicated that they usually lived elsewhere (*e.g.*, another RV park), and they would also not have been counted at that other RV park when they are there later that year (after the census enumeration period ends). The commenter suggested that we add procedures to account for people who spend most of their time in a combination of multiple transitory locations.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for people in transitory locations (Section C.18). Sufficient guidance for people in transitory locations, including those living in recreational vehicles, is provided in Section C.18. Comments on transitory locations not addressed in this section were considered out of scope for this document.

10. Comments on Visitors on Census Day

Two comments were related to visitors on Census Day. One commenter simply stated that they agree with the Census Bureau's proposal regarding how to count visitors on Census Day. One commenter asked whether the Census Bureau would count all vacationers in a specific state as residents of that state.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for visitors on Census Day (Section C.2). People who are temporarily visiting a location on Census Day will be counted where they live and sleep most of the time. If they do not have a usual residence to return to, they will be counted where they are staying on Census Day.

11. Comments on People Who Live or Stay in More Than One Place

Two comments were related to people who live or stay in more than one place. One commenter simply stated that they agree with the Census Bureau's proposal regarding how to count people who live or stay in more than one place. One commenter suggested that the Census Bureau add more clarification to the residence guidance regarding where "snowbirds" (*i.e.*, seasonal residents) are counted.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for people who live or stay in more than one place (Section C.5). People who travel seasonally between residences (*e.g.*, snowbirds) will be counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they will be counted where they are staying on Census Day.

12. Comments on Merchant Marine Personnel

Two comments were related to merchant marine personnel, and both commenters simply stated that they agree with the Census Bureau's proposal regarding how to count merchant marine personnel.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for merchant marine personnel (Section C.14).

13. Comments on Religious Group Quarters

Two comments were related to religious group quarters. One commenter simply stated that they agree with the Census Bureau's proposal regarding how to count people in religious group quarters. One commenter expressed agreement with the proposal because most religious group quarters are long-term residences that align with the concept of usual residence.

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed residence situation guidance for religious group quarters (Section C.20).

14. Comments on Other Residence Situations

There was one letter that included a comment on every residence situation, and each of those topic-specific comments was included as appropriate among the comments regarding the corresponding residence situations discussed above. However, for each of the other residence situations not already discussed above, the commenter stated that they agreed with how the Census Bureau proposed to count people in the following residence situations.

- People away from their usual residence on Census Day (*e.g.*, on vacation or business trip) (Section C.1).
- People living outside the United States (Section C.4).
- People moving into or out of a residence around Census Day (Section C.6).
- People who are born or who die around Census Day (Section C.7).
- Relatives and nonrelatives (Section C.8).
- Residential schools for people with disabilities (Section C.9.b–c).
- Housing for older adults (Section C.12).
- Stateside military personnel (Section C.13.a–e).
- Workers' residential facilities (Section C.19).

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the proposed guidance for the residence situations listed in this section (B.14).

15. Comments on the Concept of Usual Residence or the General Residence Criteria

There was one comment on the concept of usual residence, in which the commenter expressed agreement with

BC-DOC-0000034940

the definition of "usual residence" as being the place where a person lives and sleeps most of the time.

There were seven comments on the general residence criteria. One commenter simply supported the entire residence criteria and residence situations documentation. Two commenters stated that they specifically agree with the three main principles of the residence criteria. One commenter disagreed with "this method of tallying the U.S. population," but did not refer to any specific residence situation. One commenter stated that every resident should be counted in the census. One commenter stated that every citizen should be counted in the census. One commenter suggested that the Census Bureau count people who are away from their home at the time of the census using a code to indicate the reason why they are away (e.g., travel, work, incarceration, etc.).

Census Bureau Response: For the 2020 Census, the Census Bureau will retain the three main principles of the residence criteria (see introduction portion of section C). The goal of the decennial census is to count all people who are living in the United States on Census Day at their usual residence. Comments on the concept of usual residence or general residence criteria not addressed in this section were considered out of scope for this document.

16. Other Comments

There were 18 comments that did not directly address the residence criteria or any particular residence situation.

Census Bureau Response: Comments that did not directly address the residence criteria or any particular residence situation are out of scope for this document.

C. The Final 2020 Census Residence Criteria and Residence Situations

The Residence Criteria are used to determine where people are counted during the 2020 Census. The Criteria say:

- Count people at their usual residence, which is the place where they live and sleep most of the time.
- People in certain types of group facilities on Census Day are counted at the group facility.
- People who do not have a usual residence, or who cannot determine a usual residence, are counted where they are on Census Day.

The following sections describe how the Residence Criteria apply to certain living situations for which people commonly request clarification.

1. People Away From Their Usual Residence on Census Day

People away from their usual residence on Census Day, such as on a vacation or a business trip, visiting, traveling outside the United States, or working elsewhere without a usual residence there (for example, as a truck driver or traveling salesperson)—Counted at the residence where they live and sleep most of the time.

2. Visitors on Census Day

Visitors on Census Day—Counted at the residence where they live and sleep most of the time. If they do not have a usual residence to return to, they are counted where they are staying on Census Day.

3. Foreign Citizens in the United States

(a) *Citizens of foreign countries living in the United States*—Counted at the U.S. residence where they live and sleep most of the time.

(b) *Citizens of foreign countries living in the United States who are members of the diplomatic community*—Counted at the embassy, consulate, United Nations' facility, or other residences where diplomats live.

(c) *Citizens of foreign countries visiting the United States, such as on a vacation or business trip*—Not counted in the census.

4. People Living Outside the United States

(a) People deployed outside the United States[9] on Census Day (while stationed or assigned in the United States) who are military or civilian employees of the U.S. government—Counted at the U.S. residence where they live and sleep most of the time, using administrative data provided by federal agencies.[10]

(b) *People stationed or assigned outside the United States on Census Day who are military or civilian employees of the U.S. government, as well as their dependents living with them outside the United States*—Counted as part of the U.S. federally affiliated overseas population, using administrative data provided by federal agencies.

(c) *People living outside the United States on Census Day who are not military or civilian employees of the U.S. government and are not dependents living with military or civilian employees of the U.S. government*—Not counted in the stateside census.

5. People Who Live or Stay in More Than One Place

(a) *People living away most of the time while working, such as people who live at a residence close to where they work and return regularly to another residence*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

(b) *People who live or stay at two or more residences (during the week, month, or year), such as people who travel seasonally between residences (for example, snowbirds)*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

(c) *Children in shared custody or other arrangements who live at more than one residence*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

6. People Moving Into or Out of a Residence Around Census Day

(a) *People who move into a new residence on or before Census Day*—Counted at the new residence where they are living on Census Day.

(b) *People who move out of a residence on Census Day and do not move into a new residence until after Census Day*—Counted at the old residence where they were living on Census Day.

(c) *People who move out of a residence before Census Day and do not move into a new residence until after Census Day*—Counted at the residence where they are staying on Census Day.

[9] In this document, "Outside the United States" and "foreign port" are defined as being anywhere outside the geographical area of the 50 United States and the District of Columbia. Therefore, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, the Pacific Island Areas (American Samoa, Guam, and the Commonwealth of the Northern Mariana Islands), and all foreign countries are considered to be "outside the United States." Conversely, "stateside," "U.S. homeport," and "U.S. port" are defined as being anywhere in the 50 United States and the District of Columbia.

[10] Military and civilian employees of the U.S. government who are deployed or stationed/assigned outside the United States (and their dependents living with them outside the United States) are counted using administrative data provided by the Department of Defense and the other federal agencies that employ them. If they are deployed outside the United States (while stationed/assigned in the United States), the administrative data are used to count them at their usual residence in the United States. Otherwise, if they are stationed/assigned outside the United States, the administrative data are used to count them (and their dependents living with them outside the United States) in their home state for apportionment purposes only.

BC-DOC-0000034941

7. People Who Are Born or Who Die Around Census Day

(a) *Babies born on or before Census Day*—Counted at the residence where they will live and sleep most of the time, even if they are still in a hospital on Census Day.

(b) *Babies born after Census Day*—Not counted in the census.

(c) *People who die before Census Day*—Not counted in the census.

(d) *People who die on or after Census Day*—Counted at the residence where they were living and sleeping most of the time as of Census Day.

8. Relatives and Nonrelatives

(a) *Babies and children of all ages, including biological, step, and adopted children, as well as grandchildren*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day. (Only count babies born on or before Census Day.)

(b) *Foster children*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

(c) *Spouses and close relatives, such as parents or siblings*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

(d) *Extended relatives, such as grandparents, nieces/nephews, aunts/uncles, cousins, or in-laws*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

(e) *Unmarried partners*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

(f) *Housemates or roommates*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

(g) *Roomers or boarders*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

(h) *Live-in employees, such as caregivers or domestic workers*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

(i) *Other nonrelatives, such as friends*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

9. People in Residential School-Related Facilities

(a) *Boarding school students living away from their parents' or guardians' home while attending boarding school below the college level, including Bureau of Indian Affairs boarding schools*—Counted at their parents' or guardians' home.

(b) *Students in residential schools for people with disabilities on Census Day*—Counted at the school.

(c) *Staff members living at boarding schools or residential schools for people with disabilities on Census Day*—Counted at the residence where they live and sleep most of the time. If they do not have a usual home elsewhere, they are counted at the school.

10. College Students (and Staff Living in College Housing)

(a) *College students living at their parents' or guardians' home while attending college in the United States*—Counted at their parents' or guardians' home.

(b) *College students living away from their parents' or guardians' home while attending college in the United States (living either on-campus or off-campus)*—Counted at the on-campus or off-campus residence where they live and sleep most of the time. If they are living in college/university student housing (such as dormitories or residence halls) on Census Day, they are counted at the college/university student housing.

(c) *College students living away from their parents' or guardians' home while attending college in the United States (living either on-campus or off-campus) but staying at their parents' or guardians' home while on break or vacation*—Counted at the on-campus or off-campus residence where they live and sleep most of the time. If they are living in college/university student housing (such as dormitories or residence halls) on Census Day, they are counted at the college/university student housing.

(d) *College students who are U.S. citizens living outside the United States while attending college outside the United States*—Not counted in the stateside census.

(e) *College students who are foreign citizens living in the United States while attending college in the United States (living either on-campus or off-campus)*—Counted at the on-campus or off-campus U.S. residence where they live and sleep most of the time. If they are living in college/university student housing (such as dormitories or residence halls) on Census Day, they are counted at the college/university student housing.

(f) *Staff members living in college/university student housing (such as dormitories or residence halls) on Census Day*—Counted at the residence where they live and sleep most of the time. If they do not have a usual home elsewhere, they are counted at the college/university student housing.

11. People in Health Care Facilities

(a) *People in general or Veterans Affairs hospitals (except psychiatric units) on Census Day, including newborn babies still in the hospital on Census Day*—Counted at the residence where they live and sleep most of the time. Newborn babies are counted at the residence where they will live and sleep most of the time. If patients or staff members do not have a usual home elsewhere, they are counted at the hospital.

(b) *People in mental (psychiatric) hospitals and psychiatric units in other hospitals (where the primary function is for long-term non-acute care) on Census Day*—Patients are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(c) *People in assisted living facilities*[11] *where care is provided for individuals who need help with the activities of daily living but do not need the skilled medical care that is provided in a nursing home*—Residents and staff members are counted at the residence where they live and sleep most of the time.

(d) *People in nursing facilities/skilled-nursing facilities (which provide long-term non-acute care) on Census Day*—

[11] Nursing facilities/skilled-nursing facilities, in-patient hospice facilities, assisted living facilities, and housing intended for older adults may coexist within the same entity or organization in some cases. For example, an assisted living facility may have a skilled-nursing floor or wing that meets the nursing facility criteria, which means that specific floor or wing is counted according to the guidelines for nursing facilities/skilled-nursing facilities, while the rest of the living quarters in that facility are counted according to the guidelines for assisted living facilities.

BC-DOC-0000034942

Patients are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(e) *People staying at in-patient hospice facilities on Census Day*—Counted at the residence where they live and sleep most of the time. If patients or staff members do not have a usual home elsewhere, they are counted at the facility.

12. People in Housing for Older Adults

People in housing intended for older adults, such as active adult communities, independent living, senior apartments, or retirement communities—Residents and staff members are counted at the residence where they live and sleep most of the time.

13. U.S. Military Personnel

(a) *U.S. military personnel assigned to military barracks/dormitories in the United States on Census Day*—Counted at the military barracks/dormitories.

(b) *U.S. military personnel (and dependents living with them) living in the United States (living either on base or off base) who are not assigned to barracks/dormitories on Census Day*—Counted at the residence where they live and sleep most of the time.

(c) *U.S. military personnel assigned to U.S. military vessels with a U.S. homeport on Census Day*—Counted at the onshore U.S. residence where they live and sleep most of the time. If they have no onshore U.S. residence, they are counted at their vessel's homeport.

(d) *People who are active duty patients assigned to a military treatment facility in the United States on Census Day*—Patients are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(e) *People in military disciplinary barracks and jails in the United States on Census Day*—Prisoners are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(f) *U.S. military personnel who are deployed outside the United States (while stationed in the United States) and are living on or off a military installation outside the United States on Census Day*—Counted at the U.S. residence where they live and sleep most of the time, using administrative data provided by the Department of Defense.

(g) *U.S. military personnel who are stationed outside the United States and are living on or off a military installation outside the United States on Census Day, as well as their dependents living with them outside the United States*—Counted as part of the U.S. federally affiliated overseas population, using administrative data provided by the Department of Defense.

(h) *U.S. military personnel assigned to U.S. military vessels with a homeport outside the United States on Census Day*—Counted as part of the U.S. federally affiliated overseas population, using administrative data provided by the Department of Defense.

14. Merchant Marine Personnel on U.S. Flag Maritime/Merchant Vessels

(a) *Crews of U.S. flag maritime/merchant vessels docked in a U.S. port, sailing from one U.S. port to another U.S. port, sailing from a U.S. port to a foreign port, or sailing from a foreign port to a U.S. port on Census Day*—Counted at the onshore U.S. residence where they live and sleep most of the time. If they have no onshore U.S. residence, they are counted at their vessel. If the vessel is docked in a U.S. port, sailing from a U.S. port to a foreign port, or sailing from a foreign port to a U.S. port, crewmembers with no onshore U.S. residence are counted at the U.S. port. If the vessel is sailing from one U.S. port to another U.S. port, crewmembers with no onshore U.S. residence are counted at the port of departure.

(b) *Crews of U.S. flag maritime/merchant vessels engaged in U.S. inland waterway transportation on Census Day*—Counted at the onshore U.S. residence where they live and sleep most of the time.

(c) *Crews of U.S. flag maritime/merchant vessels docked in a foreign port or sailing from one foreign port to another foreign port on Census Day*—Not counted in the stateside census.

15. People in Correctional Facilities for Adults

(a) *People in federal and state prisons on Census Day*—Prisoners are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(b) *People in local jails and other municipal confinement facilities on Census Day*—Prisoners are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(c) *People in federal detention centers on Census Day, such as Metropolitan Correctional Centers, Metropolitan Detention Centers, Bureau of Indian Affairs Detention Centers, Immigration and Customs Enforcement (ICE) Service Processing Centers, and ICE contract detention facilities*—Prisoners are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(d) *People in correctional residential facilities on Census Day, such as halfway houses, restitution centers, and prerelease, work release, and study centers*—Residents are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

16. People in Group Homes and Residential Treatment Centers for Adults

(a) *People in group homes intended for adults (non-correctional) on Census Day*—Residents are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(b) *People in residential treatment centers for adults (non-correctional) on Census Day*—Counted at the residence where they live and sleep most of the time. If residents or staff members do not have a usual home elsewhere, they are counted at the facility.

17. People in Juvenile Facilities

(a) *People in correctional facilities intended for juveniles on Census Day*—Juvenile residents are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(b) *People in group homes for juveniles (non-correctional) on Census Day*—Juvenile residents are counted at the facility. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the facility.

(c) *People in residential treatment centers for juveniles (non-correctional) on Census Day*—Counted at the residence where they live and sleep most of the time. If juvenile residents or

BC-DOC-0000034943

staff members do not have a usual home elsewhere, they are counted at the facility.

18. People in Transitory Locations

People at transitory locations such as recreational vehicle (RV) parks, campgrounds, hotels and motels, hostels, marinas, racetracks, circuses, or carnivals—Anyone, including staff members, staying at the transitory location is counted at the residence where they live and sleep most of the time. If they do not have a usual home elsewhere, or they cannot determine a place where they live most of the time, they are counted at the transitory location.

19. People in Workers' Residential Facilities

People in workers' group living quarters and Job Corps Centers on Census Day—Counted at the residence where they live and sleep most of the time. If residents or staff members do not have a usual home elsewhere, they are counted at the facility.

20. People in Religious-Related Residential Facilities

People in religious group quarters, such as convents and monasteries, on Census Day—Counted at the facility.

21. People in Shelters and People Experiencing Homelessness

(a) *People in domestic violence shelters on Census Day*—People staying at the shelter (who are not staff) are counted at the shelter. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the shelter.

(b) *People who, on Census Day, are in temporary group living quarters established for victims of natural disasters*—Anyone, including staff members, staying at the facility is counted at the residence where they live and sleep most of the time. If they do not have a usual home elsewhere, they are counted at the facility.

(c) *People who, on Census Day, are in emergency and transitional shelters with sleeping facilities for people experiencing homelessness*—People staying at the shelter (who are not staff) are counted at the shelter. Staff members are counted at the residence where they live and sleep most of the time. If staff members do not have a usual home elsewhere, they are counted at the shelter.

(d) *People who, on Census Day, are at soup kitchens and regularly scheduled mobile food vans that provide food to people experiencing homelessness*—Counted at the residence where they live and sleep most of the time. If they do not have a usual home elsewhere, they are counted at the soup kitchen or mobile food van location where they are on Census Day.

(e) *People who, on Census Day, are at targeted non-sheltered outdoor locations where people experiencing homelessness stay without paying*—Counted at the outdoor location where they are on Census Day.

(f) *People who, on Census Day, are temporarily displaced or experiencing homelessness and are staying in a residence for a short or indefinite period of time*—Counted at the residence where they live and sleep most of the time. If they cannot determine a place where they live most of the time, they are counted where they are staying on Census Day.

Dated: February 1, 2018.

Ron S. Jarmin,

Associate Director for Economic Programs, Performing the Non-Exclusive Functions and Duties of the Director, Bureau of the Census.

[FR Doc. 2018–02370 Filed 2–7–18; 8:45 am]

BILLING CODE 3510–07–P

DEPARTMENT OF DEFENSE

Department of the Navy

32 CFR Part 706

Certifications and Exemptions Under the International Regulations for Preventing Collisions at Sea, 1972

AGENCY: Department of the Navy, DoD.

ACTION: Final rule.

SUMMARY: The Department of the Navy (DoN) is amending its certifications and exemptions under the International Regulations for Preventing Collisions at Sea, 1972 (72 COLREGS), to reflect that the Deputy Assistant Judge Advocate General (DAJAG) (Admiralty and Maritime Law) has determined that USS THOMAS HUDNER (DDG 116) is a vessel of the Navy which, due to its special construction and purpose, cannot fully comply with certain provisions of the 72 COLREGS without interfering with its special function as a naval ship . The intended effect of this rule is to warn mariners in waters where 72 COLREGS apply.

