



2020

A ROADMAP TO ACHIEVING
A COMPLETE 2020 CENSUS COUNT
IN NEW YORK STATE

CENSUS

FINAL REPORT
NEW YORK STATE COMPLETE COUNT COMMISSION
OCTOBER 2019





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LETTER FROM NYS COMPLETE COUNT CO-CHAIRS

October 2019

Governor Cuomo, Leader Stewart-Cousins, and Speaker Heastie and the entire New York State Legislature:

Completing the census every ten years is an important constitutional responsibility. Although every census has had issues with respect to accuracy—in fact, George Washington lamented of an undercount in the nation’s first census in 1790—we are facing unprecedented challenges because of dramatic changes to the process and the deleterious actions of the federal administration that are impacting New York State’s ability to conduct a complete count.

There is a tremendous amount at stake for New York. First, we are at risk of losing congressional representation. Second, given many federal programs rely on census data, an undercount will result in reduced federal dollars. New York taxpayers already send \$35 billion more in taxes to the federal government than the State receives in federal funding. An undercount will further exacerbate that injustice.

Therefore, the members of the NYS Complete Count Commission and its staff have worked hard to prepare a blueprint to achieve a complete and accurate count in New York State. Over the past seven months, the Commission has held a series of 12 public hearings and roundtables across the state. Through these events, the Commission has heard testimony from the Census Bureau, State and local public officials, key stakeholders, and other 2020 Census experts who gave more than 50 presentations before the Commission. Additionally, more than 100 members of the public and organizations testified before the Commission. The Commission also received written comments at the public sessions that supplemented oral testimony. When combined, the Commission has listened to more than 20 hours of testimony and presentations regarding the 2020 Census.

We are impressed with the ardor and commitment of those who have participated in its sessions. The testimony—both verbal and written—has been virtually unanimous that there must be a full count in New York State and that a key to a full count is the involvement of our trusted voices. Our community organizations, places of worship, educators, physicians, brothers and sisters in organized labor, the business community, local government officials, students, and ultimately all citizens are key to our success.

In addition to compiling expert testimony and hearing from other interested parties, Commission staff in conjunction with the Rockefeller Institute of Government conducted data analysis to help develop the targeted recommendations to guide the State’s efforts.

Census Day—April 1, 2020—is fast approaching so it’s all-hands-on-deck to ensure a complete 2020 census count. Although the testimony has varied in its suggestions and emphasis, virtually every witness stated that an all-out effort should be undertaken to ensure a complete count, stated their intention to help others be counted, or affirmed their intention to be counted.

We are honored that you asked us to serve on this important commission. We hope this report will serve as an adequate plan for New York.

Respectfully submitted,



Rossana Rosado
Secretary of State



Jim Malatras
President, SUNY Empire State College

MEMBERS OF THE COMMISSION

CO-CHAIR:

Rossana Rosado, New York State Secretary of State

CO-CHAIR:

Jim Malatras, President, SUNY Empire State College

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Bitta Mostofi, Commissioner of the New York City Mayor's Office of Immigrant Affairs

Roberta Reardon, Commissioner, New York State Department of Labor

Joseph Salvo, Chief Demographic Officer, New York City Planning Department

Lovely Warren, Mayor of the City of Rochester

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Jose Calderón, President of the Hispanic Federation

Esmeralda Simmons, Founder & Executive Director, Center for Law & Social Justice at Medgar Evers College, CUNY

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Byron W. Brown, Mayor, City of Buffalo

Héctor Figueroa, President of 32BJ Service Employees International Union

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Special thanks to Jamie Frank and Nicholas Simons for assistance in writing this report.

*Commissioner Garrido was appointed to the Commission on October 1, 2019, replacing Commissioner Figueroa after his untimely passing.

IN MEMORIAM

HÉCTOR J. FIGUEROA

TO OUR FELLOW COMMISSION MEMBER HÉCTOR J. FIGUEROA, PRESIDENT
OF 32BJ SERVICE EMPLOYEES INTERNATIONAL UNION, FOR HIS DEDICATION,
DETERMINATION, AND UNWAVERING COMMITMENT TO MAKING SURE
EVERY NEW YORK RESIDENT COUNTED.

HE WAS A VOICE OF THE VOICELESS. MAY HE REST IN PEACE.

WE THE PEOPLE
insure domestic Tranquility, provide
and our Posterity, do ordain and establish
this Constitution.

Article I.
Section 1. All legislative Powers herein granted shall be vested in a Congress
of Representatives.
Section 2. The House of Representatives shall be composed of Members chosen
by the People in each State, who shall have the Qualifications requisite for Electors of the most numerous Branch
in that State, who shall be a Representative who shall not have attained to the Age of twenty five Years, seven Years shall be an Inhabitant of that State in which he shall be
chosen, and he shall, when elected, be seven Years in Office, but he shall be eligible for another Term, unless he shall have been re-elected.
The Electors in each State shall have the Qualifications requisite for Electors of the most numerous Branch in that State.

INTRODUCTION

The census is one of the nation's most important undertakings. Article I, section 2 of the U.S. Constitution requires a once-per-decade count of the nation's population. The census is used to allot the number of congressional representatives for each state, to redraw the boundaries of legislative districts within a state, and to determine federal funding in various programs.¹ We have conducted a census 22 times over the nation's history—through wars, great economic distress, and other events. That in and of itself is a great feat. However, the process has not been perfect. There have been challenges to ensuring a full and complete count. Often, social scientists have found that certain groups are undercounted, such as blacks, Hispanics, and children under the age of 5.²

In the shadow of these historic obstacles, the 2020 Census faces several critical challenges to reaching a complete count.

First, this will be the first time the census predominantly relies on completing the form online, when past practice was to send a paper form to fill out and mail back to the Census. Self-response is the first step in the Census process prior to the government sending enumerators directly to households, a critical but much more costly step in the process. Moreover, household members in fear of being found will find a way to elude hired enumerators. Thus, many households will still need to be persuaded to self-respond, and this new design itself creates new barriers to response—particularly for those without internet access at home. Households that do not self-respond to the census risk having their response completed by the Census Bureau using potentially inaccurate methods: consulting administrative records, asking neighbors, or imputing a response using statistics and the neighborhood's characteristics. Even worse, politically motivated threats to an accurate count from within the federal government have made an inaccurate 2020 Census a near-certainty without meaningful, strategic investment from states, local governments, and other key stakeholders.

Second, the federal government's push to include a citizenship question for the first time since 1950 has resulted in chilling effects on completing a full and accurate count. The citizenship question was eliminated from the short form—which every household received—after the 1950 Census. As a coalition of six former Directors of the Census Bureau argued in 2018, the addition of a citizenship question to the 2020 Census would be a “grave risk” to a full and accurate count.³ Although legal action resulted in the elimination of the citizenship question from the short form, the very effort to include the question could result in depressed response rates within certain communities.

While these new challenges are complicating achieving a complete count, the federal government is also constraining the Census Bureau's operations. For a comprehensive overview of the census process and timeline see Appendix A: *Achieving a Complete 2020 Census Count in New York*.⁴

As a result of these unprecedented challenges, the Governor and Legislature convened the NYS Complete Count Commission (Commission) to develop recommendations to make sure all New York State residents are fully and accurately counted in the 2020 Census. It was established to “...identify issues that may have led to past United States census undercounts in New York State and to make recommendations to ensure an accurate count in the 2020 United States census.”⁵ This report serves as the blueprint for New York State to follow to work towards achieving a full and accurate 2020 Census count.



RISKS TO A COMPLETE 2020 CENSUS COUNT IN NEW YORK STATE

Over the past several months the Commission has heard expert testimony from across the State on risks to a complete census count. In addition, Commission staff, in conjunction with the Rockefeller Institute of Government, took a deep dive into Census Bureau data to determine which communities were most at risk of being undercounted so that additional effort could be focused in those areas.

Because the Census Bureau has a constitutional obligation to enumerate every resident, there are many specialized programs to ensure that everyone is aware of and included in the process, yet they are not enough. Programs like the group quarters operation ensure that individuals living in college dormitories, nursing homes, or other group living situations—as well as incarcerated people—are counted. The Bureau's partnership programs work collaboratively with media, community-based groups, and local governments to ensure that trusted voices encouraging census participation are amplified in communities. The Bureau plans to provide assistance to households in 59 languages other than English. Other programs ensure that completed questionnaires are accurate, that the homeless are included in the count, that overseas military members are correctly attributed to their home states, and that census information is included in school curriculums.

However, despite the Census Bureau's efforts, this Commission has heard time and time again that the 2020 Census will not be successful in New York without participation by the State, local governments, and other stakeholders and organizations because the federal government is simply not doing enough to address a host of potential obstacles, many of which are unique to New York. Not only has the Census Bureau been constrained by inadequate and inconsistent Congressional appropriations, the risks to an accurate census are vast and require promoting local knowledge in order to be surmounted.

The Commission has identified several areas of risk to an accurate 2020 Census in New York. Some of these risks have also impacted past decennial counts, whereas others are unique to the design of the 2020 enumeration.

