It’s a massive effort to count everyone. Census data form the basis for redistricting legislative bodies, and are relied upon by a host of programs.

The United States has again reached that point in the decade when the nation's largest peacetime mobilization effort, the decennial census, takes place. For over 200 years, ever since the 13 original colonies broke their ties with Great Britain, national censuses have been conducted. Originally established both to apportion taxes and to support a representative style of government, the census today no longer has a role in tax collection. The census does, however, provide the basis for apportionment, the process of distributing the 435 congressional seats among the states. At the state level, census numbers are relied upon for redistricting, the redrawing of political districts within the states.

U.S. Census 2000 is being touted as the first fully computerized census, from collecting data to releasing the final results on the Internet. This electronic foundation will position Census 2000 as the information cornerstone for the next century. The distribution of billions of federal, state and local dollars on thousands of projects and programs across our nation every year is tied directly to census data. Where that money gets spent and the reliability of all that data depends on the accuracy of the final count.

There are two key ingredients to a successful census: identifying all living quarters where people live, and getting a response to the census questionnaire for every person living in those quarters. Many conditions, however, challenge representation and direct Taxes shall be apportioned among the several States which may be included within this Union, according to their respective Numbers….. The actual Enumeration shall be made within three Years after the first Meeting of the Congress of the United States, and within every subsequent Term of ten Years, in such Manner as they shall by Law direct.

Article I, Section 2 of the Constitution of the United States

(Continued on page 5)
Census 2000 Short Form

Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section
the collection of an accurate count, including the presence of more immigrants, a larger non-English speaking population, a more mobile population, more total households, and more irregular living arrangements. What has and is being done to overcome these challenges follows.

**Operations**

Long before the first census questionnaire was printed and delivered, census workers spent months walking the streets of every city and place updating master address lists. The originals were constructed primarily from the U.S. Postal Service and the 1990 census address list. This extraordinary effort was invoked because inaccurate addresses would increase the cost of the census to taxpayers—currently projected at $4 billion—due to undeliverable questionnaires and unnecessary postage.

In areas without house numbers and street names, census workers list the address of each housing unit or other structure where a person lives or could live, note its location on a special census map, and update the map with any new streets or street names. Later, census takers can locate the non-addressable housing to deliver, leave or complete a questionnaire. The maps are also used by census non-response workers to track down those who do not mail back their questionnaires.

For Census 2000, every listed address will receive, at minimum, three items: a letter in advance of the census, the questionnaire, and a thank you/reminder card. The way these items are delivered will vary between big cities and rural areas.

In places where the U.S. Postal Service uses street addresses for mail delivery, the questionnaire will be mailed directly to the residence. In Alaska this approach will be greatly expanded from what was done in 1990 when only Anchorage and the city of Fairbanks received questionnaires by direct mail delivery. For Census 2000, all of Anchorage Municipality, Fairbanks North Star Borough, and major parts of the Kenai Peninsula, Kodiak Island, Mat-Su and Juneau Boroughs will participate in this more efficient method of enumeration.

In rural areas where rural route/box number, post office box, and/or general delivery addresses are used, enumerators will deliver questionnaires to each address and recheck the address list to ensure that it includes every housing unit.

In most of the United States the census begins on April 1. It started earlier in Alaska because many rural residents leave to hunt and fish when the temperature begins to rise. Remote areas are also easier to reach by bush plane, dogsled and snowmobile while the ground is still frozen.

January 20 marked the official beginning of Census 2000, when Census Director Kenneth Prewitt traveled to Unalakleet to officially enumerate the first person in the entire nation. Most of the state's rural villages and places will follow suit with early enumeration to ensure that full coverage of these areas is completed before spring breakup.

In March, residents of larger cities, such as Anchorage, Fairbanks and Juneau, will receive their questionnaires in the mail. Census workers also will drop off questionnaires to residents in larger hub communities, such as Bethel, Nome, Barrow, and Kotzebue.

About 100 million census forms will go in the mail for the rest of the nation in mid-March. The bureau expects to have most of the forms back by April 11. After that, census workers will hit the streets and try to track down those who haven't returned their forms.
Who gets counted?

The planners of the first decennial census in 1790 established the concept of "usual residence" as the main principle in determining where people were to be counted. This concept has been followed in all subsequent censuses and is the guiding principle for Census 2000. Usual residence has been defined as the place where the person lives and sleeps most of the time. This place is not necessarily the same as the person's voting residence or legal residence. Non-citizens who are living in the United States are included, regardless of their immigration status.