DATES: This rule is effective February 8, 2018 and is applicable beginning January 25, 2018.

FOR FURTHER INFORMATION CONTACT: Lieutenant Commander Kyle Fralick, (Admiralty and Maritime Law), Office of the Judge Advocate General, Department of the Navy, 1322 Patterson Ave. SE, Suite 3000, Washington Navy Yard, DC 20374–5066, telephone 202–685–5040.

SUPPLEMENTARY INFORMATION: Pursuant to the authority granted in 33 U.S.C. 1605, the DoN amends 32 CFR part 706.

This amendment provides notice that the DAJAG (Admiralty and Maritime Law), under authority delegated by the secretary of the Navy, has certified that USS THOMAS HUDNER (DDG 116) is a vessel of the Navy which, due to its special construction and purpose, cannot fully comply with the following specific provisions of 72 COLREGS without interfering with its special function as a naval ship: Annex I, paragraph 2(f)(i), pertaining to the placement of the masthead light or lights above and clear of all other lights and obstructions; Annex I, paragraph 2(f) (ii), pertaining to the vertical placement of task lights; Rule 23(a), the requirement to display a forward and aft masthead light underway, and Annex I, paragraph 3(a), pertaining to the location of the forward masthead light in the forward quarter of the ship, and the horizontal distance between the forward and after masthead lights; and Annex I, paragraph 3(c), pertaining to placement of task lights not less than two meters from the fore and aft centerline of the ship in the athwartship direction. The DAJAG (Admiralty and Maritime Law) has also certified that the lights involved are located in closest possible compliance with the applicable 72 COLREGS requirements.

Moreover, it has been determined, in accordance with 32 CFR parts 296 and 701, that publication of this amendment for public comment prior to adoption is impracticable, unnecessary, and contrary to public interest since it is based on technical findings that the placement of lights on this vessel in a manner differently from that prescribed herein will adversely affect the vessel's ability to perform its military functions.

List of Subjects in 32 CFR Part 706

Marine safety, Navigation (water), Vessels.

For the reasons set forth in the preamble, the DoN amends part 706 of title 32 of the Code of Federal Regulations as follows:

PART 706—CERTIFICATIONS AND EXEMPTIONS UNDER THE INTERNATIONAL REGULATIONS FOR PREVENTING COLLISIONS AT SEA, 1972

■ 1. The authority citation for part 706 continues to read:

Authority: 33 U.S.C. 1605.

BC-DOC-0000034944

Congressional Apportionment

Frequently Asked Questions

1. What is apportionment?
2. Who is included in the apportionment population counts?
3. Do the apportionment population counts include Americans overseas?
4. What is the source of the overseas population counts?
5. Are the overseas population counts used for redistricting?
6. Which overseas groups were assigned to a home state for purposes of apportionment?
7. On what basis are the components of the apportionment population counted?
8. Who is excluded in the apportionment population counts?
9. Why isn't the population of the District of Columbia included in the apportionment population counts?
10. Why aren't the populations of Puerto Rico and other U.S. Island Areas included in the apportionment population counts?
11. How is the apportionment calculated?
12. Can the number of members/seats in the U.S. House of Representatives be increased?
13. What is the mandate for conducting the apportionment?
14. What is the average population per representative based on the 2010 Census apportionment?
15. When are the apportionment population counts given to the President? To the Congress? To the states?
16. Are undocumented residents (aliens) in the 50 states included in the apportionment population counts?
17. Are children under 18 years old included in the apportionment population counts since they cannot vote?
18. When will the apportionment population counts be released to the public? Will they be posted on the Internet?
19. In past censuses, where have apportionment population counts been included in the data products?
20. What is the difference between apportionment and redistricting?

What is apportionment? back to top

Apportionment is the process of dividing the 435 memberships, or seats, in the U.S. House of Representatives among the 50 states.

Who is included in the apportionment population counts? back to top

The apportionment calculation is based upon the total resident population (citizens and non-citizens) of the 50 states. In the 2010 Census, the apportionment population also includes U.S. Armed Forces personnel and federal civilian employees stationed outside the United States (and their dependents living with them) that can be allocated, based on administrative records, back to a home state. This is the same procedure used in 2000.

Do the apportionment population counts include Americans overseas? back to top

Yes, the apportionment counts include those overseas federal employees (military and civilian) and their dependents living with them that can be allocated back to a home state. Included in these counts are members of the

U.S. Armed Forces on military vessels assigned to a home port in a foreign country and their dependents overseas living in port near them. Private U.S. citizens living abroad, who are not employed by the Federal government are not included in the overseas counts for apportionment.

What is the source of the overseas population counts? back to top

Overseas counts by home state were provided by the employing federal departments and agencies from their administrative records.

Are the overseas population counts used for redistricting? back to top

No, the overseas counts are used solely for reapportioning seats in the U.S. House of Representatives. The home state data for the overseas population do not meet the substate geographical precision required to conduct redistricting (i.e., blocks).

Which overseas groups were assigned to a home state for purposes of apportionment? back to top

Home state could be allocated for overseas U.S. Armed Forces and their dependents living with them and most overseas federal civilian employees and their associated dependents, except those overseas civilian employees and dependents of the Department of Defense (DOD). Home state information was not available for a number of overseas DOD civilian employees, as there is no DOD requirement for them to report this information.

On what basis are the components of the apportionment population counted? back to top

People who are residents of the United States, which has always been the largest component of the apportionment population base, are to be counted at their usual residence. This is the place where they live and sleep most of the time (most of the week, month, or year). The other component of the

apportionment population, overseas federal employees (military and civilian) and their dependents, is allocated back to the home state they report. These data are provided to the Census Bureau by the employing federal departments and agencies from their administrative records.

Who is excluded in the apportionment population counts? back to top

The populations of the District of Columbia, Puerto Rico and the U.S. Island Areas are excluded from the apportionment population because they do not have voting seats in the U.S. House of Representatives.

Why isn't the population of the District of Columbia included in the apportionment population counts? back to top

The population of the District of Columbia is not included in the apportionment counts because it does not have any voting seats in the U.S. House of Representatives.

Why aren't the populations of Puerto Rico and other U.S. Island Areas included in the apportionment population counts? back to top

The populations of Puerto Rico and other U.S. Island Areas are not included in the apportionment counts because they do not have any voting seats in the U.S. House of Representatives.

How is the apportionment calculated? back to top

The apportionment for the 2010 Census was calculated using the method of equal proportions, according to the provisions of Title 2, U.S. Code. Congress decides the method used to calculate the apportionment. This method has been used in every census since the 1940 census. The method computes "priority values" based on each state's apportionment population. For more details, see How it's Calculated

Can the number of members/seats in the U.S. House of Representatives be increased? back to top

Yes, the number of House seats can be increased by legislation enacted by Congress. However, the number of House seats has remained constant at 435 since 1911, except for a temporary increase to 437 at the time of admission of Alaska and Hawaii as states just prior to the apportionment in 1960.

What is the mandate for conducting the apportionment? back to top

Article I, Section 2 of the U.S. Constitution mandates that an apportionment of representatives among the states be carried out within every 10-year period.

What is the average population per representative based on the 2010 Census apportionment? back to top

For the apportionment based on the 2010 Census population, the average population per representative is (COMING SOON).

When are the apportionment population counts given to the President? To the Congress? To the states? back to top

Title 13, U.S. Code requires that the apportionment population counts for each state be delivered to the President within 9 months of the census date. In the 2010 Census and most 20th century censuses, the census date has been April 1, meaning that the Office of the President received the counts by December 31 of each census year.

According to Title 2, U.S. Code, within one week of the opening of the next session of the Congress in the new year, the President must report to the Clerk of the U.S. House of Representatives the apportionment population counts for each state and the number of representatives to which each state is entitled.

Also according to Title 2, U.S. Code, within 15 days of receiving the apportionment population counts from the President, the Clerk of the House must inform each state governor of the number of representatives to which each state is entitled.

Are undocumented residents (aliens) in the 50 states included in the apportionment population counts? back to top

Yes, all people (citizens and noncitizens) with a usual residence in the 50 states are to be included in the census and thus in the apportionment counts.

Are children under 18 years old included in the apportionment population counts since they cannot vote? back to top

Yes, being registered to vote or voting is not a requirement for inclusion in the apportionment counts.

When will the apportionment population counts be released to the public? Will they be posted on the Internet? back to top

A press release showing the apportionment results will be disseminated by December 31, 2010, through a wide variety of media channels, including the Internet. A news conference announcing the apportionment results will be held shortly after.

In past censuses, where have apportionment population counts been included in the data products? back to top

In past censuses, the apportionment population counts and the number of representatives to which each state is entitled have been included in several tables in the decennial census publications.

In 2000, for example, the apportionment results were shown in the 2000 Census of Population and Housing, Population and Housing Unit Counts, 2000 PHC-3-1. The 2000 census apportionment of the membership of the House of

Representatives also is posted on the Internet at the Census Bureau's website.

What is the difference between apportionment and redistricting? back to top

Apportionment is the process of determining the number of representatives to which each state is entitled in the U.S. House of Representatives based on the decennial census. By law, the apportionment results must be submitted to the President by December 31 of the census year.

Redistricting is the process of revising the geographic boundaries of areas from which people elect representatives to the U.S. House of Representatives, a state legislature, a county or city council, a school board, etc. By law, redistricting data must be submitted to the states by April 1 of the year after the census.

Last Revised: August 26, 2015

UNITED STATES DEPARTMENT OF COMMERCE
The Secretary of Commerce
Washington, D.C. 20230

To: Karen Dunn Kelley, Under Secretary for Economic Affairs

From: Secretary Wilbur Ross

Date: March 26, 2018

Re: Reinstatement of a Citizenship Question on the 2020 Decennial Census Questionnaire

Dear Under Secretary Kelley:

As you know, on December 12, 2017, the Department of Justice ("DOJ") requested that the Census Bureau reinstate a citizenship question on the decennial census to provide census block level citizenship voting age population ("CVAP") data that are not currently available from government survey data ("DOJ request"). DOJ and the courts use CVAP data for determining violations of Section 2 of the Voting Rights Act ("VRA"), and having these data at the census block level will permit more effective enforcement of the Act. Section 2 protects minority population voting rights.

Following receipt of the DOJ request, I set out to take a hard look at the request and ensure that I considered all facts and data relevant to the question so that I could make an informed decision on how to respond. To that end, the Department of Commerce ("Department") immediately initiated a comprehensive review process led by the Census Bureau.

The Department and Census Bureau's review of the DOJ request – as with all significant Census assessments – prioritized the goal of obtaining *complete and accurate data*. The decennial census is mandated in the Constitution and its data are relied on for a myriad of important government decisions, including apportionment of Congressional seats among states, enforcement of voting rights laws, and allocation of federal funds. These are foundational elements of our democracy, and it is therefore incumbent upon the Department and the Census Bureau to make every effort to provide a complete and accurate decennial census.

At my direction, the Census Bureau and the Department's Office of the Secretary began a thorough assessment that included legal, program, and policy considerations. As part of the process, I also met with Census Bureau leadership on multiple occasions to discuss their process for reviewing the DOJ request, their data analysis, my questions about accuracy and response rates, and their recommendations. At present, the Census Bureau leadership are all career civil servants. In addition, my staff and I reviewed over 50 incoming letters from stakeholders, interest groups, Members of Congress, and state and local officials regarding reinstatement of a citizenship question on the 2020 decennial census, and I personally had specific conversations on

the citizenship question with over 24 diverse, well informed and interested parties representing a broad range of views. My staff and I have also monitored press coverage of this issue.

Congress has delegated to me the authority to determine which questions should be asked on the decennial census, and I may exercise my discretion to reinstate the citizenship question on the 2020 decennial census, especially based on DOJ's request for improved CVAP data to enforce the VRA. By law, the list of decennial census questions is to be submitted two years prior to the decennial census – in this case, no later than March 31, 2018.

The Department's review demonstrated that collection of citizenship data by the Census has been a long-standing historical practice. Prior decennial census surveys of the entire United States population consistently asked citizenship questions up until 1950, and Census Bureau surveys of sample populations continue to ask citizenship questions to this day. In 2000, the decennial census "long form" survey, which was distributed to one in six people in the U.S., included a question on citizenship. Following the 2000 decennial census, the "long form" sample was replaced by the American Community Survey ("ACS"), which has included a citizenship question since 2005. Therefore, the citizenship question has been well tested.

DOJ seeks to obtain CVAP data for census blocks, block groups, counties, towns, and other locations where potential Section 2 violations are alleged or suspected, and DOJ states that the current data collected under the ACS are insufficient in scope, detail, and certainty to meet its purpose under the VRA. The Census Bureau has advised me that the census-block-level citizenship data requested by DOJ are not available using the annual ACS, which as noted earlier does ask a citizenship question and is the present method used to provide DOJ and the courts with data used to enforce Section 2 of the VRA. The ACS is sent on an annual basis to a sample of approximately 2.6 percent of the population.

To provide the data requested by DOJ, the Census Bureau initially analyzed three alternatives: Option A was to continue the status quo and use ACS responses; Option B was placing the ACS citizenship question on the decennial census, which goes to every American household; and Option C was not placing a question on the decennial census and instead providing DOJ with a citizenship analysis for the entire population using federal administrative record data that Census has agreements with other agencies to access for statistical purposes.

Option A contemplates rejection of the DOJ request and represents the status quo baseline. Under Option A, the 2020 decennial census would not include the question on citizenship that DOJ requested and therefore would not provide DOJ with improved CVAP data. Additionally, the block-group level CVAP data currently obtained through the ACS has associated margins of error because the ACS is extrapolated based on sample surveys of the population. Providing more precise block-level data would require sophisticated statistical modeling, and if Option A is selected, the Census Bureau advised that it would need to deploy a team of experts to develop model-based methods that attempt to better facilitate DOJ's request for more specific data. But the Census Bureau did not assert and could not confirm that such data modeling is possible for census-block-level data with a sufficient degree of accuracy. Regardless, DOJ's request is based at least in part on the fact that existing ACS citizenship data-sets lack specificity and

BC-DOC-0000034952

completeness. Any future modeling from these incomplete data would only compound that problem.

Option A would provide no improved citizenship count, as the existing ACS sampling would still fail to obtain *actual*, complete number counts, especially for certain lower population areas or voting districts, and there is no guarantee that data could be improved using small-area modeling methods. Therefore, I have concluded that Option A is not a suitable option.

The Census Bureau and many stakeholders expressed concern that **Option B**, which would add a citizenship question to the decennial census, would negatively impact the response rate for non-citizens. A significantly lower response rate by non-citizens could reduce the accuracy of the decennial census and increase costs for non-response follow up ("NRFU") operations. However, neither the Census Bureau nor the concerned stakeholders could document that the response rate would in fact decline materially. In discussing the question with the national survey agency Nielsen, it stated that it had added questions from the ACS on sensitive topics such as place of birth and immigration status to certain short survey forms without any appreciable decrease in response rates. Further, the former director of the Census Bureau during the last decennial census told me that, while he wished there were data to answer the question, none existed to his knowledge. Nielsen's Senior Vice President for Data Science and the former Deputy Director and Chief Operating Officer of the Census Bureau under President George W. Bush also confirmed that, to the best of their knowledge, no empirical data existed on the impact of a citizenship question on responses.

When analyzing Option B, the Census Bureau attempted to assess the impact that reinstatement of a citizenship question on the decennial census would have on response rates by drawing comparisons to ACS responses. However, such comparative analysis was challenging, as response rates generally vary between decennial censuses and other census sample surveys. For example, ACS self-response rates were 3.1 percentage points less than self-response rates for the 2010 decennial census. The Bureau attributed this difference to the greater outreach and follow-up associated with the Constitutionally-mandated decennial census. Further, the decennial census has differed significantly in nature from the sample surveys. For example, the 2000 decennial census survey contained only eight questions. Conversely, the 2000 "long form" sample survey contained over 50 questions, and the Census Bureau estimated it took an average of over 30 minutes to complete. ACS surveys include over 45 questions on numerous topics, including the number of hours worked, income information, and housing characteristics.

The Census Bureau determined that, for 2013-2016 ACS surveys, nonresponses to the citizenship question for non-Hispanic whites ranged from 6.0 to 6.3 percent, for non-Hispanic blacks ranged from 12.0 to 12.6 percent, and for Hispanics ranged from 11.6 to 12.3 percent. However, these rates were comparable to nonresponse rates for other questions on the 2013 and 2016 ACS. Census Bureau estimates showed similar nonresponse rate ranges occurred for questions on the ACS asking the number times the respondent was married, 4.7 to 6.9 percent; educational attainment, 5.6 to 8.5 percent; monthly gas costs, 9.6 to 9.9 percent; weeks worked in the past 12 months, 6.9 to 10.6 percent; wages/salary income, 8.1 to 13.4 percent; and yearly property insurance, 23.9 to 25.6 percent.

BC-DOC-0000034953

The Census Bureau also compared the self-response rate differences between citizen and non-citizen households' response rates for the 2000 decennial census short form (which did not include a citizenship question) and the 2000 decennial census long form survey (the long form survey, distributed to only one in six households, included a citizenship question in 2000). Census found the decline in self-response rates for non-citizens to be 3.3 percent greater than for citizen households. However, Census was not able to isolate what percentage of decline was caused by the inclusion of a citizenship question rather than some other aspect of the long form survey (it contained over six times as many questions covering a range of topics). Indeed, the Census Bureau analysis showed that for the 2000 decennial census there was a significant drop in self response rates overall between the short and long form; the mail response rate was 66.4 percent for the short form and only 53.9 percent for the long form survey. So while there is widespread belief among many parties that adding a citizenship question could reduce response rates, the Census Bureau's analysis did not provide definitive, empirical support for that belief.

Option C, the use of administrative records rather than placing a citizenship question on the decennial census, was a potentially appealing solution to the DOJ request. The use of administrative records is increasingly part of the fabric and design of modern censuses, and the Census Bureau has been using administrative record data to improve the accuracy and reduce the cost of censuses since the early 20th century. A Census Bureau analysis matching administrative records with the 2010 decennial census and ACS responses over several more recent years showed that using administrative records could be more accurate than self-responses in the case of non-citizens. That Census Bureau analysis showed that between 28 and 34 percent of the citizenship self-responses for persons that administrative records show are non-citizens were inaccurate. In other words, when non-citizens respond to long form or ACS questions on citizenship, they inaccurately mark "citizen" about 30 percent of the time. However, the Census Bureau is still evolving its use of administrative records, and the Bureau does not yet have a complete administrative records data set for the entire population. Thus, using administrative records alone to provide DOJ with CVAP data would provide an incomplete picture. In the 2010 decennial census, the Census Bureau was able to match 88.6 percent of the population with what the Bureau considers credible administrative record data. While impressive, this means that more than 10 percent of the American population – some 25 million voting age people – would need to have their citizenship imputed by the Census Bureau. Given the scale of this number, it was imperative that another option be developed to provide a greater level of accuracy than either self-response alone or use of administrative records alone would presently provide.