- **Lack of Language Access for Many Communities.** The 2020 Census will provide limited language support that will be insufficient for the diverse communities and populations within New York State.
- **Shifting to an Online Count and the Digital Divide.** While the shift to a predominately online enumeration may create efficiency, it also risks depressing self-response rates among some New Yorkers lacking computer literacy or access, including senior citizens.
- **An Inability to Hire an Adequate Number of Individuals for Critical Census Jobs.** The Census Bureau will need to recruit hundreds of thousands of applicants to complete the count—yet has been unable to meet recruiting goals.
- **The Continued Undercounting of Many Communities and Groups, Especially Children Under 5.** Children under 5 are the most frequently undercounted demographic group—a trend that may worsen in 2020 without ample outreach to their families.
- **Mistrust in Communities of Immigrants and Communities of Color, Especially in the Shadow of the Citizenship Question Controversy.** These groups have historically been less likely than others to respond to the decennial census, and actions by the federal administration have only exacerbated the existing mistrust of the census.
- **Data Protection and Fraud Concerns with a Digital Census.** The shift to digital data collection and storage increases the perception of insecurity and loss of privacy, and may make some households less likely to provide their information.
- **Missing Addresses Create Census Omissions** Addresses that are missing from the Census Bureau's Master Address File will not receive information about participating in the count.



LANGUAGE ACCESS BARRIERS

Accurate census data collection relies on all households being able to understand the census questions well enough to answer them accurately. Households in which members speak a language other than English at home and do not speak English proficiently are unlikely to respond to their census questionnaire accurately, if at all. These households are also more likely than English-speaking households to turn away a Census Bureau enumerator who knocks on their door due to confusion created by the language barrier.

New York has a long history as the nation’s primary port of entry, and our residents speak more than 200 languages. This history means that there will undoubtedly be New Yorkers who need assistance navigating their census questionnaire in languages or dialects where support is not offered. While the Bureau is offering support in 59 languages for the 2020 Census, the language needs of New York State are much more expansive.

In 2020, the Bureau’s language support will offer video and print guides to completing an English paper questionnaire in 59 languages, will translate the online questionnaire into 12 languages beyond English, will offer telephone support (and allow households to complete their census questionnaire over the phone) in those same 12 languages, and will distribute a bilingual English/Spanish paper questionnaire. In 2020, households that live in tracts with a high share of Spanish speakers will receive bilingual English/Spanish mailings.⁶

Table 1. Census Bureau Planned Language and Video Guide for 2020 Census

Spanish	Italian	Khmer	Tamil	Croatian
Chinese	Farsi	Nepali	Navajo	Bulgarian
Vietnamese	German	Urdu	Hungarian	Twi
Korean	Armenian	Romanian	Hebrew	Lithuanian
Russian	Hindi	Telugu	Malayalam	Yoruba
Arabic	Ukrainian	Burmese	Swahili	Czech
Tagalog	Bengali	Punjabi	Yiddish	Igbo
Polish	Greek	Lao	Indonesia	Marathi
French	Amharic	Hmong	Serbian	Sinhala
Haitian Creole	Somali	Albanian	Tigrinya	Slovak
Portuguese	Thai	Turkish	Ilocano	Dutch
Japanese	Gjurati	Bosnian	American Sign Language	

Source: U.S. Census Bureau, (Feb. 27, 2018). “2020 Census Program Memoranda Series: 2020 Census Non-English Language Support”⁷

Despite the fact that there are more than 200 languages spoken in New York, the Census Bureau is not providing additional materials in these languages.⁸

Table 2. Census Bureau Planned Telephone Questionnaire Assistance and Online Questionnaire Languages

Spanish	Korean	Tagalog	Haitian Creole
Chinese (Simplified)	Russian	Polish	Portuguese
Vietnamese	Arabic	French	Japanese

Source: U.S. Census Bureau, (Feb. 27, 2018). “2020 Census Program Memoranda Series: 2020 Census Non-English Language Support”⁹

The American Community Survey data on languages spoken within New York State suggest that at least 113,000 New Yorkers speak a language at home that the Census Bureau’s language plans will not support.¹⁰ Of the New Yorkers who speak languages at home in which the Bureau is not offering support, more than 49,000 do not speak English “very well.” These New Yorkers speak languages including Karan, Fulani, Mohawk, Swedish, Seneca, Tibetan, and many more. Because the Census Bureau only rarely releases such detailed data on languages spoken, and because many new international immigrants have come to the State since 2015,¹¹ it is likely that the true number of New Yorkers who speak a non-supported language is much higher than 113,000.

Table 3. Languages Spoken in New York With No Official Support for 2020 Census

Language or Dialect ¹	Number of Speakers in New York	Speakers in New York who Speak English Less Than “Very Well”
Formosan	9,265	6,250
Tibetan	7,800	5,445
Karen	5,165	4,930
Fulani	8,795	4,430
Mande	11,015	4,355
Uighur	3,290	2,610
Pennsylvania Dutch	6,485	2,595
Pashto	5,025	2,290
Cushite	3,030	1,440
Patois	5,645	1,010
Macedonian	2,755	930
Bantu	3,065	925
Malay	2,110	900
Chadic	2,770	825
Wu	1,140	675

Source: Commission staff analysis of U.S. Census Bureau (Oct 2015). “Detailed Languages Spoken at Home and Ability to Speak English for the Population 5 Years and Over: 2009-2013”¹²

The Census Bureau’s failure to provide adequate language support for New York State came up at nearly every hearing across the State and is expected to impact virtually every community. Appropriate language support will be needed statewide. In Buffalo, for example, 83 languages are spoken in the city’s schools.¹³ The Karen Society in Buffalo testified to the Commission at the Buffalo hearing that more than 8,000

¹This table shows the 15 languages or dialects with the largest number of speakers who do not speak English “very well.” To view the full table, see Appendix E.

Burmese—many of whom are Karens—live in the Buffalo area and will need language assistance when completing their census form.¹⁴ In Albany, Mayor Sheehan reminded the Commission that “In a city like Albany where we have 47 languages...we know counting everyone will be a bit more challenging.”¹⁵

In addition to the need for language support, there is an information gap that non-English speaking households face. The majority of 2020 Census outreach will be in English. A small share will be in some of the more frequently spoken non-English languages, including Spanish. Unless an English-speaking family member, community leader, or other trusted voice flags the 2020 Census as important for households who speak less frequently spoken languages, it is unlikely these households will even be aware of the ongoing count. Just because support is offered does not mean that people will understand how to access it or even know that it exists. Without ample outreach, there will be households who will fill out the English questionnaire without using a language guide—even though they would benefit from one—because they do not know it exists. Many households will need this support.

As Shelley Callahan at the Mohawk Valley Center for Refugees told the Commission, “Even people who speak English very well might not be comfortable with forms—forms are their own language.”¹⁶ For non-native English speakers, even those relatively comfortable with English, in-language support may be necessary to help them complete the form accurately. It is important that *all* of New York’s linguistically isolated households are aware of the 2020 enumeration and the language support offered by both the Bureau and its community-based partners.

In Queens, testimony from Adhikaar noted that in non-English speaking communities, like the Nepali community, inadequate language support “contribute[s] to and result[s] in undercounts.”¹⁷ Because these communities do not have sufficient language support, they are undercounted. Because they are undercounted, they do not receive the language support they need in future censuses. These households must be able to complete the census to be fully counted and receive the services they are due.

The diversity of language in New York creates barriers to an accurate census; the Bureau’s offered language support is robust but leaves over 100,000 New Yorkers without any support at all. The barriers to enumeration for non-English speakers and those with low English proficiency will certainly contribute to the differential undercount of racial and ethnic minorities. Complete count committees across the State must consider the linguistic needs of their community and ensure that languages in which additional support may be needed are identified early. The State must support these local complete count committees and help them provide in-language support to these communities when the Census Bureau is not.

SHIFTING TO AN ONLINE COUNT AND THE DIGITAL DIVIDE

“

[T]he digital transition of the census is understudied and requires attention and investment to achieve a level of success sufficient for governance¹⁸

-The New School’s Digital Equity Laboratory

We are in the urban core, 92% of the people we serve are living at or below poverty—they don’t have a computer¹⁹

- Broome County Urban League

”

The Bureau plans for most self-responding households to complete their census questionnaire online. If successful, this could reduce costs and increase accuracy. However, because areas with low self-response rates in 2010 are also those least likely to respond online, this may not have the intended effect.²⁰ While the Bureau’s mailing strategy will ensure some of these no-internet households also receive a paper questionnaire, many households without internet will need help to either go online and complete their census questionnaire or call the Bureau to receive a paper questionnaire.

In New York, 13.5 percent of households do not have any access to internet at home—even through a mobile device. For these households, it will be critical to ensure that there are easy-to-access opportunities for them to complete their census questionnaire online, or that they know how to request a paper questionnaire from the Bureau.