Determining usual residence is easy for most people. But given the wide diversity in types of living arrangements, the usual residence for some people is not so apparent. A few examples are people without housing, commuter workers, snowbirds, college students, live-in nannies, military personnel, and seasonal or migrant workers.

Applying the usual residence concept to real living situations means that people will not always be counted at the place where they happen to be staying on Census Day (Saturday, April 1, 2000). For example, people temporarily away from their usual residence, such as on vacation or on a business trip on Census Day, will be counted at their usual residence. People who live at more than one residence during the week, month, or year will be counted at the place where they live most of the time. People without a usual residence, however, will be counted where they are staying on Census Day.

Preparation

The Census Bureau's address list and related maps are the foundation of a complete and accurate census. Some people not counted in the 1990 census were missed because the Census Bureau did not know their housing units existed. Up-to-date maps will help the Census Bureau verify where each housing unit is located.

There are several major steps required to obtain a complete and accurate list of addresses and up-to-date maps. In Alaska, as in the other states, the process began by updating two separate computerized databases.

The first was the Topologically Integrated Geographic Encoding and Referencing (TIGER) system, which was developed for the 1990 census. It is the geographic source of all census maps and data. Throughout the 1990s, the Alaska Department of Labor's Census and Geographic Information Network participated in a series of geographic programs that corrected and updated Alaska's mapping data. Part of this mission was to work cooperatively with the state's many local governments to ensure the streets and other visible features agreed with their data. Statistical areas were also identified that would lend themselves to useful summary data after the census.

The other database, often referred to as the Master Address File, is the repository of all the Census Bureau's address information. The Census Bureau entered into partnership with any local government willing to review the address list specific to its jurisdiction. The participants had to agree to keep the information confidential as they reviewed the lists and maps for their areas and made necessary corrections. This operation was called the "Local Update of Census Addresses" (LUCA). Pre-census canvassing by census field workers added another layer of review. And finally, a New Construction Program will allow local jurisdictions to submit to the bureau, all the way up to Census Day, new housing units in those areas receiving questionnaires by direct mail.

Employment

The Census Bureau will have 520 offices open across the country with each needing to hire
800 to 1,000 people for four to six weeks around Census Day, April 1. About 860,000 workers will be needed to reach an anticipated 275 million people across the United States.

Instead of using full-time workers as was done in past censuses, the bureau will rely more heavily on part-timers. A tight labor market dictates the need to use more flexible hiring practices, turning to retirees, students, homemakers and federal employees working at other government agencies to fill the needed positions. Higher wages are also being promoted as an incentive to lure workers into this massive but short-lived employment opportunity. In 1990 enumerators received anywhere from $5.50 to $9 an hour, depending on local prevailing wages; in comparison, this year, they'll receive about $7 to $18 an hour. In Alaska starting wages for field workers will be $18.75 per hour which includes the federal cost of living adjustment (COLA).

Following the advice of Census Director Prewitt, who said, "Our goal is to have a pool of local people who are familiar with their communities and committed to a successful count in their own neighborhoods," the bureau recruited workers across Alaska. A local census office opened in Anchorage in 1999; it currently employs about 100 workers. Two supply offices also opened in Juneau and Fairbanks earlier this year.

In January, team leaders and locally hired village liaisons started the rural enumeration process. In February, field enumerators covering the "Update/Leave" operation began the next phase. Finally, field workers tackling non-response for the Mail Out Mail Back areas will be on the payroll by the second week of April.

By the time the full Alaska operation reaches closure, intended to be no later than July, between 1,500 and 1,800 workers will have received a federal paycheck.

**Questionnaire**

The Census Bureau decided to adopt a six-person questionnaire for Census 2000, which would apply to both the short and long-form version. This number was chosen as a result of research which found about four million households with six or more persons in the mailback areas, and only slightly more than one million households with seven or more persons.

Deciding which subjects to include was an interactive process involving the Census Bureau, the Office of Management and Budget, and the U.S. Congress. To balance concerns about the intrusiveness of the decennial census, the many requirements placed on federal agencies, and the needs of state, local, and tribal governments to manage programs, only those subjects that had specific federal legislative justification or were needed to meet legal requirements stemming from U.S. court decisions such as the Voting Act were recommended for Census 2000. For that reason some questions were dropped from 1990, (children ever born, year last worked, source of water, sewage disposal, and condominium status), some were moved from the short to the long form (marital status, units in structure, number of rooms, value of home, and monthly rent) and only one question was added (grandparents as caregivers).

The following questions will be on the short form (100%) questionnaire that everyone receives: Tenure (whether a housing unit is owned or rented), Name, Sex, Age, Relationship to household, Hispanic Origin, and Race.