I therefore asked the Census Bureau to develop a fourth alternative, **Option D**, which would combine Options B and C. Under Option D, the ACS citizenship question would be asked on the decennial census, and the Census Bureau would use the two years remaining until the 2020 decennial census to further enhance its administrative record data sets, protocols, and statistical models to provide more complete and accurate data. This approach would maximize the Census Bureau's ability to match the decennial census responses with administrative records. Accordingly, at my direction the Census Bureau is working to obtain as many additional Federal and state administrative records as possible to provide more comprehensive information for the population.

BC-DOC-0000034954

It is my judgment that Option D will provide DOJ with the most complete and accurate CVAP data in response to its request. Asking the citizenship question of 100 percent of the population gives each respondent the opportunity to provide an answer. This may eliminate the need for the Census Bureau to have to impute an answer for millions of people. For the approximately 90 percent of the population who are citizens, this question is no additional imposition. And for the approximately 70 percent of non-citizens who already answer this question accurately on the ACS, the question is no additional imposition since census responses by law may only be used anonymously and for statistical purposes. Finally, placing the question on the decennial census and directing the Census Bureau to determine the best means to compare the decennial census responses with administrative records will permit the Census Bureau to determine the inaccurate response rate for citizens and non-citizens alike using the entire population. This will enable the Census Bureau to establish, to the best of its ability, the accurate ratio of citizen to non-citizen responses to impute for that small percentage of cases where it is necessary to do so.

Consideration of Impacts I have carefully considered the argument that the reinstatement of the citizenship question on the decennial census would depress response rate. Because a lower response rate would lead to increased non-response follow-up costs and less accurate responses, this factor was an important consideration in the decision-making process. I find that the need for accurate citizenship data and the limited burden that the reinstatement of the citizenship question would impose outweigh fears about a potentially lower response rate.

Importantly, the Department's review found that limited empirical evidence exists about whether adding a citizenship question would decrease response rates materially. Concerns about decreased response rates generally fell into the following two categories – distrust of government and increased burden. First, stakeholders, particularly those who represented immigrant constituencies, noted that members of their respective communities generally distrusted the government and especially distrusted efforts by government agencies to obtain information about them. Stakeholders from California referenced the difficulty that government agencies faced obtaining any information from immigrants as part of the relief efforts after the California wildfires. These government agencies were not seeking to ascertain the citizenship status of these wildfire victims. Other stakeholders referenced the political climate generally and fears that Census responses could be used for law enforcement purposes. But no one provided evidence that reinstating a citizenship question on the decennial census would materially decrease response rates among those who generally distrusted government and government information collection efforts, disliked the current administration, or feared law enforcement. Rather, stakeholders merely identified residents who made the decision not to participate regardless of whether the Census includes a citizenship question. The reinstatement of a citizenship question will not decrease the response rate of residents who already decided not to respond. And no one provided evidence that there are residents who would respond accurately to a decennial census that did not contain a citizenship question but would not respond if it did (although many believed that such residents had to exist). While it is possible this belief is true, there is no information available to determine the number of people who would in fact not respond due to a citizenship question being added, and no one has identified any mechanism for making such a determination.

BC-DOC-0000034955

A second concern that stakeholders advanced is that recipients are generally less likely to respond to a survey that contained more questions than one that contained fewer. The former Deputy Director and Chief Operating Officer of the Census Bureau during the George W. Bush administration described the decennial census as particularly fragile and stated that any effort to add questions risked lowering the response rate, especially a question about citizenship in the current political environment. However, there is limited empirical evidence to support this view. A former Census Bureau Director during the Obama Administration who oversaw the last decennial census noted as much. He stated that, even though he believed that the reinstatement of a citizenship question would decrease response rate, there is limited evidence to support this conclusion. This same former director noted that, in the years preceding the decennial census, certain interest groups consistently attack the census and discourage participation. While the reinstatement of a citizenship question may be a data point on which these interest groups seize in 2019, past experience demonstrates that it is likely efforts to undermine the decennial census will occur again regardless of whether the decennial census includes a citizenship question. There is no evidence that residents who are persuaded by these disruptive efforts are more or less likely to make their respective decisions about participation based specifically on the reinstatement of a citizenship question. And there are actions that the Census Bureau and stakeholder groups are taking to mitigate the impact of these attacks on the decennial census.

Additional empirical evidence about the impact of sensitive questions on survey response rates came from the SVP of Data Science at Nielsen. When Nielsen added questions on place of birth and time of arrival in the United States (both of which were taken from the ACS) to a short survey, the response rate was not materially different than it had been before these two questions were added. Similarly, the former Deputy Director and COO of the Census during the George W. Bush Administration shared an example of a citizenship-like question that he believed would negatively impact response rates but did not. He cited to the Department of Homeland Security's 2004 request to the Census Bureau to provide aggregate data on the number of Arab Americans by zip code in certain areas of the country. The Census Bureau complied, and Census employees, including the then-Deputy Director, believed that the resulting political firestorm would depress response rates for further Census Bureau surveys in the impacted communities. But the response rate did not change materially.

Two other themes emerged from stakeholder calls that merit discussion. First, several stakeholders who opposed reinstatement of the citizenship question did not appreciate that the question had been asked in some form or another for nearly 200 years. Second, other stakeholders who opposed reinstatement did so based on the assumption that the data on citizenship that the Census Bureau collects through the ACS are accurate, thereby obviating the need to ask the question on the decennial census. But as discussed above, the Census Bureau estimates that between 28 and 34 percent of citizenship self-responses on the ACS for persons that administrative records show are non-citizens were inaccurate. Because these stakeholder concerns were based on incorrect premises, they are not sufficient to change my decision.

BC-DOC-0000034956

Finally, I have considered whether reinstating the citizenship question on the 2020 Census will lead to any significant monetary costs, programmatic or otherwise. The Census Bureau staff have advised that the costs of preparing and adding the question would be minimal due in large part to the fact that the citizenship question is already included on the ACS, and thus the citizenship question has already undergone the cognitive research and questionnaire testing required for new questions. Additionally, changes to the Internet Self-Response instrument, revising the Census Questionnaire Assistance, and redesigning of the printed questionnaire can be easily implemented for questions that are finalized prior to the submission of the list of questions to Congress.

The Census Bureau also considered whether non-response follow-up increases resulting from inclusion of the citizenship question would lead to increased costs. As noted above, this estimate was difficult to assess given the Census Bureau and Department's inability to determine what impact there will be on decennial census survey responses. The Bureau provided a rough estimate that postulated that up to 630,000 additional households may require NRFU operations if a citizenship question is added to the 2020 decennial census. However, even assuming that estimate is correct, this additional ½ percent increase in NRFU operations falls well within the margin of error that the Department, with the support of the Census Bureau, provided to Congress in the revised Lifecycle Cost Estimate ("LCE") this past fall. That LCE assumed that NRFU operations might increase by 3 percent due to numerous factors, including a greater increase in citizen mistrust of government, difficulties in accessing the Internet to respond, and other factors.

Inclusion of a citizenship question on this country's decennial census is not new – the decision to collect citizenship information from Americans through the decennial census was first made centuries ago. The decision to include a citizenship question on a national census is also not uncommon. The United Nations recommends that its member countries ask census questions identifying both an individual's country of birth and the country of citizenship. *Principals and Recommendations for Population and Housing Censuses (Revision 3)*, UNITED NATIONS 121 (2017). Additionally, for countries in which the population may include a large portion of naturalized citizens, the United Nations notes that, "it may be important to collect information on the method of acquisition of citizenship." *Id.* at 123. And it is important to note that other major democracies inquire about citizenship on their census, including Australia, Canada, France, Germany, Indonesia, Ireland, Mexico, Spain, and the United Kingdom, to name a few.

The Department of Commerce is not able to determine definitively how inclusion of a citizenship question on the decennial census will impact responsiveness. However, even if there is some impact on responses, the value of more complete and accurate data derived from surveying the entire population outweighs such concerns. Completing and returning decennial census questionnaires is required by Federal law, those responses are protected by law, and inclusion of a citizenship question on the 2020 decennial census will provide more complete information for those who respond. The citizenship data provided to DOJ will be more accurate with the question than without it, which is of greater importance than any adverse effect that may result from people violating their legal duty to respond.

To conclude, after a thorough review of the legal, program, and policy considerations, as well as numerous discussions with the Census Bureau leadership and interested stakeholders, I have determined that reinstatement of a citizenship question on the 2020 decennial census is necessary to provide complete and accurate data in response to the DOJ request. To minimize any impact on decennial census response rates, I am directing the Census Bureau to place the citizenship question last on the decennial census form.

Please make my decision known to Census Bureau personnel and Members of Congress prior to March 31, 2018. I look forward to continuing to work with the Census Bureau as we strive for a complete and accurate 2020 decennial census.

CC: Ron Jarmin, performing the nonexclusive functions and duties of the Director of the Census Bureau

Enrique Lamas, performing the nonexclusive functions and duties of the Deputy Director of the Census Bureau

BC-DOC-0000034958

IN THE UNITED STATES DISTRICT COURT FOR THE NORTHERN DISTRICT OF ALABAMA SOUTHERN DIVISION

STATE OF ALABAMA, et al.,

Plaintiffs,

v.

UNITED STATES DEPARTMENT OF COMMERCE, et al.,

Defendants,

DIANA MARTINEZ, et al.,

Defendant-Intervenors,

and

COUNTY OF SANTA CLARA, CALIFORNIA, et al.,

Defendant-Intervenors,

and

STATE OF NEW YORK, et al.,

Defendant-Intervenors.

Case No. 2:18-cv-00772-RDP

INITIAL DISCLOSURES OF THE COUNTY OF SANTA CLARA, CALIFORNIA; KING COUNTY, WASHINGTON; ARLINGTON COUNTY, VIRGINIA; CITY OF SAN JOSÉ, CALIFORNIA; AND CITY OF ATLANTA, GEORGIA

Pursuant to Federal Rule of Civil Procedure 26(a)(1), Defendant-Intervenors the County of Santa Clara, California; King County, Washington; Arlington County, Virginia; City of San José, California; and City of Atlanta, Georgia (collectively, the "Local Government Intervenors") provide the following initial disclosures.

1. Apart from the United States Department of Commerce, Bureau of the Census, Secretary Ross, and Director Jarmin (the "Defendants"), and their agents and

employees, the Local Government Intervenors are unaware of any individuals likely to have discoverable information that the Local Government Intervenors may use to support their claims or defenses in this action. The Local Government Intervenors believe Defendants and their agents may have information regarding the content of the administrative record and the analysis that supports and led to the Residence Rule, and that Defendants and their agents may be contacted through Defendants' counsel in this action.

2. The Local Government Intervenors are unaware of any documents, electronically stored information, or tangible things in their possession, custody, or control that they may use to support their claims or defenses in this action. The Local Government Intervenors may use the complete administrative record, once it is produced, to support their claims or defenses in this action.

3. The Local Government Intervenors do not claim any damages in this action, and therefore are not required to disclose any computation of damages under Rule 26(a)(1)(A)(iii).

4. The Local Government Intervenors are not subject to liability to satisfy a possible judgment in this action, and therefore are not required to disclose any insurance agreement under Rule 26(a)(1)(A)(iv).

/s/ Ezra D. Rosenberg

For King County, Washington; Arlington County, Virginia; City of San José, California; and City of Atlanta, Georgia

ZARZAUR
Anil A. Mujumdar (ASB-2004-L65M)
2332 Second Avenue North

/s/ Raphael N. Rajendra

For the County of Santa Clara, California

COPELAND FRANCO SCREWS & GILL, P.A.
Robert D. Segall (SEG003)

BC-DOC-0000034960

Birmingham, AL 35203
T: 205.983.7985
F: 888.505.0523
E: anil@zarzaur.com

OF COUNSEL:
LAWYERS' COMMITTEE FOR CIVIL RIGHTS UNDER LAW
Ezra D. Rosenberg
Dorian L. Spence
1401 New York Avenue NW, Suite 400
Washington, DC 20005
Telephone: (202) 662-8600
Facsimile: (202) 783-9857
Email:erosenburg@lawyerscommittee.org
dspence@lawyerscommittee.org

DEMOCRACY FORWARD
Javier M. Guzman
Robin F. Thurston
John T. Lewis
Democracy Forward Foundation
P.O. Box 34553
Washington, DC 20043
Telephone: (202) 448-9090
Email: jguzman@democracyforward.org
rthurston@democracyforward.org
jlewis@democracyforward.org

Attorneys for Defendant-Intervenors King County, Washington; Arlington County, Virginia; City of San José, California; and City of Atlanta, Georgia

DEBEVOISE & PLIMPTON LLP
Jyotin Hamid
Lauren M. Dolecki
Ming Ming Yang
919 Third Avenue
New York, NY 10022
Telephone: (212) 909-6000
Facsimile: (212) 909-6836
Email: jhamid@debevoise.com

Post Office Box 347
Montgomery, AL 36101-0347
Phone: (334) 834-1180
Facsimile: (334) 834-3172
Email: segall@copelandfranco.com

OFFICE OF THE COUNTY COUNSEL, COUNTY OF SANTA CLARA
James R. Williams, County Counsel
Greta S. Hansen
Raphael N. Rajendra
Marcelo Quiñones
Laura S. Trice
Office of the County Counsel
County of Santa Clara
70 West Hedding Street
East Wing, 9th Floor
San José, CA 95110
Email: raphael.rajendra@cco.sccgov.org
marcelo.quinones@cco.sccgov.org

LAW OFFICE OF JONATHAN WEISSGLASS
Jonathan Weissglass
1939 Harrison Street, Suite 150-B
Oakland, CA 94612
Telephone: (510) 836-4200
Email: jonathan@weissglass.com

Attorneys for Defendant-Intervenor County of Santa Clara, California

BC-DOC-0000034961

lmdolecki@debevoise.com
mmyang@debevoise.com

Ryan M. Kusmin
801 Pennsylvania Avenue NW, Suite 500
Washington, DC 20004
Telephone: (202) 383-8000
Facsimile: (202) 383-8118
Email: rmkusmin@debevoise.com

CITY OF SAN JOSÉ
Richard Doyle, City Attorney
Nora Frimann, Assistant City Attorney
Office of the City Attorney
200 East Santa Clara Street, 16th Floor
San José, CA 95113-1905
Telephone: (408) 535-1900
Facsimile: (408) 998-3131
Email: cao.main@sanjoseca.gov

Attorneys for Defendant-Intervenor City of San José, California

BC-DOC-0000034962

CERTIFICATE OF SERVICE

I hereby certify that on September 27, 2019, I served the foregoing via email to designated counsel of record as agreed to by the parties:

For Plaintiff State of Alabama:

Jim Davis	JimDavis@ago.state.al.us
Brad Chynoweth	bchynoweth@ago.state.al.us
Edmund LaCour	Edmund.LaCour@alabamaag.gov
Win Sinclair	wsinclair@ago.state.al.us
Brenton Smith	bsmith@ago.state.al.us

For Plaintiff Mo Brooks:

Marshall Yates	Marshall.Yates@mail.house.gov

For Federal Defendants:

Brad P. Rosenberg	b(6)

For Martinez Intervenors:

Thomas Saenz	tsaenz@maldef.org
Denise Hulett	dhulett@maldef.org
Andrea Senteno	asenteno@maldef.org
Julia Gomez	jgomez@maldef.org
Edward Still	still@votelaw.com
James Blacksher	jblacksher@ns.sympatico.ca

For State and Other Governmental Entities Intervenors:

Matthew Colangelo	Matthew.Colangelo@ag.ny.gov
Elena Goldstein	Elena.Goldstein@ag.ny.gov
Liz Morgan	Elizabeth.Morgan@ag.ny.gov
Barry Ragsdale	bragsdale@sirote.com
Joyce Vance	joycevance4@gmail.com

/s/ Raphael N. Rajendra
Raphael N. Rajendra

OFFICE OF THE COUNTY COUNSEL, COUNTY OF SANTA CLARA
70 West Hedding Street
East Wing, 9th Floor
San José, CA 95110
Email: raphael.rajendra@cco.sccgov.org

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor State of California, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of California. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000034964

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor State of California reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor State of California hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor State of California makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of California's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor State of California incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor State of California's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor State of California reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor State of California is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor State of California waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000034965

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of California may use to support Defendant-Intervenor's claims or defenses: None at this time. Defendant-Intervenor State of California expressly reserves the right to supplement this disclosure.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of California's possession, custody, or control that may be used by Defendant-Intervenor State of California to support its claims or defenses are described as follows: None at this time. Defendant-Intervenor State of California expressly reserves its right to supplement this disclosure.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

BC-DOC-0000034966

DATED this 19th day of September, 2019.

XAVIER BECERRA
Attorney General of California
ANTHONY R. HAKL
Supervising Deputy Attorney General
R. MATTHEW WISE
Deputy Attorney General

/s/ Gabrielle D. Boutin
GABRIELLE D. BOUTIN
Deputy Attorney General
Attorneys for the State of California

BC-DOC-0000034967

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, and COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant Intervenors Hidalgo and Cameron Texas Counties by its attorney, Special Counsel Rolando L. Rios, makes the following Disclosures.

INTRODUCTION

1. These Disclosures are based upon information presently known to Defendant Intervenors Hidalgo and Cameron Counties. They are made without prejudice to producing

BC-DOC-0000034968

during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant Intervenors Hidalgo and Cameron Counties reserve the right at any time to revise and/or supplement these Disclosures.

3. Defendant Intervenors Hidalgo and Cameron Counties hereby expressly reserve all objections to the use for any purpose of these Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Disclosures, Defendant Intervenors Hidalgo and Cameron Counties make no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant Intervenors Hidalgo and Cameron Counties' identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Plaintiffs from obtaining discovery of individuals not presently identified. Defendant Intervenors Hidalgo and Cameron Counties incorporate all individuals identified by all other parties in Defendant Intervenors' Initial Disclosures and reserve the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant Intervenors Hidalgo and Cameron Counties' identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within their possession, custody or control. Defendant Intervenors Hidalgo and Cameron Counties reserve the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant Intervenors Hidalgo and Cameron Counties are not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor do Defendant Intervenors Hidalgo and Cameron Counties waive the

BC-DOC-0000034969

right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant Intervenors Hidalgo and Cameron Counties may use to support their claims. Defendant Intervenors Hidalgo and Cameron Counties expressly reserve the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Ramon Garcia, Hidalgo County Judge	Attorney Rolando L. Rios rrios@rolandorioslaw.com 210-413-7347	The witness has knowledge of hard to count communities, including the impact of a citizenship question on community members' willingness to participate in the decennial census process.
Eddie Trevino Jr., Cameron County Judge	Attorney Rolando L. Rios rrios@rolandorioslaw.com 210-413-7347	The witness has knowledge of hard to count communities, including the impact of a citizenship question on community members' willingness to participate in the decennial census process.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

Defendant-Intervenors Hidalgo and Cameron Counties have no documents to disclose at this time but expressly reserves their right to supplement this disclosure:

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

BC-DOC-0000034970

Defendant Intervenors will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil

DATED this 27th day of September, 2019.