Table 4. Percent of Households Without Internet Access at Home, by County

Albany	12.2%	Herkimer*	21.9%	Richmond	16.0%
Allegany*	25.3%	Jefferson	12.4%	Rockland	13.9%
Bronx	18.3%	Kings	16.6%	St. Lawrence	14.7%
Broome	16.3%	Lewis*	23.2%	Saratoga	8.0%
Cattaraugus	23.5%	Livingston	9.8%	Schenectady	9.7%
Cayuga	14.6%	Madison	14.3%	Schoharie*	24.3%
Chautauqua	19.9%	Monroe	12.6%	Schuyler*	21.2%
Chemung	11.4%	Montgomery*	23.3%	Seneca*	19.9%
Chenango*	19.6%	Nassau	8.2%	Steuben	17.4%
Clinton	13.7%	New York	10.9%	Suffolk	9.7%
Columbia*	20.5%	Niagara	17.6%	Sullivan	18.0%
Cortland*	21.9%	Oneida	16.2%	Tioga*	19.1%
Delaware*	23.1%	Onondaga	14.9%	Tompkins	8.3%
Dutchess	9.1%	Ontario	12.7%	Ulster	7.6%
Erie	15.0%	Orange	13.9%	Warren	14.8%
Essex*	19.1%	Orleans*	21.2%	Washington*	21.3%
Franklin*	24.4%	Oswego	11.1%	Wayne	16.5%
Fulton*	21.3%	Otsego*	19.6%	Westchester	9.1%
Genesee*	20.5%	Putnam	6.5%	Wyoming*	21.4%
Greene*	23.1%	Queens	13.5%	Yates*	26.2%
Hamilton*	17.3%	Rensselaer	11.6%	Statewide	13.5%

*Data for asterisked counties are based on 2017 American Community Survey 5-Year Estimates; data for the State and the remaining counties are based on 2017 American Community Survey 1-Year Estimates.

Source: Commission staff analysis of 2017 American Community Survey 1-Year Estimates

Of the 83 percent of households in the State that do have internet access at home, many still do not have a high-speed broadband connection. Over 700,000 households in New York State have internet access at home but only through either a dial-up connection or a mobile device. Although these households represent less than 10 percent of the State's population, their self-response risk could be disproportionately large relative to their numbers. While these households will be able to access the census questionnaire online, they may become frustrated using a dial up connection or mobile device to

complete the questionnaire. Although the online questionnaire is designed to be completable on mobile devices, those who can only access the internet through their devices may not know this and feel that they need to find a desktop or laptop computer to complete their questionnaire. Those with only a dial-up connection may feel that the online questionnaire takes too long to complete because of the number of pages their slow connection will have to handle. It is of grave concern that these households may believe that the questionnaire is too time-consuming to complete for each member of their household and therefore leave some members off their questionnaire. These New Yorkers will need outreach to ensure that they can easily complete their census questionnaire.

Table 5. Number of Households with Only Dial-Up or Cell Internet Access, by County

	Dial-Up Only	Cell Only		Dial-Up Only	Cell Only		Dial-Up Only	Cell Only
Albany	303	8,821	Herkimer*	134	5,118	Richmond	770	11,321
Allegany*	281	1,510	Jefferson	196	4,208	Rockland	183	9,628
Bronx	557	76,520	Kings	2,176	87,450	St. Lawrence	355	4,149
Broome	683	5,697	Lewis*	151	597	Saratoga	433	7,228
Cattaraugus	162	5,121	Livingston	39	2,027	Schenectady	81	3,433
Cayuga	119	3,810	Madison	202	2,474	Schoharie*	216	1,330
Chautauqua	538	6,610	Monroe	1,057	24,984	Schuylcr*	76	552
Chemung	111	4,152	Montgomery*	244	1,111	Seneca*	129	1,071
Chenango*	154	835	Nassau	820	33,961	Steuben	56	3,744
Clinton	124	2,239	New York	1,579	58,404	Suffolk	768	31,713
Columbia*	225	1,516	Niagara	224	8,503	Sullivan	151	1,098
Cortland*	177	1,041	Oneida	436	9,695	Tioga*	199	1,179
Delaware*	199	612	Onondaga	781	16,543	Tompkins	186	2,355
Dutchess	267	5,880	Ontario	130	3,401	Ulster	184	4,911
Erie	1,050	51,699	Orange	290	6,734	Warren	43	1,803
Essex*	126	551	Orleans*	90	1,114	Washington*	311	2,508
Franklin*	208	1,580	Oswego	80	4,602	Wayne	237	3,529
Fulton*	159	920	Otsego*	352	1,544	Westchester	638	26,092
Genesee*	148	1,474	Putnam	76	2,375	Wyoming*	253	1,539
Greene*	199	1,251	Queens	1,112	90,051	Yates*	93	622
Hamilton*	14	6	Rensselaer	133	7,059	Statewide	19,758	681,703

*Data for asterisked counties are based on 2017 American Community Survey 5-Year Estimates; data for the State and the remaining counties are based on 2017 American Community Survey 1-Year Estimates.

Source: Commission staff analysis of 2017 American Community Survey 1-Year Estimates

Access to the internet is not only an issue for rural households. As the above tables illustrate, many families in urban and suburban counties also lack internet access at home. In fact, families lack internet at home for varied reasons. For many households, a lack of internet availability at home is due to financial—not geographic—causes. The table below shows that households with higher household income levels are more likely to have internet at home. Other families, including Hasidic Jewish families living predominately in Kiryas Joel and Brooklyn, or Amish families living in Central and Western New York, eschew internet due to religious beliefs. For some older New Yorkers, accessing the online questionnaire will be difficult without assistance, even if they do have internet access at home. Questionnaire assistance will be vital. Without a trained and knowledgeable individual to assist them and a secure workstation, these people may not go online and complete their census questionnaire—

even if they have internet at home. Questionnaire assistance will need to come from a variety of trusted sources, including government, community-based organizations, and libraries. Questionnaire assistance centers must have trained staff and secure workstations that can be used. The problems presented by a predominately online enumeration are not merely geographic, and because of this it will be important to ensure that census questionnaire assistance is provided across the State—not just in rural areas.

Table 6. Presence and Type of Household Internet Subscription, by Household Income

Household Income	Dial-Up Only	Broadband	No Internet Subscription
<\$10,000	0.30%	60.69%	39.01%
\$10,000 - 19,999	0.32%	59.16%	40.52%
\$20,000 - \$34,999	0.47%	71.55%	27.98%
\$35,000 - \$49,999	0.36%	81.48%	18.16%
\$50,000 - \$74,999	0.34%	87.23%	12.43%
>\$75,000	0.15%	94.58%	5.26%

Source: Commission staff analysis of 2017 American Community Survey 1-Year Estimates

Governor Cuomo’s 2015 New NY Broadband program invested \$500 million and leveraged \$1.4 billion from the private sector to ensure all New Yorkers have access to high-speed internet. The Commission believes that the relationships developed as part of the Governor’s initiative should be leveraged to ensure a complete count. Because access to the internet will be a key factor linked to self-response rates, this bodes well for the accuracy of New York’s 2020 count. However, work must be done to ensure that New Yorkers have adequate access to the internet to complete their census questionnaire online.

THE CENSUS BUREAU’S INABILITY TO HIRE AN ADEQUATE NUMBER OF INDIVIDUALS FOR CRITICAL CENSUS-TAKING JOBS

An accurate census will be threatened by the hiring difficulties facing the Census Bureau. The Bureau is currently in the process of hiring for temporary jobs across the nation and is looking for millions of applicants for these jobs. The 2010 Census occurred when unemployment was high due to the Great Recession. Because unemployment is now so much lower, the Bureau has already noted difficulty in finding the number of applicants it needs.²¹ In addition to the tight job market, as a federal agency the Census Bureau is barred from hiring non-citizens.

New York has urged the Census Bureau’s New York Regional Office to request a waiver which would allow non-citizens to be hired by the Bureau in New York for 2020 Census jobs, but such a waiver has not yet been granted. Because the Bureau will need staff that match the characteristics of the numerous hard-to-count communities in New York, this waiver is critically important to an accurate census. Even if the waiver is granted, ample outreach from community-based groups and other stakeholders will be vital to ensuring that the Bureau has the pool of qualified applicants that it will need to fill these jobs.

Prior to the 2010 Census, the Census Bureau granted employment waivers for the hiring of noncitizens who were legally entitled to work in the United States and possessed certain needed skills. This is particularly important where the noncitizen has specific non-English language skills and cultural knowledge or is a known trusted voice. The hiring of noncitizens should be considered for the 2020 census where the required skills are otherwise unavailable.