The long form (sample) questionnaire, which goes to an average of one in six households, has the short form questions plus additional questions on the following subjects:

Social characteristics of population: marital status, place of birth, citizenship, year of entry, education, school enrollment, educational attainment,
ancestry, residence five years ago (migration), language spoken at home, veteran status, disability, and grandparents as caregivers.

Economic characteristics of population: labor force status (current), place of work and journey to work, work status last year, industry/occupation/class of worker, and income (previous year).

Physical characteristics of housing: units in structure, number of rooms, number of bedrooms, plumbing and kitchen facilities, year structure built, year moved into unit, house heating fuel, telephone, vehicles available, and farm residence.

Financial characteristics of housing: value of home, monthly rent, shelter costs (selected monthly owner costs).

Race

The question on race for Census 2000 has been modified to be consistent with the Office of

### Important Milestones in the Conduct of the Census

**Census 2000**

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<th>START DATE</th>
<th>FINISH DATE</th>
<th>EVENT DESCRIPTION</th>
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<td>3/30/00</td>
<td>Update/Leave</td>
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<td>3/6/00</td>
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*Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section*
Management and Budget's (OMB) revised standards for collecting and tabulating data on race and ethnicity. In October, 1997, the OMB issued revised federal standards, which, among other changes, now allow each person answering the race question the option of marking or selecting one or more races. Each respondent decides his or her racial identity.

Other changes include: Three separate response identifiers (American Indian, Eskimo, and Aleut) used in the 1990 Census are now combined into one response category, American Indian or Alaska Native.

The Asian and Pacific Islander groups listed in two columns under the spanner "Asian or Pacific Islander" on the 1990 Census questionnaire are now grouped into two separate categories: 1) Asian and 2) Native Hawaiian and Other Pacific Islander.

In 1990 there were two write-in areas: one for American Indian and a shared area for Other Asian and Pacific Islander (Other API) and Other Race. For Census 2000, there are three write-in areas for people to provide more detailed information on an American Indian or Alaska Native tribe, an Other Asian group, an Other Pacific Islander group, or Some Other Race. On this form, the write-in area for an Other Asian group and for an Other Pacific Islander group is shared.

The groups shown in the census race question can be collapsed into the basic race categories needed by the federal government: White, Black or African American, American Indian and Alaska Native, Asian, Native Hawaiian and Other Pacific Islander, and Other.

These six discrete race categories can be used to yield 15 potential combinations of two races, 20 combinations of three races, 15 combinations of four races, six combinations of five races, and finally, one ultimate combination for the American who chooses every racial option.

Altogether, this yields 63 different permutations, each of which can also be Hispanic or not, for a grand total of 126 possibilities.

Confidentiality

Federal law (Title 13, United States Code) mandates that no one outside the Census Bureau, not even the President, can ever be given any information that would enable them to connect your answers with your name and address.

This includes courts of law, credit companies, solicitors, the police and military, the Internal Revenue Service, the Federal Bureau of Investigation, immigration, and welfare agencies. But what about the Freedom of Information Act? It could give individuals access to extensive compiled information, but not to individual census answers.

After you return your form, it will be sent to one of the Census Bureau's four processing centers, where workers will scan it directly into computers that can read responses. Within 10 to 15 days, it will be shredded. Your answers will be combined with those of other people to produce statistical summaries.

The Census Bureau's policy on confidentiality dates back 150 years. Since it was established, the agency has processed hundreds of millions of questionnaires—from those filled out by movie stars to those completed by your neighbors—without any breach of trust.

Information collected in the census, including addresses, is kept confidential for 72 years by law. Violations of the law can result in fines and imprisonment.
Undercount adjustment

On January 25, 1999, the Supreme Court ruled five to four that the Census Bureau could not use statistical sampling to adjust the final numbers in the 2000 Census for congressional apportionment purposes. The term statistical sampling in this context was strictly for the adjustment of the final census numbers, which might be necessary if there were a potential under or over count which could be established by some method such as a post-census survey. The other type of sampling prohibited was one that could make up the difference caused by non-responses from those persons who for whatever reason did not or would not answer the census. The pros and cons of this issue were extensively debated prior to the court decision, and even with the decision, interpretations are coloring what the long-term outcome will be.

According to the Census Bureau, the court's decision will not affect the historically established sampling ratio for use of the census long form, of about one sample questionnaire for every six households. This sampling ratio will be used as it has been in previous censuses to obtain more detailed information.