Respectfully Submitted,

Rolando L. Rios
ROLANDO L. RIOS
Texas State Bar # 16935900
Special Counsel
115 E. Travis, Suite 1645
San Antonio, Texas 78205
Telephone: (210) 222-2102
Facsimile: (210) 222-2898
E-Mail: rrios@rolandorioslaw.com

Attorney for Defendant Intervenors HIDALGO AND CAMERON COUNTIES OF TEXAS

BC-DOC-0000034971

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the City of Central Falls, Rhode Island by its attorney, Matthew Jerzyk, Bar Number 7945 of the State of Rhode Island, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the City of Central Falls. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000034972

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor City of Central Falls reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor City of Central Falls hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor City of Central Falls makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor City of Central Falls' identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor City of Central Falls incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor City of Central Falls' identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor City of Central Falls reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor City of Central Falls is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor City of Central Falls waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

INITIAL DISCLOSURES

BC-DOC-0000034973

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor City of Central Falls may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor City of Central Falls expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Kimball Brace	Election Data Services, Inc. 6171 Emerywood Court Manassas, VA 20112-3078	Witness has information regarding the impact of the decennial census population count on the state and local redistricting process.
John Marion	Common Cause of Rhode Island 245 Waterman St #400A Providence, RI 02906	Witness has information regarding the impact of the decennial census population count on the state and local redistricting process.

BC-DOC-0000034974

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor City of Central Falls' possession, custody, or control that may be used by Defendant-Intervenor City of Central Falls to support its claims are described as follows. Defendant-Intervenor City of Central Falls expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
None at this time	

BC-DOC-0000034975

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 19th day of September 2019.

The City of Central Falls
by and through its City Solicitor
Matthew T. Jerzyk

/s/ Matthew T. Jerzyk
Matthew T. Jerzyk, Esq. (R.I. Bar No. 7945)
City Solicitor
City of Central Falls
580 Broad St.
Central Falls, RI 02863
401-556-7412
MJerzyk@CentralFallsRI.us

BC-DOC-0000034976

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the City of Chicago (hereinafter, "Chicago"), by its attorney, Mark A. Flessner, Corporation Counsel of the City of Chicago, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to Chicago. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant for any

BC-DOC-0000034977

purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor Chicago reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor Chicago hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor Chicago makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor Chicago's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor Chicago incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor Chicago's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor Chicago reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor Chicago is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor Chicago waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000034978

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor Chicago may use to support Defendant-Intervenor Chicago's claims or defenses. Defendant-Intervenor Chicago expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Alderman Ariel Reboyras, 30th Ward, City of Chicago	Contact through Counsel for the City of Chicago	Alderman Reboyras is Chair of Chicago's Complete Count Committee, and has knowledge of the redistricting of Chicago wards based on the decennial census, as well as the demographics and hard-to-count communities within the City.
Emily Krisciunas, Deputy Policy Director, Office of the Mayor of the City of Chicago	Contact through Counsel for the City of Chicago	Emily Krisciunas is a policy advisor on issues related to housing, health, and human services. She leads the city's Complete Count Committee to ensure a fair, accurate count. Through this work, she coordinates efforts with external stakeholders including those from the civic, cultural, and business communities and with Cook County and the State of Illinois. The witness has knowledge of Chicago's census outreach plans and the impact of an undercount on redistricting and representation.
Jay Young, Executive Director, Common Cause Illinois	Contact through Counsel for the City of Chicago	Mr. Young has knowledge of the impact of the decennial census population count on the local redistricting process, and geographic concentrations of undocumented persons and immigrant populations within Illinois and Chicago.
U.S. Representative Jesus Garcia, Illinois's 4th District.	Contact through Counsel for the City of Chicago	Congressman Garcia has knowledge regarding how the census count will impact local funding and budgets, and the state redistricting process.

BC-DOC-0000034979

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

Defendant-Intervenor Chicago expressly reserves its right to supplement these initial disclosures by later identifying documents and electronically stored information in Defendant-Intervenor Chicago's possession, custody, or control that may be used by Chicago to support its claims.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 19th day of September, 2019.

MARK A. FLESSNER
CORPORATION COUNSEL
CITY OF CHICAGO

/s/Rebecca Hirsch
Rebecca Hirsch
Assistant Corporation Counsel
Stephen Kane
Deputy Corporation Counsel
City of Chicago Department of Law
121 N. LaSalle Street, Room 600
Chicago, Illinois 60602
(312) 744-8143
Rebecca.hirsch2@cityofchicago.org

BC-DOC-0000034980

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the State of Colorado (the "State of Colorado"), by its attorney, Philip J. Weiser, Attorney General of the State of Colorado, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of Colorado. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000034981

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor State of Colorado reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor State of Colorado hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor State of Colorado makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of Colorado's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor State of Colorado incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor State of Colorado's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor State of Colorado reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor State of Colorado is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor State of Colorado waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

INITIAL DISCLOSURES

BC-DOC-0000034982

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of Colorado may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor State of Colorado expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Elizabeth Garner, State Demographer, Colorado Department of Legal Affairs	Colorado Attorney General eric.olson@coag.gov 720-508-6548	The witness has knowledge of the demographics of Colorado, including the presence of hard-to-count populations in Colorado, challenges and solutions to counting and estimating populations, and areas particularly vulnerable to undercounting.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of Colorado's possession, custody, or control that may be used by Defendant-Intervenor State of Colorado to support its claims are described as follows. Defendant-Intervenor State of Colorado expressly reserves its right to supplement this disclosure:

Document Description	Document Location
Executive Order B 2018 007, Continuing and Reorganizing the Colorado Complete Count Campaign (Executive Order signed by Governor John Hickenlooper on June 15, 2018 continuing and reorganizing the Colorado Complete Count Campaign for the 2020 Census)	This document is at a central repository administered by the New York Attorney General's Office.
Questions and Answers about Colorado Census 2020 (state-created outreach document for local governments outlining the importance of the 2020 Census as well as the timeline for preparation)	This document is at a central repository administered by the New York Attorney General's Office

BC-DOC-0000034983

CUNY Mapping Service, Center for Urban Research, CUNY Graduate Center, Mapping Hard to Count (HTC) Communities for a Fair and Accurate 2020 Census (web link)	This document is at a central repository administered by the New York Attorney General's Office.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 20th day of September, 2019.

PHILIP J. WEISER
Attorney General of the State of Colorado

/s/ Eric R. Olson
Eric R. Olson
Solicitor General
Colorado Attorney General
1300 Broadway, 10th Floor
Denver, CO 80203
(720) 508-6548
eric.olson@coag.gov

BC-DOC-0000034984

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the State of Connecticut ("Connecticut"), by its attorney, Mark F. Kohler, Assistant Attorney General, of the Connecticut Office of the Attorney General, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to Defendant-Intervenor Connecticut. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or

BC-DOC-0000034985

determined to be relevant for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor Connecticut reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor Connecticut hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor Connecticut makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor Connecticut's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor Connecticut incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor Connecticut's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor Connecticut reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor Connecticut is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor Connecticut waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000034986

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

Defendant-Intervenor State of Connecticut does not currently know of any persons who are likely to have discoverable information that Defendant-Intervenor Connecticut may use to support its claims or defenses in this case. Defendant-Intervenor State of Connecticut expressly reserves the right to supplement this disclosure.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

Defendant-Intervenor Connecticut does not have any documents or electronically stored information to disclose at this time. Defendant-Intervenor Connecticut expressly reserves its right to supplement this disclosure.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

BC-DOC-0000034987

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 20th day of September, 2019.

WILLIAM TONG
Attorney General of the State of Connecticut

/s/ Mark F. Kohler
Mark F. Kohler
Assistant Attorney General
Connecticut Office of the Attorney General
55 Elm St., P.O. Box 120
Hartford, CT 06141-0120
860-808-5020
Mark.Kohler@ct.gov

BC-DOC-0000034988

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor District of Columbia (the "District"), by its attorneys makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the District of Columbia. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000034989

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor District of Columbia reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor District of Columbia hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor District of Columbia makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor District of Columbia's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor District of Columbia incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor District of Columbia's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor District of Columbia reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor District of Columbia is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor District of Columbia waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000034990

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

Not applicable. Defendant-Intervenor District of Columbia expressly reserves the right to supplement this disclosure:

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor District of Columbia's possession, custody, or control that may be used by Defendant-Intervenor District of Columbia to support its claims are described as follows. Defendant-Intervenor District of Columbia expressly reserves its right to supplement this disclosure:

Document Description	Document Location
D.C. Code § 1-1101.01	This document is at a central repository administered by the New York Attorney General's Office.
Report on Bill 19-219 the "Ward Redistricting Amendment Act of 2011"	This document is at a central repository administered by the New York Attorney General's Office.
Subcommittee Report on Bill 14-137, the "Ward Redistricting Amendment Act of 2001"	This document is at a central repository administered by the New York Attorney General's Office.
D.C. Code § 1-1041.02	This document is at a central repository administered by the New York Attorney General's Office.
D.C. Code § 1-309.03	This document is at a central repository administered by the New York Attorney General's Office.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

BC-DOC-0000034991

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 19th day of September 2019.

KARL A. RACINE
Attorney General for the District of Columbia

KATHLEEN KONOPKA
Deputy Attorney General,
Public Advocacy Division

By: */s/ Valerie M. Nannery*

Valerie M. Nannery, Assistant Attorney General
Public Advocacy Division
441 4th Street, NW
Suite 630 South
Washington, DC 20001
valerie.nannery@dc.gov
Tel. (202) 442-9596
Fax (202) 730-1465

BC-DOC-0000034992

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the State of Illinois (the "State of Illinois"), by its attorney, Kwame Raoul, Attorney General of the State of Illinois, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of Illinois. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant for any

BC-DOC-0000034993

purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor State of Illinois reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor State of Illinois hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor State of Illinois makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of Illinois's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor State of Illinois incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor State of Illinois's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor State of Illinois reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor State of Illinois is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor State of Illinois waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000034994

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of Illinois may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor State of Illinois expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Ngoan Le Illinois State Refugee Coordinator and Chief of Bureau of Refugee and Immigrant Services, Illinois Department of Human Services	Office of the Illinois Attorney General Jeff VanDam (312) 814-1188 jvandam@atg.state.il.us	The witness has information regarding the demographics and geographic concentrations of undocumented persons and immigrant populations within this jurisdiction.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of Illinois's possession, custody, or control that may be used by Defendant-Intervenor State of Illinois to support its claims are described as follows. Defendant-Intervenor State of Illinois expressly reserves its right to supplement this disclosure:

Document Description	Document Location
Jeffrey S. Passel and D'Vera Cohn, *Mexicans Decline to Less than Half the U.S. Unauthorized Immigrant Population for the First Time*, PEW RESEARCH CENTER (June 12, 2019)	This document is at a central repository administered by the New York Attorney General's Office.
Profile of the Unauthorized Population: Illinois, MIGRATION POLICY INSTITUTE	This document is at a central repository administered by the New York Attorney General's Office.
Census 2020: Hard to Count Communities (Illinois), CUNY MAPPING SERVICE	This document is at a central repository administered by the New York Attorney General's Office.

BC-DOC-0000034995

Quick Facts: Illinois, U.S. CENSUS BUREAU (July 1, 2018)	This document is at a central repository administered by the New York Attorney General's Office.
Immigrants in Illinois, AMERICAN IMMIGRATION COUNCIL (Oct. 4, 2017)	This document is at a central repository administered by the New York Attorney General's Office.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor State of Illinois will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 24th day of September, 2019.

KWAME RAOUL
Attorney General of the State of Illinois

/s/ Jeff VanDam
Jeff VanDam
Public Interest Counsel
Office of the Illinois Attorney General
100 W. Randolph St., 11th Fl.
Chicago, IL 60601
(312) 814-1188
jvandam@atg.state.il.us

BC-DOC-0000034996

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the Commonwealth of Massachusetts (the "Commonwealth of Massachusetts"), by its attorney, Maura Healey, Attorney General of the Commonwealth of Massachusetts, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the Commonwealth of Massachusetts. They are made without prejudice to producing during discovery

BC-DOC-0000034997

or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor Commonwealth of Massachusetts reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor Commonwealth of Massachusetts hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor Commonwealth of Massachusetts makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor Commonwealth of Massachusetts's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor Commonwealth of Massachusetts incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor Commonwealth of Massachusetts's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor Commonwealth of Massachusetts reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor Commonwealth of Massachusetts is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor Commonwealth of Massachusetts waive the right to object to discovery

BC-DOC-0000034998

requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor Commonwealth of Massachusetts may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor Commonwealth of Massachusetts expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Michelle K. Tassinari, Director/Legal Counsel, Elections Division, Office of the Secretary of the Commonwealth of Massachusetts	Contact through Counsel for the Commonwealth of Massachusetts	Witness has knowledge of: -Complete Count activities within Massachusetts -The impact of the decennial census population count on the municipal re-precincting process, which creates the building blocks for redistricting in Massachusetts

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

Defendant-Intervenor Commonwealth of Massachusetts has no documents to disclose at this time but expressly reserves its right to supplement this disclosure.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

BC-DOC-0000034999

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 25th day of September, 2019.

MAURA HEALEY
Attorney General of the
Commonwealth of Massachusetts

/s/ Ann E. Lynch
Ann E. Lynch
Miranda M. Cover
Assistant Attorneys General
Public Protection & Advocacy Bureau
Massachusetts Attorney General's Office
One Ashburton Place
Boston, MA 02108
(413) 523-7710
ann.lynch@mass.gov
mercy.cover@mass.gov

BC-DOC-0000035000

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the State of Minnesota makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of Minnesota. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000035001

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor the State of Minnesota reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor the State of Minnesota hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor the State of Minnesota makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor the State of Minnesota's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor the State of Minnesota incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor the State of Minnesota's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor the State of Minnesota reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor the State of Minnesota is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor the State of Minnesota waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035002

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor the State of Minnesota may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor the State of Minnesota expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Susan Brower, Minnesota State Demographer, Minnesota State Demographic Center	May be contacted through counsel for the State of Minnesota.	The witness has information regarding the demographics and geographic concentrations of undocumented persons and immigrant populations within Minnesota. The witness also has information regarding the impact of the decennial census population count on the state redistricting process.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor the State of Minnesota's possession, custody, or control that may be used by Defendant-Intervenor the State of Minnesota to support its claims are described as follows. Defendant-Intervenor the State of Minnesota expressly reserves its right to supplement this disclosure:

Document Description	Document Location
Demographic reports concerning hard-to-count populations/immigrants.	Many of these documents are publicly available. These documents are also either at the U.S. Census Bureau, at a central repository administered by the New York Attorney General's Office, or

BC-DOC-0000035003

	both.
Documents regarding Minnesota's redistricting process.	These documents are publicly available.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 19th day of September, 2019.

KEITH ELLISON
Attorney General of the State of Minnesota

/s/Jacob Campion
Jacob Campion
Assistant Attorney General
Minnesota Attorney General's Office
445 Minnesota Street, Suite 1100
St. Paul, MN 55101
(651) 757-1459
jacob.campion@ag.state.mn.us

BC-DOC-0000035004

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor County of Monterey, California, by its attorney, William M. Litt, Deputy County Counsel of the County of Monterey, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the County of Monterey, California. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be

BC-DOC-0000035005

relevant for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor County of Monterey, California reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor County of Monterey, California hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor County of Monterey, California makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor County of Monterey, California's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor County of Monterey, California incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor County of Monterey, California's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor County of Monterey, California reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor County of Monterey, California is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor County of Monterey, California waive the right to object to discovery

BC-DOC-0000035006

requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor County of Monterey, California may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor County of Monterey, California expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Ignacio Navarro, Ph.D., Professor of Health, Human Services, and Public Policy, Institute for Community Collaborative Studies, California State University Monterey Bay; local demographer	Ocean Hall, Room 104, 2051 Inter-Garrison Road, Marina, CA 93933	The witness has information regarding the demographics and geographic concentrations of undocumented persons and immigrant populations within Monterey County, California.

BC-DOC-0000035007

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor County of Monterey, California's possession, custody, or control that may be used by Defendant-Intervenor County of Monterey, California to support its claims are described as follows. Defendant-Intervenor County of Monterey, California expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
Hill and Johnson, 2011, Unauthorized Immigrants in California - Estimates for Counties; Public Policy Institute of California	Electronic version in the possession of the undersigned
Judson and Navarro, 2012, Phase I Report - Preliminary Profile of Health Care Needs and Safety Net Providers that Serve Residents of Monterey County; Institute for Community Collaborative Studies, California State University Monterey Bay	Electronic version in the possession of the undersigned
Judson and Navarro, 2013, Phase III Report - Health Care Reform - An Analysis of Demand for Health Care Services & Safety Net Provider Capacity to Serve Monterey County Residents; Institute for Community Collaborative Studies, California State University Monterey Bay	Electronic version in the possession of the undersigned

BC-DOC-0000035008

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 19th day of September, 2019.

LESLIE J. GIRARD
ACTING COUNTY COUNSEL
COUNTY OF MONTEREY, CALIFORNIA

/s/ William M. Litt
William M. Litt
Deputy County Counsel
Office of the County Counsel
County of Monterey
168 West Alisal Street, 3rd Floor
Salinas, CA 93901
(831) 755-5045
LittWM@co.monterey.ca.us

BC-DOC-0000035009

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the State of Nevada, by its attorney, Jeffrey M. Conner, Deputy Solicitor General of the Office of the Attorney General of the State of Nevada, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of Nevada. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant for any

BC-DOC-0000035010

purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor State of Nevada reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor State of Nevada hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor State of Nevada makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of Nevada's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor State of Nevada incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor State of Nevada's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor State of Nevada reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor State of Nevada is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor State of Nevada waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035011

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of Nevada may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor State of Nevada expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Lieutenant Governor Kate Marshall, Chair of Nevada Census 2020 Complete Count Committee	c/o Jeffrey Conner Deputy Solicitor General Office of the Attorney General State of Nevada 100 N. Carson St. Carson City, NV 89701 jconner@ag.nv.gov	The witness has knowledge of the formation the Nevada Census 2020 Complete Count Committee and its efforts to increase engagement with hard-to-count populations
Michael J. Stewart, Research Director, Research Division of Nevada Legislative Council Bureau	c/o Jeffrey Conner Deputy Solicitor General Office of the Attorney General State of Nevada 100 N. Carson St. Carson City, NV 89701 jconner@ag.nv.gov	Witness has information regarding the impact of the decennial census population count on the state redistricting process.
Jeff Hardcastle, State Demographer	c/o Jeffrey Conner Deputy Solicitor General Office of the Attorney General State of Nevada 100 N. Carson St. Carson City, NV 89701 jconner@ag.nv.gov	The witness has information regarding the demographics and geographic concentrations of persons residing in Nevada.
Francisco Morales, Director of Public Affairs & Community Relations	c/o Jeffrey Conner Deputy Solicitor General Office of the Attorney General State of Nevada 100 N. Carson St. Carson City, NV 89701 jconner@ag.nv.gov	The witness has information about the Nevada Office of New Americans and immigrant populations in Nevada

BC-DOC-0000035012

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of Nevada's possession, custody, or control that may be used by Defendant-Intervenor State of Nevada to support its claims are described as follows. Defendant-Intervenor State of Nevada expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
Executive Order 2019-06: Order Establishing the Nevada Census 2020 Complete Count Committee	Upon receipt, this document will be placed at a central repository located at and administered by the New York Attorney General's Office.
Certified Population Estimates of Nevada's Counties, Cities and Towns from 2000 to 2018	Upon receipt, this document will be placed at a central repository located at and administered by the New York Attorney General's Office.
March 2019 Five Year Population Projections for Nevada and its Counties	Upon receipt, this document will be placed at a central repository located at and administered by the New York Attorney General's Office.
2017 Nevada County Age, Sex, Race, and Hispanic Origin Estimates and Projections 2000 to 2036	Upon receipt, this document will be placed at a central repository located at and administered by the New York Attorney General's Office.