THE CONTINUED UNDERCOUNTING OF MANY COMMUNITIES AND GROUPS, PARTICULARLY CHILDREN UNDER THE AGE OF 5

While the census has become more accurate in counting adults since 1980, it has become less accurate in counting children under 5. Estimates of the net undercount for young children grew from 1.4 percent in 1980 to 4.6 percent in 2010.²² Moreover, it seems nearly one million children were double-counted while many more were missed entirely. A 2016 study used demographic analysis to measure the accuracy of the 2010 enumeration and found that 1 in 10 children under 5—or nearly 2.2 million children nationwide—were omitted from the count.²³

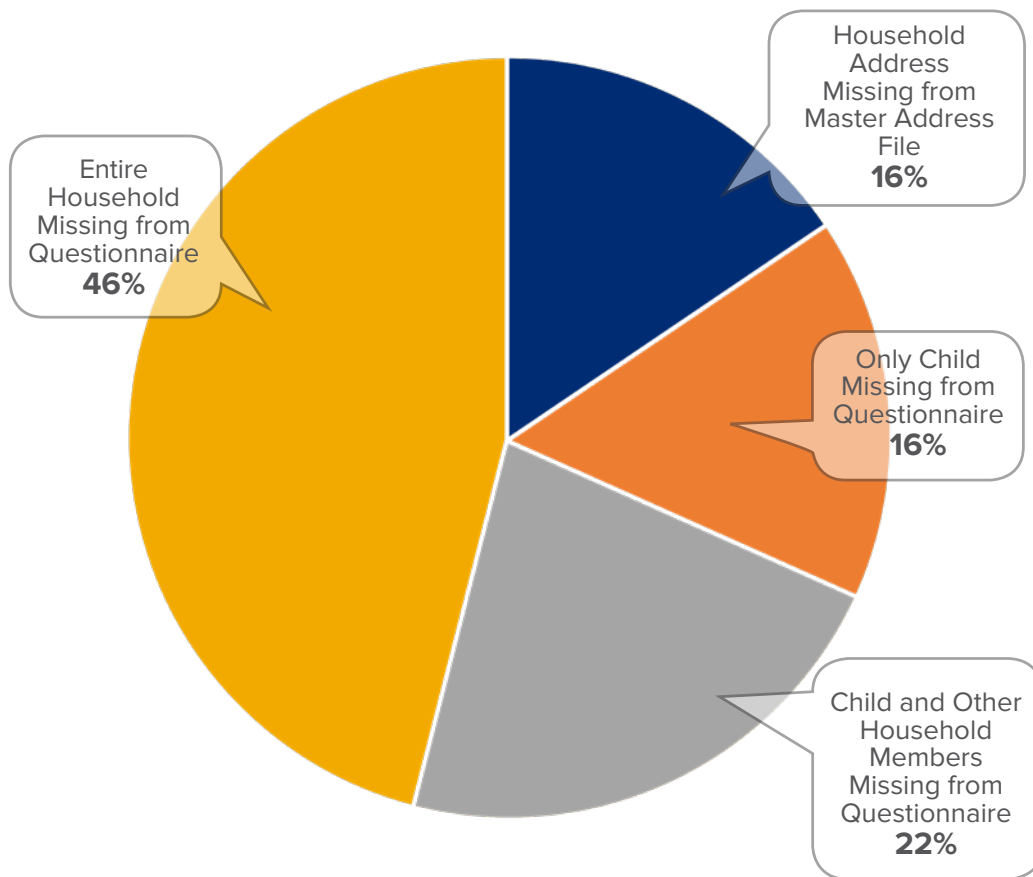
The undercount of young children is an issue that affects New York substantially more than it does other states. Only two states (New Mexico and Alaska) have a higher percentage of children living in census tracts that had lower mail response rates in 2010 than New York.²⁴ These children live predominately in low-income areas in cities including Utica, New York, and Buffalo. In fact, New York City has more children under 5 in low-responding census tracts than any other city in the country and 78 percent of Buffalo's children under 5 live in these low-responding census tracts—the fourth highest rate of all cities in the country.²⁵ This suggests that not only are more young children being missed in New York than in other states, but that the children being missed in New York are among our most vulnerable.

Many of the children missed by the census each decade are from families that were omitted from the count entirely. Census Bureau research found that children missed by the census were more likely to be black and Hispanic than the overall 2010 population of children under 5.²⁶ Dede Hill of the Schuyler Center for Analysis and Advocacy agrees: “Young children of color are among the largest group that are undercounted.”²⁷ This suggests that the omission of children under 5 and the omission of racial/ethnic minorities are interdependent problems that result in children of color being missed by the census at a higher rate than any other group.

There are two groups of children likely to be undercounted by the census: 1) children for whom all or some of their household is also missed and 2) children who are omitted from an otherwise complete household response.

The Bureau's research after the 2010 enumeration found that as many as 68 percent of missed children under 5 in the sample were in households where some or all of the other residents were missed.²⁸ Children omitted from their household's response are of particular interest in the effort to identify the reason for the substantial undercount of young children. The case of a household where all members are missed or where other household members are missed in addition to a young child likely represents a different problem than the case of a household where only a young child is missed. The below chart shows the results of the Bureau's work to identify the reasons why so many children under 5 were missed from the 2010 Census.



FIGURE 1. Children Omitted from the 2010 Census, Nationwide

Source: Commission staff analysis of U.S. Census Bureau, (Jan. 2017). “Investigating the 2010 Undercount of Young Children – Analysis of Census Coverage Measurement Results” Table 8 ²⁹

The Bureau’s research found that at least 16 percent of the children missed by the 2010 count lived in households where every other member was counted accurately. This means that the share of “whole household nonmatches” in the research likely overestimates the number of whole-household omissions and that the 16 percent estimate is likely an underrepresentation of the true share of children erroneously left off their family’s census questionnaire. Identifying why families are leaving their children off their household’s census questionnaire is key to understanding and eliminating the undercount of young children in New York.

There are many possible reasons families leave their children off their census questionnaire—many of which boil down to misunderstanding the Bureau’s rules for who should be included on the questionnaire. Children who live with their grandparents, stepparents, other relatives, foster parents, or other non-relatives are much more likely to be erroneously omitted than those living with biological or adoptive parents.³⁰ Many instances of children living with these types of guardians are intended to be temporary and it is likely that these householders are uncertain of which address the child should be counted. There are other factors that might create confusion about where very young children should be counted. For example, for children born after January 1 but before Census Day (April 1), parents may incorrectly assume that they are not supposed to count the child on their census questionnaire. Custody arrangements may also create confusion; when children split time between divorced parents, parents may incorrectly count the child at both residences or neither residence instead of only one. Additionally,

when proxies (such as neighbors) or administrative records are used to enumerate a household, these sources may fail to include young children. The Census Bureau’s residency guidelines are confusing for unconventional non-nuclear families, and this confusion is likely a key factor in children being left off of their family’s census questionnaire.

Beyond misunderstanding when children should be counted, the undercount of young children also shares many causal factors with the undercount of other groups. Children are often missed because of factors that impact the accuracy of the entire household response. Nearly one-fifth (16 percent) of missed children under 5 were missed because their address was missing and another fifth (22 percent) of missed children were in households where other members were also missing from the household’s census questionnaire. Many children are missed because their whole family is missed. By better counting children, adults will also be enumerated more accurately.

MISTRUST IN COMMUNITIES OF IMMIGRANTS AND COMMUNITIES OF COLOR, ESPECIALLY IN THE SHADOW OF THE CITIZENSHIP QUESTION CONTROVERSY

There could be as many as 4.8 million “Hard-to-Count” individuals in New York State.³¹ Because of their history of being undercounted in the census, it is anticipated that many are racial and ethnic minorities. The level at which racial and ethnic minorities have been undercounted by the census has fluctuated over time, and the Bureau only began releasing coverage estimates of racial and ethnic groups after the 1990 census. However, these groups, particularly blacks, Hispanics, and native people who live on tribal lands, are consistently undercounted by the census.

Table 7. Decennial Census Net Undercount by Race/Ethnicity, Nationwide

Race	1990 Census	2000 Census	2010 Census
Non-Hispanic White	0.68%	-1.13%	-0.84%
Non-Hispanic Black	4.57%	1.84%	2.07%
Hispanic	4.99%	0.71%	1.54%
Non-Hispanic Asian	2.36%	-0.75%	0.08%
Non-Hispanic Native Hawaiian or Other Pacific Islander	2.36%	2.12%	1.34%
American Indian – On-Reservation	12.22%	-0.88%	4.88%
American Indian – Off-Reservation	0.68%	0.62%	-1.95%

Note: Negative values in this table represent a potential overcount

Sources: Commission staff analysis of 2010 Census Coverage Estimates³² and 2000 Census Coverage Estimates³³

The result of this historical undercount is a misrepresentation of the true diversity of our population. At its core, the historical undercount systematically disadvantages people of color in every way that census data are used. When census data are used, whether it be for determining federal funding to local governments, drawing the lines of a congressional or state legislative district, or determining where a new library or school should be built, imperfect data misleads decision-makers as to the composition and geographic distribution of the population. The official 2010 census data are now estimated to reflect a net overcount of non-Hispanic white people of slightly less than 1 percent — or an overcount of between 1 and 2 million.³⁴ Although modern decennial censuses are inaccurate by just a percentage point or two, those few percent represent millions of people missed each decade by the count, and the difference is most greatly felt in diverse states like New York.



There are numerous reasons why this pattern of a differential undercount of people of color exists, but one central factor is poverty. In 2017, 7 percent of non-Hispanic white New Yorkers lived in poverty, but this rate was higher among New Yorkers who were African American (19 percent), Hispanic (18 percent), and American Indian/Native Alaskan (24 percent).³⁵ Low-income families have historically been less likely to respond to the census. This may be because these families are more likely to rent housing, and thus move more frequently than those with average or above-average incomes. Families that move frequently may believe that the census is less important than someone who has established community ties. Moreover, this separation from community may mean that it is more difficult to reach these families through some channels, like community centers. It is also possible that families in poverty are less likely to believe the census is important. These families may feel let down by the government and therefore are discouraged to participate. If they are recipients of a public benefit, they may incorrectly assume that the Bureau already has the information needed for their census response. Living in poverty creates challenges to participating in programs like the census, and because people of color are more likely to live in poverty than non-Hispanic white people, it seems likely that the challenges of poverty contribute to the undercount of these groups.