Outreach/promotion

With an operation as big and noteworthy as a decennial census, one would think everyone in the country would be aware of it. Not so. The response rate in 1990 was so dismal in some areas that the Census Bureau knew it had to take very pro-active steps in 2000 to counteract the different negative perceptions that could again detract from full participation. Several outreach and promotional approaches were developed to educate and encourage people to fill out and send in their questionnaires.

One of those approaches expends funds, for the first time in census history, to generate awareness about a decennial census via print, broadcast and outdoor advertising. On October 27, 1999, the Census Bureau launched a multicultural and multilingual outreach campaign to inform everyone in the United States and its territories about the importance of participating in Census 2000. The campaign incorporates paid television, radio and print ads.

A somewhat different and more traditional approach continues in the form of partnerships with state, local, and tribal governments, community groups, advocacy groups, labor unions, trade and professional associations, service organizations, religious organizations, schools, youth groups, stores/local businesses, chambers of commerce, and media organizations.

The partnership program is a means to encourage mail response by those people who are not persuaded by direct mail, advertising or other methods. It complements the other methods by spreading information about the census, by assuring people that it is okay to participate and by providing help if needed.

The program has both a national and a regional focus. On the national level, the program is designed to implement promotional activities that may be sponsored and/or supported by national/umbrella government and nongovernmental organizations. For example, the Census Bureau will partner with Fortune 500 companies to promote the importance of the census through the services and products they provide.

Yet another approach will use media relations to encourage positive, informative coverage emphasizing the importance of responding to the census. "How America Knows What America Needs" challenges every member of every community in America to participate in the census. The first component of the program '90 Plus Five' challenges communities in areas where the census is conducted by mail to increase their mail response rate in Census 2000 by at least five percentage
points over the 1990 level. To gauge progress, Census 2000 response rates will be posted on the Internet and updated daily from March 27 to April 11.

**Processing all that data**

Once a questionnaire has been filled out and mailed, where does it go and how does it change into data that can be tabulated and released as a census product?

Four data capture centers capable of processing the more than 150 million Census 2000 questionnaires anticipated to be returned, opened during 1999. Located in Phoenix, AZ, Pomona, CA, Baltimore County, MD, and Jeffersonville, IN, each center has equipment capable of scanning images which will be processed and translated into computer code. The optical scanners will, for the first time, be able to recognize handwritten responses, and not just filled-in ovals or boxes. The responses will be transmitted electronically over secure lines to Census Bureau headquarters for statistical analysis.

The Phoenix center has been designated to process about 1.7 million Spanish language questionnaires, while Pomona will receive about 1.8 million questionnaires from Puerto Rico.

**Full Count Review**

A new quality enhancement program will be undertaken in Census 2000. The Demographic Full Count Review will check data for reasonableness and consistency with historical and external data sources. The review will capitalize on every opportunity to improve the data, by mustering the best analytic resources available. The analysis draws on demographic data and expertise to rapidly examine, rectify if possible, and approve data files and products for further processing or release to the public. This review will be facilitated through the Federal/State Cooperative Program for Population Estimates. Research and Analysis’ demographics unit will be working directly with the Census Bureau to bring their detailed knowledge of Alaska’s demographic makeup to bear on this review.

The review process begins prior to Census Day with activities to improve the quality of the information contained in the Bureau’s Special Place/Group Quarters files. The objective of this review is to provide the most complete data possible going into Census Day. The program will continue after the census, as data and products are generated.

**Data distribution**

As with past censuses, anticipation of the new and better data from Census 2000 leads analysts, consultants and other data users to wonder just how soon products will become available once the census has concluded. Some of the first census data products are required by law, Title 13, U.S. Code, and include delivery of the state population counts to the President on or before December 31, 2000. These counts will be used to reapportion the seats in the U.S. House of Representatives.

Under the Voting Rights Act, the Census Bureau must next provide the states with race and ethnic data for small geographic areas to be used for the redistricting process specified in P.L. 94-171 by April 1, 2001. All other products will be released on a flow basis from June, 2001, through September, 2003.

Census 2000 will offer five categories of products: Profiles, Printed Reports, Electronic Files, Quick Tables, Geographic Summary Tables, and Microdata Files. All data will be available for Alaska through the Census Bureau's state partnership program, the Census and Geographic Information Network, located in the Research and Analysis Section of the Department of Labor and Workforce Development, via its websites and/or by directly contacting program staff.
Poster Helps Raise Awareness of the Census

*Raven the Creator* by John Hoover

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Source: U.S. Census Bureau, U.S. Department of Commerce. Poster developed in cooperation with the Census Advisory Committee on the American Indian and Alaska Native Population and the Alaska Native Heritage Center.