BC-DOC-0000035013

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 25th day of September, 2019.

AARON D. FORD
Attorney General of the State of Nevada

/s/ Jeffrey M. Conner
JEFFREY M. CONNER (Bar. No. 11543)
Deputy Solicitor General
State of Nevada
Office of the Attorney General
100 North Carson Street
Carson City, NV 89701-4717
(775) 684-1136 (phone)
(775) 684-1108 (fax)
jconner@ag.nv.gov

BC-DOC-0000035014

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the State of New Jersey, by its attorney, Glenn J. Moramarco, of the Office of the Attorney General, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of New Jersey. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000035015

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor New Jersey reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor New Jersey hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor New Jersey makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor New Jersey's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor New Jersey incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor New Jersey's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor New Jersey reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor New Jersey is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor New Jersey waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035016

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

Defendant-Intervenor State of New Jersey has not identified particular individuals likely to have discoverable information that it may use to support its claims or defenses. Defendant-Intervenor State of New Jersey expressly reserves the right to supplement this disclosure.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively "Documents") in Defendant-Intervenor State of New Jersey's possession, custody or control that may be used by Defendant-Intervenor State of New Jersey to support its claims or defenses are described as follows. Defendant-Intervenor State of New Jersey expressly reserves its right to supplement this disclosure.

Document Description	**Document Location**
New Jersey Constitutional Provisions on Congressional Redistricting and By-Laws of the 2011 New Jersey Redistricting Commission	http://www.njredistrictingcommission.org/constitutionbylaws.asp
Members and Charge of the 2011 Congressional Redistricting Commission	http://www.njredistrictingcommission.org/default.asp
Congressional Redistricting Under the New Jersey State Constitution	http://ww.njredistrictingcommission.org/aboutredistricting.asp
Annual Demographic Profile by County (based on the American Community Survey 2000-2013)	https://www.nj.gov/labor/lpa/dmograph/adprof/adp_index.html

BC-DOC-0000035017

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 25th day of September, 2019.

GURBIR S. GREWAL
Attorney General of the State of New Jersey

/s/
Glenn J. Moramarco
Assistant Attorney General
Office of the Attorney General
Richard J. Hughes Justice Complex
25 Market Street
Trenton, New Jersey 08625-0080
(609) 376-3235
Glenn.Moramarco@law.njoag.gov

BC-DOC-0000035018

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the State of New Mexico , by its attorney, Tania Maestas, Chief Deputy Attorney General of the New Mexico Office of Attorney General Hector Balderas, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of New Mexico. They are made without prejudice to producing during discovery or at trial

BC-DOC-0000035019

information, documents, or data that are (a) subsequently discovered or determined to be relevant for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor State of New Mexico reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor State of New Mexico hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor State of New Mexico makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of New Mexico's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor State of New Mexico incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor State of New Mexico's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor State of New Mexico reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant- State of New Mexico is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor State of New Mexico waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035020

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of New Mexico may use to support its claims or defenses. Defendant-Intervenor State of New Mexico expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Brian Sanderoff President Research and Poling	New Mexico Attorney General 408 Galisteo St. Villagra Bldg. Santa Fe NM 87501	The witness has completed redistricting plans for New Mexico's courts and its legislature for the past 37 years and, therefore, has information on the strengths and weaknesses of previous census instruments as applied to getting an accurate count of New Mexico's population. As the hardest-to-count State because of its remote and tribal areas where residents may lack U.S. birth certificates, New Mexico's population is unique and uniquely challenging for demographers. Sanderoff's experience in analyzing and using the census count has given him background on the importance of census data for the State's redistricting efforts.
Robert Rhatigan Sr. Research Scientist Geospatial Population Studies University of New Mexico	New Mexico Attorney General 408 Galisteo St. Villagra Bldg. Santa Fe NM 87501	The witness is the state's liaison to the "Local Update of Census Address" (LUCA) program which aims to ensure that a complete and accurate address list is available to census enumerators; the New Mexico state demographer, and the state's demographic liaison to the US Bureau of the Census through the Federal State Cooperative for Population Estimates. Witness has information regarding the history of census undercounts; the impact of census undercounts to apportionment and redistricting; Census 2020 operational details; and state, tribal and local government efforts to mitigate a census undercount.

BC-DOC-0000035021

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of New Mexico's possession, custody, or control that may be used by Defendant-Intervenor State of New Mexico to support its claims are described as follows. Defendant-Intervenor State of New Mexico expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
House Bill 407, signed April 3, 2019 referencing New Mexico's use of the U.S. census count	https://nmlegis.gov/Legislation/Legislation?Chamber=H&LegType=B&LegNo=407&year=19
Los Alamos (NM) Reporter 1/19/19 interview with Robert Rhatigan, N.M. liaison to the U.S. Census Bureau.	https://losalamosreporter.com/2019/01/13/census-2020-liaison-for-new-mexico-robert-rhatigan-stresses-importance-of-complete-count/
Albuquerque Journal 4/23/19 article, "New Mexico spending $3.5 million to boost census participation", referencing the creation of the New Mexico Complete County Commission	https://www.abqjournal.com/1306335/nm-spending-big-bucks-to-boost-census-participation.html
New Mexico Hard to County map created by the U.S. Census Bureau	https://www.censushardtocountmaps2020.us/
Governor's Executive Order 2019-007 Establishing the New Mexico 2020 Complete Count Commission	https://www.governor.state.nm.us/wp-content/uploads/2019/04/executive-Order-2019-007.pdf

BC-DOC-0000035022

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 19th day of September, 2019.

HECTOR BALDERAS
Attorney General of the State of New Mexico

/s/ Tania Maestas
TANIA MAESTAS
DEPUTY ATTORNEY GENERAL
New Mexico Office of the Attorney General
SANTA FE, NM 87501
(505) 490-4060
TMaestas@nmag.gov

BC-DOC-0000035023

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors.	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the State of New York, by its attorney, Letitia James, Attorney General of the State of New York, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of New York. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000035024

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor State of New York reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor State of New York hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor State of New York makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of New York's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor State of New York incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor State of New York's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor State of New York reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor State of New York is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor State of New York waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035025

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of State of New York may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor State of New York expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Employees of the Department of Commerce, including the Census Bureau.	Contact information is within the custody and control of the federal government defendants.	These witnesses have knowledge of the federal government defendants' decennial census enumeration and post-enumeration policies, procedures, and protocols.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of New York's possession, custody, or control that may be used by Defendant-Intervenor State of New York to support its claims are described as follows: None at this time. Defendant-Intervenor State of New York expressly reserves its right to supplement this disclosure.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

BC-DOC-0000035026

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED: September 27, 2019

LETITIA JAMES
Attorney General of the State of New York

By: */s/ Matthew Colangelo*
Matthew Colangelo
Chief Counsel for Federal Initiatives
Elena Goldstein, *Senior Trial Counsel*
Elizabeth Morgan, *Assistant Attorney General*
Ajay Saini, *Assistant Attorney General*
Office of the New York State Attorney General
28 Liberty Street
New York, NY 10005
Phone: (212) 416-6057
Matthew.Colangelo@ag.ny.gov

Attorneys for the State of New York

BC-DOC-0000035027

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Defendant-Intervenors, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors.	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the City of New York (the "City of New York"), by its attorney, Georgia M. Pestana, Acting Corporation Counsel of the City of New York, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the City of New York. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000035028

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor City of New York reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor City of New York hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor City of New York makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor City of New York's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor City of New York incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor City of New York's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor City of New York reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor City of New York is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor City of New York waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035029

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor City of New York may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor City of New York expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Joseph Salvo, Director of Population Division, NYC Department of City Planning	Elena Goldstein, Senior Trial Counsel Civil Rights Bureau New York State Office of the Attorney General 28 Liberty Street, 20th Floor | New York, New York 10005 Tel: (212) 416-6201 |	The witness has knowledge regarding the demographics of immigrant populations within this jurisdiction.
Vicky Virgin, Research Associate, NYC Center for Economic Opportunity	Elena Goldstein | Senior Trial Counsel Civil Rights Bureau New York State Office of the Attorney General 28 Liberty Street, 20th Floor | New York, New York 10005 Tel: (212) 416-6201 |	The witness has information regarding the demographics and geographic concentrations of undocumented persons and immigrant populations within this jurisdiction.

BC-DOC-0000035030

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor City of New York's possession, custody, or control that may be used by Defendant-Intervenor City of New York to support its claims are described as follows. Defendant-Intervenor City of New York expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
Economic Profile of Immigrants in New York City: First Results from NYC Opportunity Experimental Population Estimate	This document is at a central repository administered by the New York Attorney General's Office.

BC-DOC-0000035031

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 20th day of September, 2019.

Georgia M. Pestana
Acting Corporation Counsel of the City of New York

/s/
Tonya Jenerette
Deputy Chief, Affirmative Litigation Division
New York City Law Department
100 Church Street
New York, New York 10007
(212) 356-4055
tjeneret@law.nyc.gov

BC-DOC-0000035032

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al.,

Plaintiffs,

v.

UNITED STATES DEPARTMENT OF COMMERCE, et al.,

Defendants,

DIANA MARTINEZ, et al.,

Defendant-Intervenors,

COUNTY OF SANTA CLARA, CALIFORNIA, et al.,

Defendant-Intervenors

and

STATE OF NEW YORK, et al.,

Defendant-Intervenors

DEFENDANT-INTERVENOR STATE OF OREGON'S INITIAL DISCLOSURES

Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the State of Oregon ("State of Oregon") makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of Oregon. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000035033

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. The State of Oregon reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. The State of Oregon hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, the State of Oregon makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of Oregon's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. The State of Oregon incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. The State of Oregon's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. The State of Oregon reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, the State of Oregon is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does the State of Oregon waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035034

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) Disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of Oregon may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor State of Oregon expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Prof. Charles Rynerson, Coordinator	State Data Center, Population Research Center, Portland State University	The witness has information regarding census date, demographic, economic, and social statistics produced by the Census Bureau relating to the State of Oregon.
Erin Seiler, former Liaison to the U.S. Census Bureau	Oregon Bureau of Labor and Industries, c/o Nicole DeFever, Oregon Department of Justice, 100 Market Street, Portland, OR 97201 (971) 673-5023	Witness has information regarding the impact of the decennial census population count and census data on the state redistricting process, and Oregon's reliance upon accurate information.
Aldo Solano, Census Project Manager	Governor's Office, c/o Nicole DeFever, Oregon Department of Justice, 100 Market Street, Portland, OR 97201 (971) 673-5023	The witness has information regarding the demographics and geographic concentrations of undocumented persons and immigrant populations within Oregon, as well as outreach and efforts to count each and every Oregonian.
Officers, employees and representatives of the State of Oregon identified by other parties herein	Contact information not currently known	Information regarding counting and apportionment in Oregon in the 2020 census, the persons involved in this decision, and the likely effects of the decision.

BC-DOC-0000035035

II. Fed R. Civ. P. 26(a)(1)(A)(ii) Disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of Oregon's possession, custody, or control that may be used by the State of Oregon to support its claims are described as follows. Defendant-Intervenor State of Oregon expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
Documents related to the duties and budget of Oregon's Census Project Manager in the Office of the Governor	From the Oregon Governor's Office. The documents will be made available at a central document repository administered by the New York Attorney General's Office.
Documents related to the Oregon Complete Count Committee	From the Oregon Complete County Committee. The documents will be made available at a central document repository administered by the New York Attorney General's Office.
Oregon legislative materials related to redistricting	From Oregon legislative records. The documents will be made available at a central document repository administered by the New York Attorney General's Office.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) Disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) Disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

BC-DOC-0000035036

Defendant-Intervenor State of Oregon will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED September 19, 2019.

Respectfully submitted,

ELLEN F. ROSENBLUM
Attorney General of Oregon

/s/J. Nicole DeFever

J. NICOLE DEFEVER*
Senior Assistant Attorney General
Oregon Department of Justice
100 SW Market Street
Phone: (971) 673-1880
Fax: (971) 673-5000
Nicole.DeFever@doj.state.or.us
Of Attorneys for Defendant-Intervenor
State of Oregon

**Pro hac vice application forthcoming*

BC-DOC-0000035037

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors.	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the City of Philadelphia, by its attorney, Benjamin H. Field, Divisional Deputy City Solicitor of the City of Philadelphia, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the City of Philadelphia. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000035038

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor the City of Philadelphia reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor the City of Philadelphia hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor the City of Philadelphia makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor the City of Philadelphia's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor the City of Philadelphia incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor the City of Philadelphia's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor the City of Philadelphia reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor the City of Philadelphia is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor the City of Philadelphia waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035039

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor the City of Philadelphia may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor the City of Philadelphia expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Miriam E. Enriquez, Esq.	Benjamin H. Field Divisional Deputy City Solicitor Philadelphia Law Department (215) 683-5024 Benjamin.Field@phila.gov	The witness was Director of the Office of Immigrant Affairs, City of Philadelphia, from 2016 to September 2019. The witness has knowledge related to the populations of hard-to-count populations including documented and undocumented immigrants in Philadelphia, and the heightened climate of fear among those populations resulting from the current administration's immigration actions.

BC-DOC-0000035040

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor the City of Philadelphia's possession, custody, or control that may be used by Defendant-Intervenor the City of Philadelphia to support its claims are described as follows. Defendant-Intervenor the City of Philadelphia expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
Philadelphia Research Initiative, Pew Charitable Trusts, *Philadelphia's Immigrants* (June 7, 2018).	http://www.pewtrusts.org/en/research-and-analysis/reports/2018/06/07/philadelphias-immigrants

BC-DOC-0000035041

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 20th day of September, 2019.

MARCEL S. PRATT
CITY SOLICITOR for the CITY OF PHILADELPHIA

/s/ Benjamin H. Field
Benjamin H. Field
Divisional Deputy City Solicitor
Affirmative & Special Litigation Unit
City of Philadelphia Law Department
1515 Arch Street, 15th Floor
Philadelphia, PA 19102
(215) 683-5024
Benjamin.Field@phila.gov

BC-DOC-0000035042

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors.	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the City of Providence, by its attorney, Jeffrey Dana, City Solicitor of the City of Providence, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the City of Providence. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000035043

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor City of Providence reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor City of Providence hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor City of Providence makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor City of Providence's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor City of Providence incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor City of Providence's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor City of Providence reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor City of Providence is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor City of Providence waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035044

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor City of Providence may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor C expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Emily Freedman, Director of Community Development	City of Providence Office of the City Solicitor 444 Westminster Street, Suite 220 Providence, RI 02903 (401) 680-5333	The witness has knowledge of the impact of decennial census population counts on state/local funding and budgets.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Plaintiff City of Providence's possession, custody, or control that may be used by Plaintiff City of Providence to support its claims will not be disclosed at this time, but the City of Providence reserves the right to supplement this disclosure.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal

BC-DOC-0000035045

Rules of Civil Procedure.

DATED this 26th day of September, 2019.

Jeffrey Dana
City Solicitor of the City of Providence

/s/Jeffrey Dana
Jeffrey Dana
City Solicitor
City of Providence
444 Westminster Street, Suite 220
Providence, RI 02903
(401) 680-5333
Jdana@providenceri.gov

BC-DOC-0000035046

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors.	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the State of Rhode Island and Providence Plantations (the "State of Rhode Island"), by its attorney, Peter F. Neronha, Attorney General for the State of Rhode Island, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant for any purpose, or (b)

BC-DOC-0000035047

produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor State of Rhode Island reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor State of Rhode Island hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor State of Rhode Island makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of Rhode Island's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor State of Rhode Island incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor State of Rhode Island's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor State of Rhode Island reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor State of Rhode Island is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor State of Rhode Island waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035048

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of Rhode Island may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor State of Rhode Island expressly reserves the right to supplement this disclosure:

Name	Subjects of Discoverable Information
Robert Rapoza, Executive Director, Rhode Island Board of Elections	Witness has knowledge of the impact of decennial census population counts on statewide redistricting plans for Rhode Island state legislative districts.
Senator Michael J. McCaffrey, Senate Majority Leader, Rhode Island General Assembly	Witness was co-chairman of the Rhode Island Special Commission on Reapportionment and has information regarding the impact of the decennial census population count on the state redistricting process.
Representative Stephen R. Ucci, Senior Deputy Majority Leader, Rhode Island General Assembly	Witness was co-chairman of the Rhode Island Special Commission on Reapportionment and has information regarding the impact of the decennial census population count on the state redistricting process.
Meredith E. Brady, Associate Director of Department of Administration, Rhode Island Division of Statewide Planning	Witness has information regarding the demographics and geographic concentrations of undocumented persons and immigrant populations within the State of Rhode Island.

Each of the above listed witnesses can be contacted through counsel at the Rhode Island Office of the Attorney General. Contact information for counsel is:

Justin J. Sullivan
Special Assistant Attorney General,
Rhode Island Office of the Attorney General
150 South Main St.
Providence, RI 02903
(401) 274-4400, Ext. 2007
jjsullivan@riag.ri.gov

BC-DOC-0000035049

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of Rhode Island's possession, custody, or control that may be used by Defendant-Intervenor State of Rhode Island to support its claims are described as follows. Defendant-Intervenor State of Rhode Island expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
Rhode Island House Bill 2011- H 6096 (enacted June 22, 2011), establishing a reapportionment commission for the 2012 redistricting cycle	This document is at a central repository administered by the General Assembly for the State of Rhode Island and is publicly available at: http://webserver.rilin.state.ri.us/PublicLaws/law11/law11106.htm
Rhode Island Senate Bill 2011- S 0924 (enacted June 22, 2011), establishing a reapportionment commission for the 2012 redistricting cycle	This document is at a central repository administered by the General Assembly for the State of Rhode Island and is publicly available at: http://webserver.rilin.state.ri.us/PublicLaws/law11/law11100.htm
Rhode Island Data Center & Census Data	This data is at a central repository administered by the Rhode Island Department of Administration, Division of Statewide Planning and is publicly available at: http://www.planning.ri.gov/planning-areas/demographics/ri-data-center.php

BC-DOC-0000035050

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 19th day of September, 2019.