Another factor that may contribute to the undercount of black and Hispanic populations is the Bureau's outdated questions pertaining to race and ethnicity. In the 2010 Census, roughly 6 million people selected their race as "Some other race alone" (SOR)—the third most frequent answer behind "white" and "black"—and nearly all (97 percent) of the people who selected it marked their ethnicity as Hispanic or Latino.³⁶ The share of people selecting SOR rose nearly 25 percent from the 2000 Census. The Bureau believes it is possible that the vague "Some other race alone" answer could outpace "black" as the second-most-frequent response to the race question in 2020.³⁷ In their presentation to the Commission on black participation in the census, Lurie Daniel Favors and Zulema Blair from the Center for Law and Social Justice at Medgar Evers College reminded the Commission that for communities of African descent, "checking 'Black' as your race in addition to writing in your ethnicity is the best way to achieve a complete count."³⁸ They also highlighted ways in which the history of the census may create mistrust among black families today: the Census' historic use in enforcing the three-fifths clause and the use of Census data to facilitate modern discriminatory practices like redlining have made black families more apprehensive to participate in the decennial census than non-Hispanic White families.³⁹

For households with immigrants—particularly those recently arrived—there are numerous barriers to census participation. The first is that the housing arrangements of recent immigrants can make it unlikely they receive census information at all. Often, recent immigrants live in complicated, transient housing arrangements: multiple adults sometimes share sleeping quarters and the housing unit may not view itself as a unit. In urban areas like New York City where the demand for housing far outpaces the stock and rental prices are high, these housing units might be illegally converted garages, basements,

and attics, and often share a mailing address with another unit. These units are often hidden from Census Bureau enumerators, mail carriers, and address listings. Many times, these units are intentionally concealed—perhaps because a building owner is attempting to evade taxes or violate local housing regulations for other reasons. These barriers can prevent immigrant households from even receiving a census questionnaire.

For those recent immigrants that do receive a questionnaire, the challenges continue. Some may not understand that the census *does* include them. Others may not be able to read the form because they do not speak a language in which the questionnaire is translated. Others may be able to complete their questionnaire, but feel that it is too intrusive, or that it is not worth their time. Some may even believe the Census is a tool of law enforcement, or even a scam. In some ways, the challenges that face recent immigrants mirror those of native-born Americans. However, in other ways, the challenges become much greater. Because New York has so many foreign-born residents—more than every state but California—it is vitally important that these communities are included in the 2020 Census and the work of the Complete Count Commission.⁴⁰

The Bureau has noted the challenges that transient, immigrant-heavy communities pose to an accurate census. Their ethnographic research has found that without trusted voices, coverage of immigrant-heavy areas is very poor.⁴¹ Moreover, they have found that there is no “easy fix” to a full count for these communities. The populations are diverse and the challenges differ from neighborhood to neighborhood. Hard work must be done to build trust in immigrant communities surrounding the census count.

To make matters worse, the White House’s failed attempts to add a citizenship question to the 2020 Census have created much fear of the census, particularly in areas with many immigrants. The work to build trust in these immigrant communities and in other communities of marginalized groups will be remarkably difficult for the 2020 Census. Immigrants and their families are distrustful of a federal government that seems increasingly hostile. Testimony from groups that work with recent immigrants confirm that this distrust will impact census participation:

“

“We know that many Arab, Middle Eastern, Muslim, South Asian, and other immigrant community members are either suspicious and fearful of the census or are unaware of its importance. Many of our community members have told us that they fear the Census will be used to target immigrants and could result in deportation and family separation.”

-Arab-American Family Support Center⁴²

“During the 2010 Census, the most frequent cited challenge among APA organizations in NYC was a mistrust in our communities around the sharing of [census] information. Leading into the 2020 Census, this mistrust not only persists, but is at unprecedented levels.”

-MinKwon Center for Community Action⁴³

“Unfortunately, actions taken by the federal government have made it more likely that the 2020 Census will massively undercount people of color and immigrants here in New York and states across the nation”

”

-Hispanic Federation⁴⁴

In recent focus groups, usability interviews and other pretesting that the Bureau has engaged, it found that “respondents and field representatives spontaneously brought up these concerns at a much higher rate than researchers have seen in previous pretesting projects.” Their findings show just how grave the level of mistrust in these communities has become. A report from the Bureau’s Center for Survey Measurement provides countless examples of how this fear has impacted the accuracy of five pretesting studies conducted in 2017. Examples include:

- “One Spanish-speaking respondent said she was uncomfortable ‘registering’ other household members and tried to exit the survey at the dashboard when she realized she would have to provide information on others who live with her”;
- “A second Spanish-speaking respondent filled out information about herself and three family members but intentionally left three or four roomers off the roster because, ‘This frightens me, given how the situation is now’ and mentioned being worried because of their ‘[immigration] status.’ Both Spanish-speaking respondents stated that they would not complete the survey at home”;
- “[An] English-speaking respondent did not report five unrelated household members (some of whom were immigrants) because she does not report their rental income to the IRS and because of what she referred to as the ‘Muslim ban’”;
- “One respondent [to a Bureau survey on attitudes about the Census] said, ‘The possibility that the Census could give my information to internal security and immigration could come and arrest me for not having documents terrifies me.’ Later she commented that she was worried that her information could be used against her if she answered that she is not satisfied with the government here. She thought someone could say, ‘If you’re not satisfied, why are you here?’ and this could be used against her to expel her from the country”;
- “One [Arabic-speaking] respondent said, ‘The immigrant is not going to trust the Census employee when they are continuously hearing a contradicting message from the media everyday threatening to deport immigrants.’”⁴⁵



The Bureau’s own field representatives who administer these pretesting focus groups and surveys also share their perceptions and experiences in the report. These staff are assigned, when possible, to work in areas where their personal characteristics match the characteristics of the community. Their experiences make clear that the level of fear surrounding the federal government is unlike what they’ve seen in other tests and is poised to disrupt census accuracy without substantial intervention. Field supervisors (FSs) and field representatives (FRs) reported their experiences, which included:

- “FRs reported that many Spanish-speaking respondents distrust the statement on confidentiality in the survey mailing materials, even when they understand it. [One FR said that] many respondents believe that ‘the less information they give out, the better. The safer they are’”;
- “One FR said that in June she was doing a Census Bureau survey interview with questions about citizenship status. A Spanish-speaking respondent answered that he was not a citizen, and then appeared to lie about his country of origin. When the FR started asking about his year of entry into the U.S., he ‘shut down’ and stopped responding to her questions. He then walked out and left her alone in the apartment, which had never happened to her during an interview before”;
- “A Spanish-speaking FR added that she had observed Hispanic members of a household move out of a mobile home after she tried to interview them. She said, ‘There was a cluster of mobile homes, all Hispanic. I went to one and I left the information on the door. I could hear them inside. I did two more interviews, and when I came back, they were moving.... It is because they were afraid of being deported’”;
- “In one focus group of Field Supervisors, an FS reported having a respondent produce papers proving US citizenship of household members during an interview”;
- “One FR [who speaks only English] reported that respondents have been confusing him with someone from Immigration and Customs Enforcement (ICE). He reported that respondents that identified him as working for the government were hesitant to answer any questions, and it was difficult to gain their trust”; and
- “FRs who spoke a language other than Spanish or English (e.g., Cantonese) reported that completing interviews for the survey in question this year was much harder than the last time the survey was fielded.”⁴⁶

The evidence clearly finds that communities of color and minority groups are increasingly more distrustful of government. Although the distrust is being most noticed by the Bureau among Spanish-speaking non-citizens, a climate of fear and mistrust is clearly widespread. For many minority communities, the federal government’s history of bias against their parents, grandparents, and ancestors skews their perception of its future action.

Despite these reports, Department of Commerce leadership seems intent on inflaming this climate of fear, rather than working to repair the broken trust. One of the greatest reasons for the heightened mistrust of the decennial census in immigrant communities is Commerce Secretary Wilbur Ross’ failed attempts force a question on citizenship onto the 2020 Census.

The possibility of a question about citizenship being added to the decennial census was first revealed in early 2017 when a draft executive order was leaked to the press.⁴⁷ On March 26, 2018, five days before the Bureau was required by the Census Act to submit the text of 2020 Census questions to the President, Commerce Secretary Ross directed the Bureau to add a question on citizenship.

After Secretary Ross’ request, New York’s Attorney General, along with the Attorneys General of 17 states, immediately filed a lawsuit against the Department of Commerce over the addition of the question. The Attorneys General argued that the addition of the citizenship question violated the U.S. Constitution’s mandate that the decennial census “actually enumerate” every person in the country by intentionally making immigrant households fearful the 2020 Census.⁴⁸ Experts agreed that a citizenship question ran a risk of significantly depressing the response rate in immigrant communities. Six former

Directors of the Census Bureau⁴⁹ and members of the Bureau's own Census Scientific Advise ment Committee⁵⁰ criticized the question's addition because they feared it would negatively impact census accuracy and cost. Despite the clear risk to census accuracy and the protestations of nearly every major Census Bureau stakeholder, Secretary Ross stood behind his request for the Census Bureau to add a question about citizenship to the questionnaire.

The case was decided in January 2019 by the Southern District of New York. Judge Furman found that Secretary Ross's decision to add a citizenship question to the 2020 Census violated the Administrative Procedures Act (APA). Similar cases in district courts in California and Maryland also resulted in rulings affirming that the APA had been violated.⁵¹ The Federal Government appealed the ruling to the U.S. Supreme Court, which heard the case in April 2019.

On June 27, 2019, the Supreme Court issued its opinion on the citizenship question. The ruling removed the citizenship question from the census questionnaire. While it appeared that the citizenship question would not be included in the 2020 Census, President Trump called the reports that the citizenship question was dead "fake".⁵² "We are absolutely moving forward [with the question]" he tweeted after DOJ and Commerce's confirmation that printing had begun without the question.⁵³ Despite his initial protestations, in a press conference days later, President Trump confirmed the question would not be asked on the 2020 Census and that, instead, administrative records would be used to compile citizenship data.



Although the 2020 Census will not have a question on citizenship, the actions of the federal government on this matter have tainted public opinion on the 2020 Census for many communities. Even though the question is not included in the final questionnaire, many households will believe that it is. Others know that the question has been removed and are still mistrustful of the administration's motivations. Additionally, the Census Bureau will still compile from administrative records and release data on citizenship in each census block.⁵⁴

Households that may not have participated in a census with a citizenship question are generally afraid of their information being shared with other government agencies and used against them. Title 13, U.S. Code protects census data from misuse, including by the federal government. It bars Census Bureau officials from publishing any information that would allow the personal identification of any respondent. It also protects individuals by barring government agencies, such as Immigration and Customs Enforcement (ICE) from accessing individual Census responses. The penalties for violating Title 13 are substantial: violators can be fined up to \$250,000 and/or sentenced to up to five years in prison for each violation.

The protections that Title 13 offers to individuals, however, are only statutory, not constitutional. Title 13 could be rescinded or amended by Congress to allow for agency use of individual census responses. While this action is unlikely, vulnerable individuals worry that Congress would dismantle Title 13 protections or that President Trump would ignore the existing protections and use census data to prosecute or deport noncitizens. During World War II, census responses were used to identify Japanese families and facilitate their internment.⁵⁵ This action was authorized under the War Powers Act and predated Title 13; in fact, Title 13 protections were created as a result. Since Title 13's creation, census data has not been used by law enforcement or the federal government to personally identify citizens. In 2010, a Department of Justice opinion affirmed that no provision of the PATRIOT Act could require the Secretary of Commerce to disclose Title 13-protected census information to law enforcement.⁵⁶

Table 8. Naturalized Citizens and Noncitizens in New York State, by County

County	Total Population	U.S. citizen by naturalization		Not a U.S. citizen	
		Number	%	Number	%
Albany	308,580	16,718	5.4%	13,640	4.4%
Allegany	47,400	536	1.1%	618	1.3%
Bronx	1,455,846	248,968	17.1%	264,531	18.2%
Broome	196,124	7,265	3.7%	5,943	3.0%
Cattaraugus	78,175	913	1.2%	612	0.8%
Cayuga	78,319	904	1.2%	785	1.0%
Chautauqua	130,846	1,301	1.0%	1,480	1.1%
Chemung	86,883	1,459	1.7%	972	1.1%
Chenango	48,763	452	0.9%	363	0.7%
Clinton	81,224	1,811	2.2%	1,747	2.2%
Columbia	61,481	2,201	3.6%	1,984	3.2%
Cortland	48,334	601	1.2%	360	0.7%
Delaware	45,950	1,186	2.6%	926	2.0%
Dutchess	295,685	19,952	6.7%	13,539	4.6%
Erie	923,995	31,444	3.4%	31,717	3.4%
Essex	38,233	547	1.4%	593	1.6%
Franklin	51,054	1,360	2.7%	936	1.8%
Fulton	53,955	742	1.4%	363	0.7%
Genesee	58,537	654	1.1%	439	0.7%
Greene	47,791	1,754	3.7%	1,142	2.4%
Hamilton	4,646	120	2.6%	12	0.3%
Herkimer	62,943	1,201	1.9%	401	0.6%
Jefferson	116,567	2,262	1.9%	2,010	1.7%
Kings	2,635,121	571,931	21.7%	399,573	15.2%
Lewis	26,845	119	0.4%	280	1.0%
Livingston	64,373	1,102	1.7%	1,190	1.8%
Madison	71,760	1,018	1.4%	724	1.0%
Monroe	748,680	35,976	4.8%	28,005	3.7%
Montgomery	49,500	1,081	2.2%	619	1.3%
Nassau	1,363,069	188,280	13.8%	111,336	8.2%
New York	1,653,877	232,995	14.1%	244,462	14.8%
Niagara	212,675	5,189	2.4%	3,268	1.5%
Oneida	232,324	9,091	3.9%	8,401	3.6%
Onondaga	467,669	18,679	4.0%	16,815	3.6%
Ontario	109,491	2,310	2.1%	1,971	1.8%
Orange	378,174	23,978	6.3%	16,860	4.5%
Orleans	41,584	592	1.4%	814	2.0%

County	Total Population	U.S. citizen by naturalization		Not a U.S. citizen	
		Number	%	Number	%
Albany	308,580	16,718	5.4%	13,640	4.4%
Otsego	60,750	1,436	2.4%	766	1.3%
Putnam	99,464	8,112	8.2%	5,092	5.1%
Queens	2,339,280	629,676	26.9%	482,104	20.6%
Rensselaer	159,800	4,183	2.6%	3,655	2.3%
Richmond	475,948	69,429	14.6%	36,429	7.7%
Rockland	325,027	39,500	12.2%	30,005	9.2%
St. Lawrence	110,817	2,018	1.8%	2,475	2.2%
Saratoga	226,632	6,133	2.7%	5,879	2.6%
Schenectady	155,239	10,900	7.0%	5,596	3.6%
Schoharie	31,611	647	2.0%	283	0.9%
Schuyler	18,112	188	1.0%	117	0.6%
Seneca	34,843	536	1.5%	242	0.7%
Steuben	97,539	1,253	1.3%	1,453	1.5%
Suffolk	1,497,595	124,083	8.3%	108,828	7.3%
Sullivan	75,783	3,902	5.1%	3,253	4.3%
Tioga	49,322	741	1.5%	266	0.5%
Tompkins	104,415	4,654	4.5%	9,098	8.7%
Ulster	180,129	7,560	4.2%	6,423	3.6%
Warren	64,701	1,254	1.9%	1,049	1.6%
Washington	62,183	831	1.3%	448	0.7%
Wayne	91,442	1,947	2.1%	710	0.8%
Westchester	975,321	127,278	13.0%	120,692	12.4%
Wyoming	40,886	264	0.6%	464	1.1%
Yates	25,083	182	0.7%	286	1.1%

Source: Commission staff analysis of 2017 American Community Survey 5-Year Estimates

The Trump Administration's insistence of including block-by-block data on citizenship in the 2020 Census has persisted despite the citizenship question's removal, and this could result in many not completing the 2020 Census. The Complete Count Commission, local governments, community-based organizations, schools, faith-based groups, unions, and other organizations must be committed to persuading these households to complete their questionnaire and ensure that they feel safe doing so.

DATA PROTECTION AND FRAUD CONCERNS WITH A DIGITAL CENSUS

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Based on what we know about questions arising at public hearings thus far, as soon as people learn that the census will primarily take place over the internet, they immediately have a million questions about how it will work and whether it will be secure.

-The New School's Digital Equity Laboratory

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Trust in the federal government and its perceived ability and willingness to keep census data secure is certain to be a driver of response rates. If the public perceives their personally identifiable census data to be unsafe in the hands of the federal government because of the administration's political views or if there are actual cybersecurity incidents in the leadup to Census Day that bring this issue to the forefront of the public's mind, then the Bureau's shift to a predominately online enumeration will fail and the workload of field staff will balloon.

Americans have become generally less trustful of the federal government since the 2010 enumeration. Gallup polls have asked Americans every fall since 2001 how much they trust each branch of the federal government. General trust in the executive branch was high in the fall of 2009: 61 percent of Americans had a “great deal” or “fair amount” of trust in that branch of government.⁵⁷ That level of trust fell after the 2010 Census enumeration and has stayed low since. Only 45 percent of Americans had that same level of trust in the executive branch in fall of 2017. Even worse, in 2017 a record number of Americans (32 percent) told Gallup that they had no trust *at all* in the executive branch. This share of Americans with “no trust at all” in the executive branch is larger than what Gallup found during the Watergate scandal in the early 1970s. A public without trust in their Census Bureau or the federal government⁵⁸ is a public that is unlikely to self-respond to the census. Because response rates, census cost, and census accuracy are so interdependent, this record-low level of trust in the executive branch seems likely to exacerbate the undercount.

Unsurprisingly, Americans are also distrustful of the federal government's ability to keep their data safe. A spring 2016 Pew survey found that nearly half (49 percent) of Americans feel that their personal information is less secure than it was five years ago.⁵⁹ When it comes to people's confidence in an organization's ability to keep their data safe, the poll found that Americans trust nearly every other organization—credit card companies, email providers, cellphone manufacturers and service providers, and other retailers—more than they do government. Americans had less confidence only in the ability of social media sites, like Facebook, to keep their personal information safe from hackers. Since the Pew survey, several large-scale, heavily publicized hacks of organizations like Equifax and Yahoo have occurred. It seems certain that Americans have even less confidence in the security of their data online than they did when the survey was taken. If the public continues to distrust the federal government's ability to safeguard their data, then fewer people will share their data with the Bureau, exacerbating the undercount.