PETER F. NERONHA
Attorney General of the State of the State of Rhode Island

/s/Justin J. Sullivan
Justin J. Sullivan
Special Assistant Attorney General
Rhode Island Office of the Attorney General
150 South Main Street
Providence, RI 02903
401-274-4400, Ext. 2007
jjsullivan@riag.ri.gov

BC-DOC-0000035051

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors.	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the City of Seattle, by its attorney, Peter S. Holmes, Seattle City Attorney, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the City of Seattle. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant for any

BC-DOC-0000035052

purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor City of Seattle reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor City of Seattle hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor City of Seattle makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor City of Seattle's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor City of Seattle incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor City of Seattle's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor City of Seattle reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor City of Seattle is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor City of Seattle waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

INITIAL DISCLOSURES

BC-DOC-0000035053

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor City of Seattle may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor City of Seattle expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Sierra Howlett Browne, Federal Affairs Director, Office of Intergovernmental Relations (OIR), City of Seattle	c/o Gary Smith – Gary.Smith@seattle.gov	The witness has knowledge of the City's redistricting process.
Diana Canzoneri, Demographer, Office of Planning and Community Development (OPCD), City of Seattle	c/o Gary Smith – Gary.Smith@seattle.gov	The witness has information regarding the demographics and geographic concentrations of undocumented persons and immigrant populations within this jurisdiction.

BC-DOC-0000035054

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor City of Seattle's possession, custody, or control that may be used by Defendant-Intervenor City of Seattle to support its claims are described as follows. Defendant-Intervenor City of Seattle expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
Seattle City Charter, Amendment 19	This document is at a central repository administered by the New York Attorney General's Office

BC-DOC-0000035055

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 20th day of September, 2019.

PETER S. HOLMES
Seattle City Attorney

/s/ Peter S. Holmes
Peter S. Holmes
Seattle City Attorney
Seattle City Attorney's Office
701 Fifth Avenue, Suite 2050
Seattle, WA 98104-7097
206-684-8200
Peter.holmes@seattle.gov

BC-DOC-0000035056

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors.	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the U.S. Conference of Mayors, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the U.S. Conference of Mayors. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000035057

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor the U.S. Conference of Mayors reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor the U.S. Conference of Mayors hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor the U.S. Conference of Mayors makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor the U.S. Conference of Mayors identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor the U.S. Conference of Mayors incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor the U.S. Conference of Mayors identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor the U.S. Conference of Mayors reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor the U.S. Conference of Mayors is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor the U.S. Conference of Mayors waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035058

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor the U.S. Conference of Mayors may use to support Defendant-Intervenor's claims or defenses: None at this time.

Defendant-Intervenor the U.S. Conference of Mayors expressly reserves the right to supplement this disclosure.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor the U.S. Conference of Mayors' possession, custody, or control that may be used by Defendant-Intervenor the U.S. Conference of Mayors to support its claims or defenses are described as follows: None at this time.

Defendant-Intervenor the U.S. Conference of Mayors expressly reserves its right to supplement this disclosure.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor the U.S. Conference of Mayors will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

BC-DOC-0000035059

DATED this 27th day of September, 2019.

UNITED STATES CONFERENCE OF MAYORS

By: */s/ John Daniel Reaves*

John Daniel Reaves, *General Counsel*
U.S. Conference of Mayors
1750 K Street NW, 11th Floor
Washington, DC 20006
Phone: (202) 887-1100
jdreavesoffice@gmail.com

Attorney for the U.S. Conference of Mayors

BC-DOC-0000035060

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the State of Vermont, by its attorney, Thomas J. Donovan, Jr., Attorney General of the State of Vermont, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to Defendant-Intervenor State of Vermont. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or

BC-DOC-0000035061

determined to be relevant for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor State of Vermont reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor State of Vermont hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor State of Vermont makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of Vermont's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor State of Vermont incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor State of Vermont's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor State of Vermont reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor State of Vermont is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor State of Vermont waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

BC-DOC-0000035062

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of Vermont may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor State of Vermont expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
John E. Adams, Director, Vermont Center for Geographic Information	Julio A. Thompson, Assistant Attorney General, Office of the Vermont Attorney General 109 State Street Montpelier, Vermont 05609 (802) 828-3171 julio.thompson@vermont.gov	The witness has knowledge of (1) methods for population counting; and (2) challenges in counting historically underrepresented populations; and (3) Vermont state legislative apportionment

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of Vermont's possession, custody, or control that may be used by Defendant-Intervenor State of Vermont to support its claims are described as follows. Defendant-Intervenor State of Vermont expressly reserves its right to supplement this disclosure:

Document Description	Document Location
Vermont Office of the Secretary of State, *Legislative Apportionment, The Process, The Criteria*	This document is at a central repository administered by the New York Attorney General's Office.

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

BC-DOC-0000035063

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor State of Vermont will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 18th day of September, 2018.

THOMAS J. DONOVAN, JR.
Attorney General of the State of Vermont

/s/ Julio A. Thompson
Benjamin D. Battles
Solicitor General
Julio A. Thompson
Assistant Attorney General
Civil Rights Unit
Office of the Attorney General
109 State Street
Montpelier, VT 05609-1001
(802) 828-3171
julio.thompson@vermont.gov

BC-DOC-0000035064

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor the People of the Commonwealth of Virginia, by its attorney, Mark Herring, Attorney General of the Commonwealth of Virginia, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the Commonwealth of Virginia. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be

BC-DOC-0000035065

relevant for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor Commonwealth of Virginia reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor Commonwealth of Virginia hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor Commonwealth of Virginia makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor Commonwealth of Virginia's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor Commonwealth of Virginia incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor Commonwealth of Virginia's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor Commonwealth of Virginia reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor Commonwealth of Virginia is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor Commonwealth of Virginia waive the right to object to discovery

BC-DOC-0000035066

requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor Commonwealth of Virginia may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor Commonwealth of Virginia expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Gregory E. Lucyk	Attorney Mona H. Siddiqui msiddiqui@oag.state.va.us (804) 786-1068	The witness has information regarding the impact of the decennial census population count on the state redistricting process.
Qian Cai	Attorney Mona H. Siddiqui msiddiqui@oag.state.va.us (804) 786-1068	The witness has information regarding the demographics and geographic concentrations of undocumented persons and immigrant populations within this jurisdiction.

BC-DOC-0000035067

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

Defendant-Intervenor Commonwealth of Virginia has no documents to disclose at this time but expressly reserves its right to supplement this disclosure.

BC-DOC-0000035068

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 26th day of September, 2019.

MARK R. HERRING
Attorney General of the Commonwealth of Virginia

Mark R. Herring

MARK R. HERRING
ATTORNEY GENERAL
VIRGINIA OFFICE OF THE ATTORNEY GENERAL
202 North 9th STREET
RICHMOND, VIRGINIA
(804) 786-2071

BC-DOC-0000035069

UNITED STATES DISTRICT COURT
FOR THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, DIANA MARTINEZ, et al., Defendant-Intervenors, COUNTY OF SANTA CLARA, CALIFORNIA, et al., Defendant-Intervenors, and STATE OF NEW YORK, et al., Defendant-Intervenors.	Case No.: 2:18-cv-00772-RDP

Pursuant to Fed R. Civ. P. 26(a)(1), Defendant-Intervenor State of Washington, by its attorneys, Laura K. Clinton and Andrew R.W. Hughes of the Washington Office of the Attorney General, makes the following Initial Disclosures.

INTRODUCTION

1. These Initial Disclosures are based upon information presently known to the State of Washington. They are made without prejudice to producing during discovery or at trial information, documents, or data that are (a) subsequently discovered or determined to be relevant

BC-DOC-0000035070

for any purpose, or (b) produced as a result of ongoing investigations, or (c) subsequently determined to have been omitted from these disclosures.

2. Defendant-Intervenor State of Washington reserves the right at any time to revise and/or supplement these Initial Disclosures.

3. Defendant-Intervenor State of Washington hereby expressly reserves all objections to the use for any purpose of these Initial Disclosures or any of the information and documents referenced herein in this case. By referring to documents in the Initial Disclosures, Defendant-Intervenor State of Washington makes no representations or concessions regarding the relevancy or appropriateness of any particular documents or types of documents.

4. Defendant-Intervenor State of Washington's identification of individuals pursuant to Rule 26(a)(1)(A)(i) is not intended to preclude Defendant-Intervenor from obtaining discovery of individuals not presently identified. Defendant-Intervenor State of Washington incorporates all individuals identified by all other parties in Defendant-Intervenor's Initial Disclosures and reserves the right to depose, and to rely upon the testimony of, all such individuals in support of its claims.

5. Defendant-Intervenor State of Washington's identification or production of documents pursuant to Rule 26(a)(1)(A)(ii) is limited to those documents within its possession, custody or control. Defendant-Intervenor State of Washington reserves the right to use all documents produced by any party or non-party to this action. With these Initial Disclosures, Defendant-Intervenor State of Washington is not identifying documents protected from disclosure by the attorney-client, work product or other applicable privileges. Nor does Defendant-Intervenor State of Washington waive the right to object to discovery requests on any basis, including, but not limited to, relevancy, over-breadth, and all applicable privileges.

INITIAL DISCLOSURES

I. Fed R. Civ. P. 26(a)(1)(A)(i) disclosures:

The below listed persons are likely to have discoverable information that Defendant-Intervenor State of Washington may use to support Defendant-Intervenor's claims or defenses. Defendant-Intervenor State of Washington expressly reserves the right to supplement this disclosure:

Name	Contact Information	Subjects of Discoverable Information
Marc Baldwin Assistant Director of Forecasting and Research, Office of Financial Management	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of Washington's planning and outreach regarding the 2020 Census, potential financial impacts to the State of Washington arising from an inaccurate count, and related issues.
Erica Gardner, Office of Financial Management	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of Washington's planning and outreach regarding the 2020 Census, potential financial impacts to the State of Washington arising from an inaccurate count, and related issues.
Mike Mohrman, Office of Financial Management	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of Washington's planning and outreach regarding the 2020 Census, potential financial impacts to the State of Washington arising from an inaccurate count, and related issues.
Nona Snell, Assistant Director for Budget, Office of Financial Management	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of Washington's budgeting process and the potential financial impacts to the State of Washington arising from an inaccurate count, and related issues.
Lisa McLean, Complete Count Committee Coordinator, Office of Financial Management	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of Washington's planning and outreach regarding the 2020 Census, potential financial impacts to the State of

BC-DOC-0000035072

		Washington arising from an inaccurate count, and related issues.
Records custodian, Office of Financial Management	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness(es) have knowledge sufficient to identify and authenticate Washington's records concerning the decennial Census and related issues
Robert Chang Seattle University School of Law	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge regarding the history of the Census Bureau's past breaches of trust where Census information was used to harm individuals and communities, and the reasonable fear or concern that respondents might have when facing the citizenship question now.
Laura Pierce Washington Nonprofits	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of the concerns that many nonprofit organizations have about the impact of the citizenship question. Nonprofits working with hard to count populations are concerned that adding the citizenship question instills fear and makes those communities harder to count because they are likely to voluntarily opt out of the Census. The witness has knowledge of the impact an undercount would have on how funds for services are distributed and on the data available for nonprofits to target their services.
David Streeter Washington Nonprofits	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of the concerns that many nonprofit organizations have about the impact of the citizenship question. Nonprofits working with hard to count populations are concerned that adding the citizenship question instills fear and makes those communities harder to count because they are likely to voluntarily opt out of the Census. The witness has knowledge of the impact an undercount would have on how funds for services are distributed and on the data available for nonprofits to target their services.

Laura Armstrong Executive Director La Casa Hogar	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of already existing barriers facing immigrant, low-income, Limited English Proficient residents ("hard-to-count" populations) throughout Washington state's Yakima Valley in participating in the Census. The witness has further knowledge as to how the citizenship question will worsen those existing barriers for aforementioned community members' participation in the decennial Census process. The witness has knowledge of immigrant families' heightened fears surrounding government institutions, and understands this as one of the already existing barriers that is being worsened because of the citizenship question. The witness has knowledge regarding community education and awareness efforts regarding the Census in the Yakima Valley region. The witness represents an organization with knowledge and experience working with immigrant families and agricultural workers throughout the region for over two decades.
Linda Moore CEO|President Yakima Valley Community Foundation	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of the impact of the citizenship question and the disproportionate impact of funding and services to low income and people of color and children. The witness has knowledge of the impact of the citizenship questions on "mixed households" where children are citizens and others in the household, including their parents are not which also impacts the count of children. The witness has knowledge of the demographics of Yakima County.
Kamau Chege WA Census Alliance	c/o Laura Clinton Assistant Attorney General 800 Fifth Avenue, Suite 2000 Seattle WA 98104	The witness has knowledge of the universal harm that a citizenship question will cause to communities that are already at greater risk of being undercounted – including people of color,

BC-DOC-0000035074

		young children, and low-income rural and urban residents. The witness has knowledge of how an untested citizenship question will drive up costs as the Census Bureau struggles to develop new communications and outreach strategies with little time remaining, plan for an expanded field operation, and track down the millions of households that will be more reluctant to participate because of this controversial question.

II. Fed R. Civ. P. 26(a)(1)(A)(ii) disclosures:

The documents and electronically stored information (collectively, "Documents") in Defendant-Intervenor State of Washington's possession, custody, or control that may be used by Defendant-Intervenor State of Washington to support its claims are described as follows. Defendant-Intervenor State of Washington expressly reserves its right to supplement this disclosure:

Document Description	**Document Location**
Documents concerning the 2020 Census and mitigating non-response in the State of Washington	Office of Financial Management, Washington Nonprofits, documents previously uploaded to the central repository administered by the New York Attorney General's Office in State of New York, et al. v. United States Department of Commerce, et al., 18-CV-2921 (JMF)

III. Fed R. Civ. P. 26(a)(1)(A)(iii) disclosures – Computation of Damages:

Not applicable.

IV. Fed R. Civ. P. 26(a)(1)(A)(iv) disclosures – Insurance Statements:

Not applicable.

BC-DOC-0000035075

V. Fed. R. Civ. P. 26(a)(2)(A) – Expert Testimony:

Defendant-Intervenor State of Washington will provide disclosures of expert testimony as required by Rule 26(a)(2) on the schedule directed by the Court and as required by Rule 26(a)(2)(D) of the Federal Rules of Civil Procedure.

DATED this 25th day of September, 2019.

ROBERT W. FERGUSON
Attorney General of the State of Washington

s/ *Laura K. Clinton*
Laura K. Clinton
Andrew R.W. Hughes
Assistant Attorneys General
Complex Litigation Division
800 Fifth Avenue, Suite 2000
Seattle, WA 98104
Laura.Clinton@atg.wa.gov
Andrew.Hughes@atg.wa.gov
(206)464-7744

BC-DOC-0000035076

CERTIFICATE OF SERVICE

I hereby certify that on this 27th day of September, 2019, I served the foregoing by email to counsel of record for all parties in *State of Alabama, et al. v. U.S. Dep't of Commerce, et al.*, Case No. 2:18-cv-00772-RDP (N.D. Ala.):

- Initial Disclosures of Defendant-Intervenors the States of New York, California, Colorado, Connecticut, the District of Columbia, Illinois, Massachusetts, Minnesota, Nevada, New Jersey, New Mexico, Oregon, Rhode Island, Vermont, Virginia, and Washington; the cities and counties of Cameron County, Texas; Central Falls, Rhode Island; Chicago, Illinois; Hidalgo County, Texas; Monterey County, California; New York, New York; Philadelphia, Pennsylvania; Providence, Rhode Island; and Seattle, Washington; and the United States Conference of Mayors.

DATED: September 27, 2019

By: */s/ Matthew Colangelo*

Matthew Colangelo
Office of the New York State Attorney General
28 Liberty Street
New York, NY 10005
Phone: (212) 416-6057
Matthew.Colangelo@ag.ny.gov

BC-DOC-0000035077

IN THE UNITED STATES DISTRICT COURT FOR
THE NORTHERN DISTRICT OF ALABAMA
SOUTHERN DIVISION

STATE OF ALABAMA, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants, and DIANA MARTINEZ, et al., COUNTY OF SANTA CLARA, CALIFORNIA, et al., STATE OF NEW YORK, et al., Defendant-Intervenors.	Civil Action No. 2:18-cv-00772-RDP

MARTINEZ INTERVENORS' INITIAL DISCLOSURES
(Fed. R. Civ. Pro. 26(a)(1))

Under Rule 26(a)(1) of the Federal Rules of Civil Procedure, Defendant-Intervenors Diana Martinez, Raisa Sequeira, Saulo Corona, Irving Medina, Joey Cardenas, Florinda P. Chavez, and Chicanos Por La Causa ("CPLC") (collectively, "Martinez Intervenors") hereby make the following initial disclosures.

These disclosures are based on the information currently available to Martinez Intervenors. Martinez Intervenors have not yet fully completed their investigation for this case and have not yet completed discovery in this action. It is anticipated that further investigation, legal research, and analysis will lead to additions and changes to these disclosures.

These disclosures are given without prejudice to the right to produce witnesses, documents, or other evidence, which Martinez Intervenors may later discover or believe to be

relevant. Martinez Intervenors accordingly reserve the right to change and supplement these disclosures as additional facts are ascertained, additional witnesses are identified, more legal research is completed, and/or this case develops. These disclosures are made in good faith, and in no way prejudice Martinez Intervenors in relation to further discovery or proceedings.