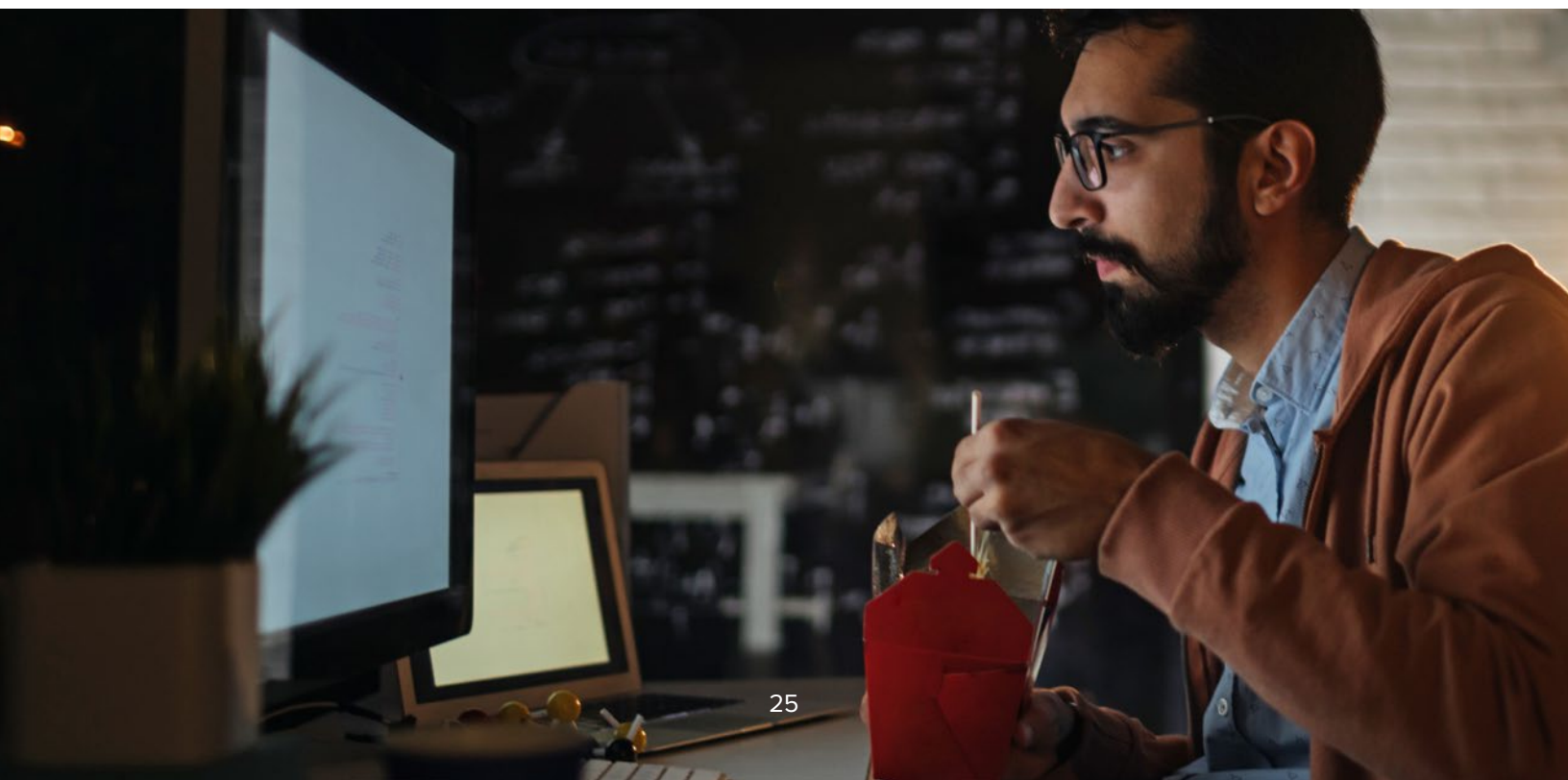
The Census Bureau admits that the public's perception of security is a serious risk to the census, and their research on public perception has substantiated that the risk is real. The Bureau's risk analysis model, which categorizes risks by both their likelihood of occurring and the severity of their occurrence, identified both “public perception of ability to safeguard response data” and “cybersecurity incidents” as the most serious risks to the 2020 Census.⁶⁰

The Bureau's own public perception research confirms that the public has concerns about the census. In October 2018, Young & Rubicam—the contractor managing the Bureau's integrated partnership and communications campaign—released the first round of findings from their public perception research, the 2020 Census Barriers, Attitudes, and Motivators Study (CBAMS).⁶¹ The CBAMS had two parts: a survey sent to 50,000 households and a series of 42 focus groups that spanned 11 different audiences (e.g. Black or African American, Low Internet Proficiency, Vietnamese, Young and Mobile, Spanish-

Speaking, etc). The study was intended to identify the profile of those most likely to self-respond, the gaps in knowledge about the decennial census, barriers that will prevent self-response, and what would motivate people to complete their census questionnaire.

The CBAMS found a significant portion of the public was hesitant to respond to their census questionnaire. The survey, administered in spring 2018, asked respondents how likely they were to complete a census questionnaire if the census were today. Only 67 percent of respondents said they were “very” or “extremely” likely to do so—this is a rate very similar to the *actual* national self-response rate in 2010 (63 percent). In 2010, however, the actual mail response rate was 22 percent lower than the share of people who said they were “very” or “extremely” likely to respond on the 2010 CBAMS. This is a phenomenon which, if repeated in 2020, would result in a self-response rate below the Bureau’s anticipated 50 percent. Self-response was also even less likely among hard-to-count groups. For example, the share of those “extremely” or “very” likely to respond was just 54 percent of 18-34-year-olds, 55 percent of Asian respondents, and 60 percent of renters. If this phenomenon repeats itself in 2020, then the self-response rate will fall below the Bureau’s projections and require more costly door-to-door follow-up than anticipated.

The researchers aggregated responses and found four “major barriers” to census participation. Notably, three of these barriers: “concerns about data confidentiality & privacy,” “fear of repercussions,” and “distrust in government” point to a fundamental mistrust of the government’s ability to successfully enumerate every household. Most of this distrust is aimed at the federal government: 59 percent of respondents said they did not trust the federal government, a slightly smaller number of 55 percent said the same thing about their state government and 47 percent did not trust their local government. Perhaps most troubling: the study found a strong relationship between those who reported mistrusting the federal government and those who reported that they would not respond to enumeration. Two-thirds of those who said they would not respond to the census if it were held today also reported that they did not trust the federal government. It seems clear that the CBAMS found a public that is wary of the decennial enumeration and the government that runs it—perhaps warier than ever before. This may manifest in low mail response rates, and significant outreach must be done by New York State, local governments, community-based organizations, and other trusted voices in order to ensure that the decennial enumeration is successful.



MISSING ADDRESSES CREATE CENSUS OMISSIONS

An accurate address list is key to accurate census results. Unless a housing unit is included in the Bureau's Master Address File (MAF), it will never receive a census questionnaire or even a notification of the ongoing count. The work of New York State and local governments during the Local Update of Census Addresses (LUCA) is one already completed factor that will maximize the accuracy of the address file used in 2020. LUCA gives governments the opportunity to review their jurisdiction's section of the Bureau's address file prior to the decennial count and submit additions, changes, and deletions. New York was one of the most engaged states in LUCA, and this high level of engagement allowed hundreds of thousands of missing, incorrectly listed, or inaccurately geocoded addresses to be returned to the Bureau.⁶² Of the 380,000 additions and corrections that were submitted by New York State, more than 300,000 were accepted by the Census Bureau. Of the more than 362,000 additions that were sent across all levels of government, more than 200,000 additions were accepted by the Census Bureau after duplicates were removed.

A summary table of State and county submissions is below, and a description of how New York completed its review is included in Appendix G.

Table 9. LUCA Added and Corrected Addresses by Level of Government

Submitting Government	Submitted Additions	Submitted Corrections	Submitted Total
New York State	40,000	340,000 ²	380,000
County Governments, Sum	201,000	161,000	362,000
New York City	122,000	unknown	122,000
Total	362,000	501,000	864,000

Source: Commission staff analysis of reports from U.S. Census Bureau and county governments

All values rounded to nearest thousand.

¹The total number of additions, changes, and deletions submitted by other city, town, village, and tribal governments is not known at this time.

²New York State's LUCA Submission included 40,000 corrections LUCA to address names and 300,000 corrections to the geographic location of existing addresses

A FEDERAL GOVERNMENT ASLEEP AT THE WHEEL

Many of the risks that face the 2020 Census could be combatted by additional action from the federal government. Conversely, some of the risks discussed in this report, like the climate of fear faced by immigrants, have been significantly exacerbated by actions of the federal government. This backdrop has raised the stakes surrounding state and local preparations for the 2020 Census higher than ever before.