I. Persons

The following individuals are likely to have discoverable information relevant to disputed facts alleged with particularity in the pleadings. Martinez Intervenors reserve the right to amend or supplement this list.

a. Martinez Intervenors

Name	Subject Matter	Contact Information
Diana Martinez	Ms. Martinez has general knowledge regarding the claims and defenses asserted in this litigation, including loss of political representation.	c/o Mexican American Legal Defense and Educational Fund (213) 629-2512 634 S. Spring St., Ste. 1100 Los Angeles, CA 90014
Raisa Sequeira	Ms. Sequeira has general knowledge regarding the claims and defenses asserted in this litigation, including loss of political representation.	c/o Mexican American Legal Defense and Educational Fund (213) 629-2512 634 S. Spring St., Ste. 1100 Los Angeles, CA 90014
Saulo Corona	Mr. Corona has general knowledge regarding the claims and defenses asserted in this litigation, including loss of political representation.	c/o Mexican American Legal Defense and Educational Fund (213) 629-2512 634 S. Spring St., Ste. 1100 Los Angeles, CA 90014
Irving Medina	Mr. Medina has general knowledge regarding the claims and defenses asserted in this litigation, including loss of political representation.	c/o Mexican American Legal Defense and Educational Fund (213) 629-2512 634 S. Spring St., Ste. 1100 Los Angeles, CA 90014

BC-DOC-0000035079

Joey Cardenas	Mr. Cardenas has general knowledge regarding the claims and defenses asserted in this litigation, including loss of political representation.	c/o Mexican American Legal Defense and Educational Fund (213) 629-2512 634 S. Spring St., Ste. 1100 Los Angeles, CA 90014
Florinda P. Chavez	Ms. Chavez has general knowledge regarding the claims and defenses asserted in this litigation, including loss of political representation.	c/o Mexican American Legal Defense and Educational Fund (213) 629-2512 634 S. Spring St., Ste. 1100 Los Angeles, CA 90014
Lydia Guzman Director of Advocacy and Civic Engagement, Chicanos Por La Causa (CPLC)	Ms. Guzman has general knowledge regarding the claims and defenses asserted in this litigation. Ms. Guzman is also likely to have information about CPLC's organizational mission and advocacy efforts to increase Latino political empowerment in Arizona, and the impact of excluding undocumented immigrants from apportionment in Arizona, including loss of political representation.	c/o Mexican American Legal Defense and Educational Fund (213) 629-2512 634 S. Spring St., Ste. 1100 Los Angeles, CA 90014

Other parties and individuals are also likely to have discoverable information that Martinez Intervenors may use to support their defenses. These include the individuals listed below. In addition to the individuals identified herein, Martinez Intervenors expressly incorporate all of the individuals and entities that have been identified in the initial disclosures or other discovery responses of any other party in this action as individuals or entities likely to have discoverable information.

BC-DOC-0000035080

b. Plaintiffs and Defendants

Name	Title	Subject Matter	Contact Information
Morris J. Brooks, Jr.	Representative for Alabama's 5th Congressional District	Representative Brooks has general knowledge regarding the claims and defenses asserted in this litigation.	c/o Marshall Yates Legislative Counsel (202) 226-3434 Rayburn Office Building 2400 Washington, D.C. 20515
Wilbur Ross	Secretary of the U.S. Department of Commerce	Secretary Ross has general knowledge regarding the claims and defenses asserted in this litigation.	c/o United States Department of Justice
Steven Dillingham	Director of the U.S. Census Bureau	Director Dillingham has general knowledge regarding the claims and defenses asserted in this litigation.	c/o United States Department of Justice
Ron Jarmin	Deputy Director of the U.S. Census Bureau	Deputy Director Jarmin is knowledgeable on the promulgation and implementation of the Census Bureau's 2020 Residence Rule	c/o United States Department of Justice
Karen Battle	Division Chief Population Division U.S. Census Bureau	Ms. Battle has knowledge on the promulgation and implementation of the Census Bureau's 2020 Residence Rule	c/o United States Department of Justice

II. Documents

Martinez Intervenors' investigation is ongoing. If, through the course of discovery in this case, Martinez Intervenors identify documents or categories of documents in their possession, custody or control that support their defenses, Martinez Intervenors will identify them in

BC-DOC-0000035081

supplemental disclosures as required under Rule 26(e). Martinez Intervenors expect to receive, via discovery and otherwise, additional documents from the parties and other individuals and entities that will support their defenses.

Martinez Intervenors reserve the right and intend to rely on expert reports and materials produced in accordance with the Court's scheduling order.

III. Damages

Martinez Intervenors do not seek monetary damages in this action.

IV. Insurance Policies

Martinez Intervenors do not have any insurance agreement under which any person carrying on an insurance business may be liable to satisfy part of all of the judgment that may be entered in the action or to indemnify or reimburse for payments made to satisfy the judgment.

Dated: September 27, 2019

/s/ Andrea Senteno

Thomas A. Saenz (CA Bar No. 159430)*
Denise Hulett (CA Bar No. 121553)*
Andrea Senteno (NY Bar No. 5285341)*
Julia Gomez (CA Bar No. 316270)*
MEXICAN AMERICAN LEGAL
DEFENSE AND EDUCATIONAL FUND
634 S. Spring St., Ste. 1100
Los Angeles, CA 90014
Telephone: (213) 629-2512
Facsimile: (213) 629-0266
Email: tsaenz@maldef.org
dhulett@maldef.org
asenteno@maldef.org
jgomez@maldef.org

Edward Still
Bar. No. ASB-i47w-4786
still@votelaw.com
429 Green Springs Hwy STE 161-304
Birmingham, AL 35209

BC-DOC-0000035082

Telephone: (205) 320-2882
Facsimile: (205) 320-2882

James U. Blacksher
Bar No. ASB-2381-S82J
jblacksher@ns.sympatico.ca
P.O. Box 636
Birmingham, AL 35201
Telephone: (205) 591-7238
Facsimile: (866) 845-4395

Counsel for Martinez Intervenors
* *Admitted* Pro hac vice

BC-DOC-0000035083

PROOF OF SERVICE

I am employed in Washington, District of Columbia. I am over the age of 18 and am not a party to the within action; my business address is: 1016 16th Street NW, Washington, District of Columbia, 20036.

On September 27, 2018, I served the following document(s) described as: **MARTINEZ INTERVENORS' INITIAL DISCLOSURES** on all interested parties in this action, by serving the following individuals:

Jim Davis
Brad Chynoweth
Edmund LaCour
Win Sinclair
Brenton Smith
jimdavis@ago.state.al.us
bchynoweth@ago.state.al.us
edmund.lacour@alabamaag.gov
wsinclair@ago.state.al.us
bsmith@ago.state.al.us
Attorneys for Plaintiff State of Alabama

Marshall Yates
marshall.yates@mail.house.gov
Attorneys for Plaintiff Morris J. Brooks, Jr.

Brad Rosenberg
b(6)
Attorneys for Defendants

Anil Mujumdar
Ezra Rosenberg
Dorian Spence
Robin Thurston
John Lewis
Ryan Kusmin
Jonathan Weissglass
Marcelo Quinones
Ravi Rajendra
Robert Segall
anil@zarzaur.com
erosenberg@lawyerscommittee.org
jlewis@democracyforward.org

BC-DOC-0000035084

rthurston@democracyforward.org
dspence@lawyerscommittee.org
rmkusmin@debevoise.com
jonathan@weissglass.com
marcelo.quinones@cco.sccgov.org
raphael.rajendra@cco.sccgov.org
segall@copelandfranco.com
Attorneys for Local Government Intervenors

Matthew Colangelo
Elena Goldstein
Liz Morgan
Barry Ragsdale
Joyce Vance
matthew.colangelo@ag.ny.gov
elena.goldstein@ag.ny.gov
elizabeth.morgan@ag.ny.gov
bragsdale@sirote.com
joycevance4@gmail.com
Attorneys for State Intervenors

[X] (By Electronic Service): By transmitting by email to the above Parties at the above email addresses.

[ ] (By U.S. Mail): By following ordinary business practices and placing for collection and mailing at 1016 16th Street North West, Washington, DC 20036, a true copy of the above-referenced document(s), enclosed in a sealed envelope; in the ordinary course of business, the above documents would have been deposition for first-class delivery with the United States Postal Service the same day they were placed for deposit, with postage thereon fully prepaid.

[X] (Federal): I declare under penalty of perjury under the laws of the United States that the foregoing is true and correct.

Executed on September 27, 2019, at Washington, District of Columbia.

/s/ Andrea Senteno
Andrea Senteno

BC-DOC-0000035085

To: Comstock, Earl (Federal)[EComstock@doc.gov]
From: MWalsh@doc.gov[MWalsh@doc.gov]
Sent: Mon 7/8/2019 12:37:28 PM (UTC-04:00)
Subject: Fwd: Correct Attachment this time.

b(5) - DP

ATT00001.htm

Privileged
Deliberative and predecisional

Sent from my iPhone

Begin forwarded message:

From: "Dewhirst, David (Federal)" <DDewhirst@doc.gov>
Date: July 8, 2019 at 8:32:57 AM EDT
To: "Walsh, Michael (Federal)" <MWalsh@doc.gov>
Subject: Correct Attachment this time.

Get Outlook for iOS

To: Dewhirst, David (Federal)[DDewhirst@doc.gov]; Foti, Anthony (Federal)[AFoti@doc.gov]; Hull, Cordell (Federal)[CHull@doc.gov]; O'Connor, Kasey (Federal)[KO'Connor@doc.gov]; Paranzino, Anthony (Federal)[AParanzino@doc.gov]
Sent: Wed 8/14/2019 7:40:15 PM (UTC-04:00)
Subject: FW: For Your Review: Secretary Memos on Admin Records
Alabama Gov Memo.docx
Arizona Gov Memo.docx
Iowa Gov Memo.docx
Kentucky Gov Memo.docx
Oklahoma Gov Memo.docx
South Carolina Gov Memo.docx
Texas Gov Memo.docx
West Virginia Gov Memo.docx
Wyoming Gov Memo.docx
Mississippi Gov Memov2.docx
b(5) - DP

Can we review tomorrow together?

Joe Semsar
b(6)

From: James B Treat (CENSUS/ADDC FED) <James.B.Treat@census.gov>
Sent: Wednesday, August 14, 2019 5:04 PM
To: Semsar, Joseph (Federal) <JSemsar@doc.gov>
Cc: Dillingham, Steven <steven.dillingham@census.gov>; Berning, Michael A <michael.a.berning@census.gov>; Smith, Steven K <steven.k.smith@census.gov>; lawrence, Van R <van.r.lawrence@census.gov>; Ahmad, Ali M <ali.m.ahmad@census.gov>; Lamas, Enrique <enrique.lamas@census.gov>; Jarmin, Ron S <ron.s.jarmin@census.gov>; Stanley, Christopher J <christopher.j.stanley@census.gov>
Subject: For Your Review: Secretary Memos on Admin Records

Joe,

In preparation for the Secretary's planned calls to Governors next week, we are providing the attached background materials for Karen's review, per her request. The attachments include memos for the 10 states b(5) - DP
b(5) - DP
b(5) - DP Also attached is b(5) - DP
b(5) - DP This document is more for background and will be updated as we move forward. b(5) - DP

Please let us know if you have any comments/suggestions. Also, could you please let us know if b(5) - DP
b(5) - DP

b(5) - DP so feedback as soon as possible would be great. I would like to send them to Clark as soon as possible so they can get in front of the Secretary. Feel free to loop Clark into the review if you think that would help.

thanks - jim

James B. Treat

Assistant Director for Decennial Programs

U.S. Census Bureau

Office 301.763.3609 Room b(6)

james.b.treat@census.gov

census.gov

Connect with us on Social Media

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Kay Ivey (R-Alabama)

DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Kay Ivey (R-Alabama)



Assumed Office:	2017, 54th Governor
Hometown:	Camden, AL
Age:	74
Education:	Auburn University (BA)
Career Highlights:	Lieutenant Governor of Alabama (2003-2011)
	Treasurer of Alabama (2003-2011)

After graduating from Auburn University in 1967, Kay worked as a high school teacher and a bank officer. She served as Reading Clerk of the Alabama House of Representatives under Speaker Joseph C. McCorquodale and was Assistant Director of the Alabama Development Office, where she worked to spur job creation and economic development across the state.

In 2002, Kay became the first Republican elected State Treasurer since Reconstruction and she was re-elected in 2006. As Treasurer, Kay was committed to making the office more open, transparent, and efficient. Kay was elected Lieutenant Governor in 2010, becoming the first Republican woman to hold the office in Alabama's history.

She again made history on November 4, 2014, by becoming the first Republican Lieutenant Governor re-elected to the office. The Lieutenant Governor's primary Constitutional duty is to preside over legislative proceedings of the upper house as President of the Senate.

Kay has been honored to receive numerous awards for her service to the State of Alabama, including the 2015 ALFA Service to Agriculture Award, Newmax's 50 Most Influential Female Republicans in the country and, most recently, the American Institute of Aeronautics and Astronautics (AIAA) 2016 Public Service Award; 2017 Citizen of the Year, by River Region Living Magazine.

On April 10, 2017, Kay was sworn in as the 54th Governor of the State of Alabama in the Old Senate Chamber in the Alabama State Capitol by Acting Chief Justice Lyn Stuart. Following a successful nineteen months in office, the people of Alabama made history again in November 2018 by electing Governor Ivey to a full term. She is the first Lt. Governor of Alabama elected to a full term after taking over as governor due to a vacancy in the governor's office.

On January 14, 2019, Governor Ivey was officially sworn in for her full term by Associate Justice Will Sellers. Kay will continue to bring conservative leadership with effective results to make this generation more productive and the next generation more prosperous.

She is a member of the First Baptist Church of Montgomery, the Montgomery Rotary Club, and the Board of Directors of the Montgomery YMCA. Kay is also the first Girls State alumnus to be elected to an Alabama Constitutional Office.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Doug Ducey (R-Arizona)

DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Doug Ducey (R-Arizona)



Assumed Office:	2015, 23rd Governor
Hometown:	Toledo, OH
Age:	55
Education:	Arizona State University ; Tempe (BS)
Career Highlights:	Treasurer of Arizona (January 2011-2015) Former CEO of Cold Stone Creamer

Governor Doug Ducey is the 23rd governor of the state of Arizona.

Elected in 2014 and re-elected in 2018, Governor Ducey has applied his experience from a successful career in business to bring much-needed change to Arizona government.

Upon taking office, the governor inherited a $1 billion budget deficit. He quickly took action and balanced the budget in his first year — without raising taxes.

Committed to investing in public education, in his first year, Governor Ducey led a historic and bipartisan effort to invest $3.5 billion into K-12 schools, injecting more dollars into Arizona's classrooms. With a focus on teacher pay, the governor also championed the passage of legislation to increase teacher pay 20 percent by 2020.

Governor Ducey has cut regulations and simplified taxes every year to stimulate job creation and economic growth. He's also prioritized public safety, creating the Arizona Border Strike Force, a statewide, multiagency effort to combat border-related crime.

In his second term, Governor Ducey remains committed to making Arizona a land of "Opportunity for All" and has pledged to work every day to make that vision a reality.

Governor Ducey was born in Toledo, Ohio. He moved to Arizona in 1982 to attend Arizona State University, where he graduated with a Bachelor of Science in Finance. He and his wife, Angela, live in Paradise Valley with their three sons, Jack, Joe and Sam.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Kim Reynolds (R-Iowa)

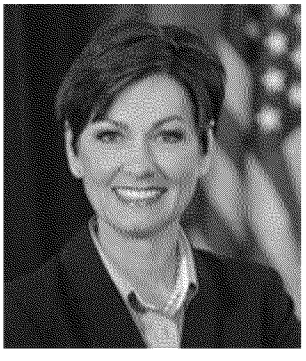
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Kim Reynolds (R-Iowa)



Assumed Office:	2017, 43rd Governor
Hometown:	St. Charles, Iowa
Age:	57
Education:	Iowa State University (BA),
Career Highlights:	Served as the Clark County Treasurer for 4 terms. Elected as an Iowa State Senator to represent the 48th district. Also served as Lt. Governor under Governor Terry Branstad.

As Iowa's 43rd Governor, Kim Reynolds is determined to make sure that Iowa's success is every Iowan's success. Whether it's preparing Iowans for cutting-edge careers, fighting for education, improving healthcare and mental health access, or empowering our rural communities, Kim's priorities are making a difference in all four corners of the state. Her vision keeps Iowans at the center of all decisions, especially in the area of fiscal responsibility. Kim knows that when Iowa taxpayers are able to keep more of their money, great things happen.

She also believes in redemption. Kim's justice reform initiatives carefully balance second chances with victim rights. As Governor, Kim's strong voice for international trade, agriculture, and advanced manufacturing is opening new markets and maintaining relationships with leaders in China, Mexico, Canada, Israel, Thailand, Vietnam, the Philippines, Germany, Brazil, and Argentina, to name just a few.

Although she's traveled the world telling Iowa's story, Kim is still a small-town girl at heart with common-sense values. These principles are reflected in the Governor's Empower Rural Iowa initiative and Future Ready Iowa.

At age 57, Kim earned a bachelor's degree from Iowa State University. Then, nearly two years later, on Nov. 4, 2018, she was elected by Iowans to become their first woman Governor. Family means everything to Kim and her husband, Kevin. They have three daughters (Jennifer, Nicole and Jessica) who are happily married and love spending time with 10 very active grandchildren.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Matt Bevin (R-Kentucky)

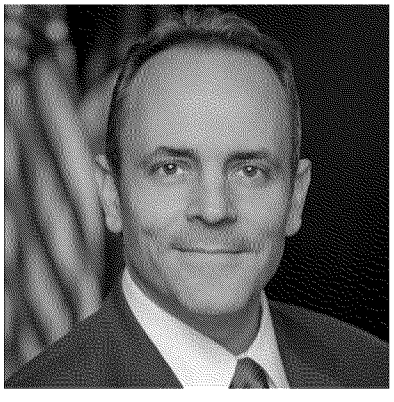
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Matt Bevin (R-Kentucky)



Assumed Office:	2015, 62nd Governor
Hometown:	Denver, CO
Age:	52
Education:	Washington and Lee University (BA); Central Michigan University
Career Highlights:	No previous political office held
	Military: Captain, 5th Infantry Division, US Army (1989-1993)

Matt Bevin was elected in 2015 as the 62nd Governor of the Commonwealth of Kentucky. He is a husband, father of nine children, U.S. Army veteran and successful small business owner.

Bevin attended Washington and Lee University in Virginia on an ROTC scholarship. Upon graduation, he served on active duty as a US Army officer and left the service having achieved the rank of captain.

After his military service, Bevin worked for many years in the financial industry. Bevin founded several companies in Kentucky and invested in a number of others in the Commonwealth and in other states. He managed and expanded multiple businesses, ranging from manufacturing and software to investment management and medical devices.

Governor Bevin has served on many non-profit boards, including Chairman of the Board for the American Red Cross, Louisville Area Chapter. He has permanently endowed several scholarship funds, grants and centers that provide educational opportunities for young people with limited financial resources.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Kevin Stitt (R-Oklahoma)

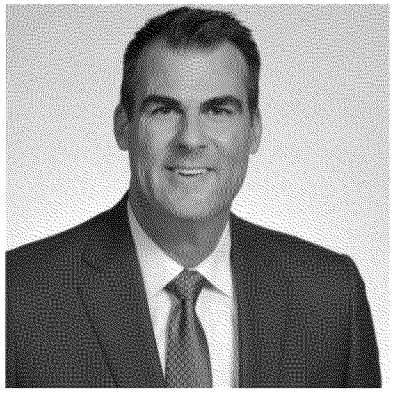
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Kevin Stitt (R-Oklahoma



Assumed Office:	2019, 28th Governor
Hometown:	Milton, FL
Age:	46
Education:	Oklahoma State University – Stillwater (BS)
Career Highlights:	Founder of Gateway Mortgage Company (2000)

J. Kevin Stitt is the 28th governor of Oklahoma. Stitt is leading the state with a vision to become Top Ten in critical categories, from government efficiency to job growth, infrastructure, education, and healthcare.

Governor Stitt is an Oklahoman entrepreneur and businessman who founded a mortgage company, Gateway, in 2000 with $1,000 and a computer. By delivering strong leadership and vision, Stitt grew Gateway into a nationwide mortgage company that today employs 1,200 people, has 164 field offices in 41 states, and holds a loan servicing portfolio of more than $16 billion.

Governor Stitt is a fourth-generation Oklahoman, raised in Norman where his dad was a pastor of a Bible church and spent many summers as a youth in Skiatook where his grandfather owned a dairy farm. Stitt graduated from Norman High School and worked his way through Oklahoma State University by selling books with the Southwestern Company. Stitt is a man driven by faith and family. He has been married to his wife, Sarah, for 21 years. Together, they have six children and call Tulsa home.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Henry McMaster (R-South Carolina)

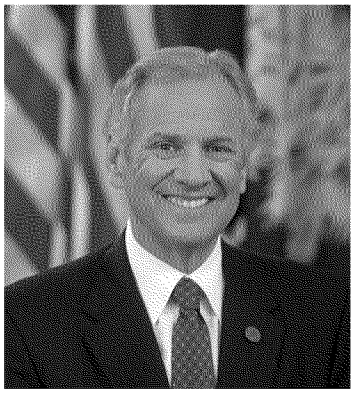
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Henry McMaster (R-South Carolina)



Assumed Office:	2017, 117th Governor
Hometown:	Columbia, SC
Age:	72
Education:	University of South Carolina (JD, BA)
Career Highlights:	Lt Governor, SC (2015-2017); 50th Attorney General, South Carolina (2003-2011); South Carolina Republican Party Chair (1993-2002); Georgia State Commission on Higher Education (1991); US Attorney, District of South Carolina (1981-1985)
	Military: US Army Reserve (1969-1975)

McMaster was the first U.S. attorney appointed by President Ronald Reagan, and was unanimously confirmed by the United States Senate. During his tenure as U.S. Attorney, his "Operation Jackpot"

investigation into international drug smuggling produced over 100 convictions in South Carolina.

As attorney general, McMaster made prosecution of criminal domestic violence a priority and harnessed the resources of law enforcement and prosecutors to crack down on child Internet predators. He extended the state grand jury's jurisdiction to environmental and gang crimes and broadened its authority to include securities crimes following the collapse of Carolina Investors and Home Gold, convicting those responsible.

In 2003, McMaster issued a landmark opinion to protect our marsh islands from encroachment and later won the Life Sciences Act case in the South Carolina Supreme Court, which enhanced the state's economic potential through its universities for research, development and investment in the knowledge-based economy.

As lieutenant governor, McMaster served as president of the South Carolina State Senate and headed the Lieutenant Governor's Office on Aging. McMaster was chairman of the South Carolina Republican Party from 1993-2002, winning reelection three times.

He is admitted to practice in all courts, state and federal, in South Carolina, as well as the U.S. Court of Claims (1974), the U.S. Court of Appeals for the Fourth Circuit (1975) and the Supreme Court of the United States (1978).

Governor McMaster is a recipient of the Order of the Palmetto, the highest civilian honor in the state, and was named "Public Servant of the Year" by the Sierra Club and "National Law Enforcement Officer of the Year" by The Humane Society of the United States.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Greg Abbott (R-Texas)

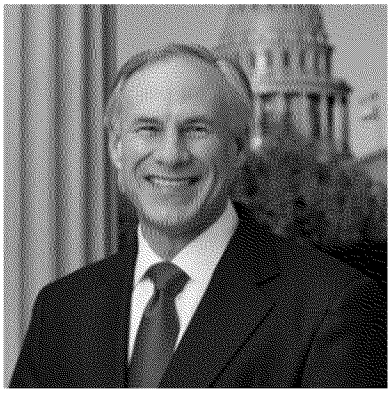
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Greg Abbott (R-Texas)



Assumed Office:	2015, 48th Governor
Hometown:	Wichita Falls, TX
Age:	61
Education:	University of Texas at Austin (BBA); Vanderbilt University (JD)
Career Highlights:	Attorney General of Texas (2002-2015)
	Associate Justice of the Supreme Court of Texas (1996-2001)

As the 48th Governor of the State of Texas, Greg Abbott continues to build on his long record as a conservative leader who fights to preserve Texas values like faith, family, and freedom.

Under Governor Abbott's strong leadership and careful stewardship of the 10th-largest economy in the world, the Lone Star State leads the nation in job creation, and recently reached record low unemployment rates.

Promises made, promises kept. Landmark legislation was passed in the recent 86th Legislative Session that included all of Governor Abbott's priorities to address the state's most pressing issues:

- Passing meaningful property tax reforms and providing $5 billion to rein in skyrocketing property taxes for homeowners, renters, and businesses
- Investing more in our classrooms, paying our teachers more, creating a school funding structure based on student needs, and keeping more tax dollars local
- Keeping Texas students and teachers safe by hardening our schools and expanding access to mental health care
- Combatting human trafficking and sexual assault, and providing resources to tackle the rape kit backlog in Texas
- Providing $3 billion in relief for Harvey-impacted areas, improving disaster preparedness and response, and making our communities more resilient to natural disasters.

Other notable successes include protecting free speech on campus, ensuring medical care for babies born alive after attempted abortions, banning red light cameras and more—all of which were accomplished in a 140-day session noted for its bold ideas and collaboration.

These successes build on Governor Abbott's prior legislative victories making Texas even freer, stronger, safer and smarter: investing in critical border security; reforming the child protective system; investing more in early and higher education; cutting billions in taxes to stimulate job growth; reining in regulatory regimes that strangle innovation; improving Texas roads; and expanding protection of Texans' constitutional rights.

Before his election in 2014, Greg Abbott was the 50th and longest-serving Attorney General of Texas, where he earned a national reputation for defending religious liberty and protecting Texas communities and children. He also previously served as a Justice on the Texas Supreme Court and as a State District Judge in Harris County.

A native Texan and avid sportsman and hunter, Governor Abbott was born in Wichita Falls and raised in Duncanville. After graduating from The University of Texas at Austin, he earned a law degree from Vanderbilt University Law School. Shortly after graduating from law school, he was partially paralyzed by a falling tree while jogging.

Governor Abbott and his wife, Cecilia, a former teacher and principal, and the first Hispanic First Lady of Texas, were married in 1981. Their daughter, Audrey, is a recent college graduate.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Jim Justice (R-West Virginia)

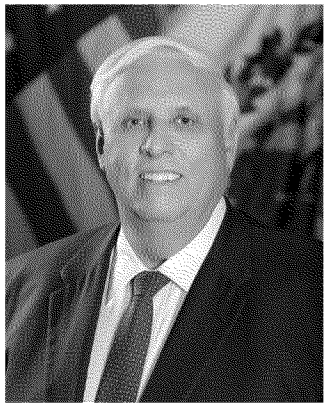
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Jim Justice (R-West Virginia)



Assumed Office:	2017, 36th Governor
Hometown:	Raleigh County, WV
Age:	68
Education:	Marshall University (BA,MBA)
Career Highlights:	Started Justice Family Farms, Chief Executive Officer of Bluestone Industries Inc. and Bluestone Coal Inc. West Virginian of the Year 2014 & 2016.
	Net Worth approximately $1.9 Billion

James C. Justice, II was born April 27, 1951, to James Conley Justice and Edna Ruth Justice. He attended Raleigh County public schools and graduated from Woodrow Wilson High School in 1969, attended Greenbrier Military Academy as a post graduate. Governor Justice went to Marshall University in Huntington, West Virginia, and was captain of the golf team for two years before earning his undergraduate degree and a Masters in Business Administration.

The Governor joined his family's business in 1976. Because of his strong interest in nature and the outdoors, he started Justice Family Farms in 1977 in beautiful Monroe County, West Virginia. Under his direction, Justice Farming Operations has grown to be a major agricultural enterprise. His companies farm more than 50,000 acres of corn, wheat, and soybeans in West Virginia, Virginia, North Carolina and South Carolina.

Gov. Justice is the largest farmer east of the Mississippi River. He is a long-time member of the National Corn Growers Association and a seven-time national corn growing champion. Jim, a passionate sportsman himself, developed Stoney Brook Plantation, a 15,000-acre hunting and fishing preserve in Monroe County, West Virginia. In 2016 Jim and his great bird dog companion, Lilly, bagged 73 grouse in our Mountain State.

Upon the death of his father in 1993, Jim became the President and CEO of Bluestone Industries, Inc. and Bluestone Coal Corporation. Over the next 15 years, Jim launched a massive expansion of multiple businesses which included significant coal reserve expansion, Christmas tree farms, cotton gins, turfgrass operations, golf courses, timber enhancement and land projects just to mention a few. Before being elected governor, Jim was the president and CEO of 102 different companies.

Governor Justice spent his career creating thousands of jobs and understands how to put people to work.

During late 2008 and early 2009, Jim successfully negotiated the sale of Bluestone Industries, Inc. and affiliated companies, which comprised all of the family's West Virginia coal mines at the time, to Mechel, OAO, one of Russia's leading mining and metal companies. The Russian company failed, laid off coal miners, and was going to walk on their financial obligations.

In 2015, Jim reacquired all of these Bluestone assets back from Mechel and, in a short time, reopened most of the mines and created more than 200 new mining jobs. Had Mr. Justice not stepped up, these mines would have stayed closed, back taxes would not have been paid, and UMWA pensioners would have been left in the cold.

In 2009, Justice rescued The Greenbrier resort in White Sulphur Springs, West Virginia, from bankruptcy. The workforce was facing deep cuts in jobs and benefits. Immediately after purchasing The Greenbrier, Jim Justice reversed many of the benefit cuts and invested in renovations and expansions. He brought major events like the PGA Tour, training camps for the NFL and NBA, and countless high-profile acts and conferences to The Greenbrier. As governor, he wants to do everything possible to put West Virginia in a positive light.

Justice saw an opportunity to grow tourism in Raleigh County so he acquired The Resort at Glade Springs, Black Knight Country Club, and Brier Patch Golf Links.

Governor Justice thinks big. In 2015, he started building a $1 billion dollar mountain complex with housing, skiing, and a championship golf course to bring the U.S. Open to West Virginia. It's history in the making -- something that has never been done before— a golf course designed

by Gary Player, the late Arnold Palmer, Lee Trevino, and Jack Nicklaus, all in our great state. The Greenbrier is where Arnie got his first professional check and will be where he designed his last course.

Jim has carried on his family's tradition of being major supporters of youth programs in Southern West Virginia. Since 1992 he has been President of Beckley Little League. His participation has helped the program expand to over 1,000 kids playing on 80 teams. He has coached basketball teams of all ages for the past 36 years and is currently the head girls and boys basketball coach at Greenbrier East High School in Lewisburg, WV. On November 29, 2016, Jim was honored when he coached his 1,000th career win in basketball.

As part of his involvement with the West Virginia Coal Association in the early 1990's, Jim became Tournament Director of the Mountain State Coal Classic Basketball Tournament. The Classic was moved to Beckley and has enjoyed tremendous success by awarding hundreds of thousands of dollars in scholarships and direct support to participating schools. Jim used his contacts to bring sports greats to Beckley as guest speakers for the Classic, including: Hot Rod Hundley, Terry Bradshaw, Dick Vitale, Jerry West, Joe Theismann, Kareem Abdul-Jabbar, Dr. "J" Julius Erving, Bo Jackson, Bob Pruett, Don Nehlen, Doc Holliday, Rich Rodriguez, Chad Pennington, Lou Holtz, Larry Bird, Bill Walton, John Elway, Bill Stewart, Shaq, Charles Barkley, Tim Tebow, Denny Hamlin, Sean Payton, Cam Newton and Pat White. The Tournament, now known as The Big Atlantic Classic has become even bigger and better.

Giving back to the community is at the core of who the governor is. He is guided by his commitment to the Good Lord, his family, and helping West Virginia's youth. Every Christmas, Jim puts on his custom made Santa Claus suit and visits local churches to give away $1 million in gifts to children in need.

Jim was the 1998 Recipient of the Beckley-Raleigh County Chamber of Commerce's Community Service Award as a result of his involvement with youth programs in the area, the 1998 Recipient of the "Spirit of Beckley" Award from the Beckley-Raleigh County YMCA, the 2000 recipient of the City of Hope Medical Center's "Spirit of Life" award, the 2009 Charleston Gazette's "West Virginian of the Year". In 2010, he was named a "Distinguished West Virginian" by Governor (now Senator) Joe Manchin and the 2011 Honoree at the National Multiple Sclerosis Society's Blue Ridge Chapter "Dinner of Champions". Jim was chosen Mountain Athletic Conference "Coach of the Year" and West Virginia High School "Coach of the Year" in 2012 and was named" West Virginian of the Year" in 2014 and again in 2016 by the Clarksburg Exponent Telegram.

In May 2015, Jim announced his campaign to seek the office of governor of West Virginia. After 19 months on the campaign trail sharing his vision for transforming West Virginia, Jim was elected the 36th governor of West Virginia. He won with a broad coalition of support from Democrats, Republicans, and Independents.

Jim and his wife Cathy have been best friends since high school. Last year, they celebrated their 40th anniversary.

The Governor and the First Lady have two children, James (Jay) C. Justice, III, a Virginia Tech graduate who runs the Justice family's coal and agriculture operations, and Dr. Jill Justice, a graduate of Marshall University and The Edward Via Virginia College of Osteopathic Medicine in Blacksburg, VA. Jill is now president of Greenbrier Hotel Corporation and practices at the Greenbrier Clinic.

The Justice family has recently grown to include Jay's wife, Catherine Grainger Justice, and Jill's husband, Adam Long. Jim and Cathy live near downtown Lewisburg with Lucy, their Boston Terrier.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Mark Gordon (R-Wyoming)

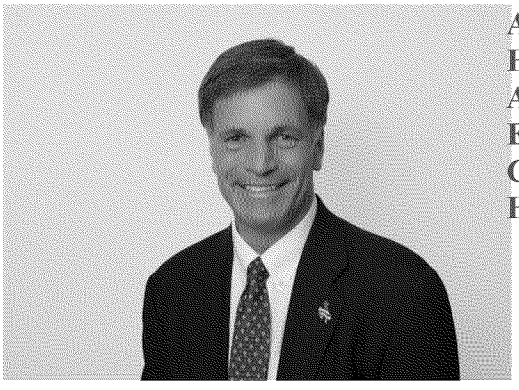
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Mark Gordon (R-Wyoming)



Assumed Office:	2019, 33rd Governor
Hometown:	Johnson County, WY
Age:	62
Education:	Middlebury College (BA)
Career Highlights:	Served as the Wyoming State Treasurer for 7 years.
	Board member of Volunteers of America Northern Rockies, Ucross Foundation, and Willow Park Reservoir Company.

Growing up on the family ranch in Johnson County, Governor Gordon learned the values of hard work and integrity and the importance of working together. As Governor, he brings those values to the table in pursuing his commitment that Wyoming continues to be a place where its citizens can pursue their dreams while retaining its unique character. He is a strong believer in Wyoming's ability to chart its own course and a staunch defender of its interests to do so.

Governor Gordon is working on efforts to set Wyoming on a sustainable fiscal path and making government more accessible, productive and efficient. As part of those efforts, Gordon seeks to refocus government to better assist local communities with the tools and resources needed to thrive and set their own direction. He is also dedicated to ensuring that citizens have access to quality education, including safer schools, advanced degrees, and career and technical education opportunities.

Governor Gordon served as Wyoming State Treasurer from October 2012 until January 2019 when he was sworn in as Governor. As State Treasurer, he led a transformation of the office resulting in improved returns on state investments, better protection of state savings, and increased transparency and access to state financial data for the public. His efforts to improve transparency surrounding the state's financial portfolio resulted in Wyoming being ranked number one in the United States for transparency and third in the world among all sovereign funds.

Governor Gordon and his wife Jennie have four grown children, Aaron with wife Megan, Bea with fiancé Austen, Anne with partner Bracewell, and Spencer with wife Sarah and their son Everett.

BRIEFING MEMORANDUM FOR SECRETARY ROSS

FROM: Anthony Foti, Director of Intergovernmental Affairs, OLIA

EVENT: Call with Governor Phil Bryant (R-Mississippi)

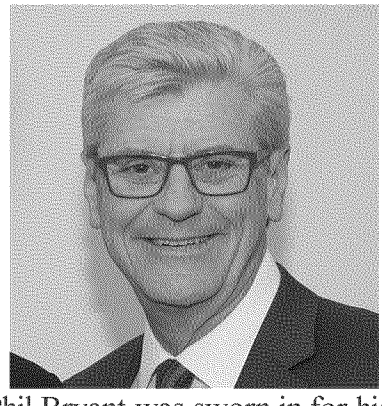
DATE:

TIME:

SUBJECT: Sharing records with the Census Bureau

b(5) - DP

Background of the Honorable Phil Bryant (R-Mississippi))



Assumed Office:	2012, 64th Governor
Hometown:	Moorhead, MS
Age:	64
Education:	Mississippi College (MA); University of Southern Mississippi (BA); Hinds Community College
Career Highlights:	Lt Governor, 31st (2008-2012); 40th Auditor, MS (1996-2008

Phil Bryant was sworn in for his second term as Mississippi's 64th governor on January 12, 2016. Before becoming the state's chief executive, Bryant was lieutenant governor from 2008-2011. He also served as state auditor and represented his legislative district in the Mississippi House of Representatives for five years.

The Moorhead native earned an associate's degree in criminal justice from Hinds Community College and completed his bachelor's degree at the University of Southern Mississippi. He holds a master's degree in political science from Mississippi College, and before assuming his role as governor, Bryant served as an adjunct professor of government there.

Gov. Bryant began his career as a deputy sheriff in Hinds County and later worked as an insurance investigator before being elected to the House of Representatives in 1991. In 1996, then Gov. Kirk Fordice appointed him state auditor, a position he was re-elected to in 1999 and 2003.

He is also an avid outdoorsman and is a longtime member of the National Rifle Association's Institute for Legislative Action.

To: Dewhirst, David (Federal)[DDewhirst@doc.gov]; Hull, Cordell (Federal)[CHull@doc.gov]; Foti, Anthony (Federal)[AFoti@doc.gov]; O'Connor, Kasey (Federal)[KO'Connor@doc.gov]; Paranzino, Anthony (Federal)[AParanzino@doc.gov]; Brooke, Beatrice E. (Federal)[BBrooke1@doc.gov]
Sent: Fri 8/16/2019 11:47:53 AM (UTC-04:00)
Subject: Materials for the Secretary's Calls to the States
Alabama Gov Memo v2.docx
Arizona Gov Memo_v2.docx
Iowa Gov Memo_v2.docx
Kentucky Gov Memo_v2.docx
Mississippi Gov Memo_v2.docx
Oklahoma Gov Memo_v2.docx
South Carolina Gov Memo_v2.docx
Texas Gov Memo_v2.docx
West Virginia Gov Memo_v2.docx
Wyoming Gov Memo_v2.docx

b(5) - DP

All – See attached the updated Census memos for the Secretary's calls next Tuesday. Let Anthony Foti know if you have any feedback. Also, note that Anthony is working with Tala to schedule these calls next Tuesday and will update the memos with the call times once locked-in. -Joe

Joe Semsar
b(6)