The Census Bureau has faced the problem of declining survey response rates over the past several decades. Despite this, Congress and the Census Bureau have increasingly expected state and local Complete Count Committees to conduct the work of Census outreach without any financial assistance. The Bureau's 2020 Projected Self Response Score anticipates that this decline will continue, and that only 60 percent of people in the average census tract will self-respond to the 2020 Census.⁶³ Despite facing a decennial census that is shaping up to be more difficult to accomplish than ever before, Congress has consistently underfunded census preparations for years. This underfunding led to many cancellations of critical census tests, including two End-to-End tests.⁶⁴ While the Census Bureau and Congressional funders have hoped that innovations to census design would save costs, these innovations have not accounted for the growing challenge that state and local Complete Count Committees face in reaching, educating, and persuading hard-to-count households to self-respond.⁶⁵

To overcome the expected decline in response rates, the Census Bureau has increasingly urged local and state governments before each decennial census to form and use Complete Count Committees as part of trusted voices campaigns. However, the President and Congress have not made resources available—beyond the Census Bureau’s partnership staff—to support the work of local complete count committees in 2020. While the Census Bureau’s partnership staff are helpful in supporting the work of local complete count committees, the financial obligation for running the committees has fallen solely to state and local governments.

The Census Bureau has devoted hundreds of millions of dollars to its Partnership Program and Integrated Communications Plan, yet information about the execution of these plans remains vague. The Bureau has released limited information on taglines in a portion of the 59 supported languages, but has not widely released detailed information regarding the content, placement, and timing of all census messages that will be used.⁶⁶ For local partners to most effectively develop and place census messaging, they need to know what the Census Bureau will and will not be doing. This information has been difficult to obtain through official channels and, when it is obtained, it is vague. It’s unclear to the public where the Census Bureau is spending these hundreds of millions of dollars, and without this information it’s difficult for local Complete Count Committees to know how to best help. Moreover, this top-down method of developing content behind closed doors and slowly releasing a limited number of non-customizable pieces to the public robs local Complete Count Committees of the opportunity to provide input on the messaging. The Census Bureau has told these committees that only they can provide the local trusted voices that the Bureau needs to ensure participation yet has robbed them of the opportunity to provide input on the messaging, development, and use of materials.

The Census Bureau plans to reduce the presence of its Area Census Offices (ACO) for the 2020 count and has not released plans on Questionnaire Assistance Centers—leaving many unsure about what, if any, Census field presence will be in their community. In 2010, the Bureau staffed 494 field offices across the country, ensuring that one was in each Congressional District and that the workload for each was even. In 2020, the Bureau will only staff 248 ACOs—nearly half the number of ACOs in 2010. Additionally, most field staff will be working from home in 2020. Because many field staff may not even visit their ACO office, the presence of each office in the community will be greatly diminished as well. New York State requested that the Census Bureau establish at least one office in each economic development region of the State.⁶⁷ The State pointed out to the Census Bureau that vast areas of the State—including the North Country, Mohawk Valley, and Southern Tier—will not have an ACO office. This request was denied.

New York State’s number of ACOs will drop from 35 in 2010 to 21 in 2020, and most of the 2020 Offices will be in New York City. Only two states—California and Florida—will see a larger decrease in census field offices from 2010 to 2020. This sharp decrease will mean that the temporary Census Bureau staff counting New York’s hard-to-count residents in places like Plattsburgh, Utica, Corning, Binghamton or Watertown will be supervised by people working in offices located several hours away. It also means that New Yorkers who live in these rural parts of the State may not have an official Bureau presence. The Bureau’s consolidation could reduce the presence of the decennial census so greatly that fewer residents in these parts of the State respond to the survey, increasing the NRFU workload in these communities and impacting the quality of that operation.

To remedy its diminished presence in many communities, the Bureau announced plans to place questionnaire assistance centers (or “Be Counted!” centers) in communities. These centers will offer a secure computer from which individuals can complete their household’s online questionnaire, as well as aid in doing so. However, there has been no information released to date about the locations, capabilities, or opening dates of these centers.



COMMISSION RECOMMENDATIONS: A ROADMAP OF ACHIEVING A COMPLETE COUNT IN NEW YORK STATE

Based upon the exhaustive testimony and research compiled by the Commission surrounding the challenges confronting the 2020 census effort in New York, the New York State Complete Count Commission recommends that the following actions be taken to achieve a complete and accurate count. The recommendations span three categories: (A) communities that need the most support and focus, (B) the necessary strategies the State should employ to achieve a complete census count, and (C) the vehicles the State should use to achieve a complete census count.

SECTION A. COMMUNITIES THAT NEED THE MOST SUPPORT AND FOCUS TO ACHIEVE A COMPLETE 2020 CENSUS COUNT.

Every community across the State should be supported in its work towards achieving a complete count, but the communities at the greatest risk of being undercounted warrant the greatest strategic focus by the State.

Recommendation **A1**

Enhanced support and assistance should be directed to hard-to-count communities.

These communities are in every corner of New York—the densely populated boroughs in New York City, the vast suburban communities on Long Island and in the Hudson Valley, upstate urban centers, and rural parts of the State. Each of these areas poses a unique set of region-specific challenges to the census effort. In 2010, 24 percent of New York’s households did not self-respond to the census by completing and returning their questionnaire; these households required in-person follow-up by a Census Bureau enumerator.⁶⁸ The groups with the lowest response rates were most often communities of color, renters, foreign-born, and low-income. Households with children under the age of 5, limited English proficiency, and single parent heads also tended to have low response rates. Historically, all these communities have been undercounted, and have been defined by experts as hard-to-count communities.

Households that do not self-respond to the census must be enumerated through more costly means and raise the risk that they will not be found at all. If the same proportion of households do not self-respond in 2020, then there will be approximately 4.8 million New Yorkers who must be enumerated in person by Census Bureau staff. As many who have testified before the Commission have made clear, the current climate has made many communities more fearful of the 2020 census than they were of the 2010 census, and especially fearful of government officials potentially knocking on their doors. As discussed above, this testimony is supported by the end-to-end pretest results and several detailed studies, including a randomized controlled trial conducted by a Harvard Kennedy School research team.⁶⁹

Without enhanced focus and support, the share of households that self-respond could fall and the number of hard-to-count New Yorkers could rise. Hard-to-count populations must be the target of the Commission’s efforts: they must be made aware of the 2020 Census and persuaded to participate. There are several expert resources the State should employ in determining where to focus its time and effort on achieving a complete count.

Experts from the CUNY Mapping Service at the Center for Urban Research define a census tract as hard-to-count if it had a self-response rate of 73 percent or less in 2010. In New York, 1,900 of the State’s roughly 4,900 Census tracts fall under this classification.⁷⁰ These hard-to-count areas contain many populations that have been historically undercounted in past censuses, including immigrants, renters, and families with children under 5. About 2.5 million immigrants live in the State’s hard-to-count tracts, which encompass 56 percent of the State’s immigrant population. These tracts also contain half of all

renter households, which the Census Bureau believes is one of the most significant indicators of low self-response.⁷¹ These tracts also contain 45 percent of the State's single-parent households, whose day-to-day responsibilities could potentially hinder them from filling out the Census questionnaire.

With a new online component to self-response in the 2020 Census, internet access will be key to ensuring an accurate count of all New Yorkers. In hard-to-count tracts, 42 percent of households do not have internet services and will likely have to utilize public libraries and other public institutions to complete their Census questionnaires.⁷² Intimate knowledge of these census tracts will allow for tailored messaging and resource allocations for uniquely at-risk areas.

The Rockefeller Institute of Government released a report in June 2019 that included an *At-Risk Community Index* ranking the 500 census tracts with the lowest 2010 self-response rates based on a set of 10 metrics. The metrics include the percentage of the tract population consisting of children under five years old, black, Hispanic, in poverty, and foreign born, as well as the percentage of tract households that are renters, have limited English speaking ability, lack internet access, and where the householder is over 65 years of age or a single parent.⁷³ Eight of these metrics reflect characteristics that have historically been associated with low self-response rates, while the two pertaining to the size of the senior population and internet access could contribute to self-response risk in 2020 with the introduction of online Census questionnaires. Indeed, past censuses are thought to have overcounted the senior citizen population, but that outcome is far less likely in 2020.

The Rockefeller Institute methodology permits the characteristics most likely to contribute to an undercount to be readily identified for each of the 500 high-risk census tracts. For example, several of these tracts lie in the city of Syracuse and remain vulnerable to being undercounted in 2020. Renters represent 98 percent of the population of a tract on University Hill due to the large number of students attending Syracuse University and SUNY Environmental Science and Forestry.⁷⁴ In contrast, a tract in the Near Westside neighborhood has a high percentage of the population living in poverty and in single-parent households. Both areas are at high risk for a low self-response rate, but for very different reasons. These distinctions underscore that a multitude of strategies will need to be considered in the effort to maximize the self-response rate and minimize the risk of an undercount.

Additional analysis by the Rockefeller Institute¹ based on CUNY Mapping Service data for the State's 10 Regional Economic Development Council areas⁷⁵ yields the following findings (a full analysis of each region is found in Appendix B):

- New York City has the highest percentage of at-risk populations for eight of the 10 metrics (percentage of the population that is under age 5, black, Hispanic, in poverty, born outside the US, in renter-occupied households, in households with limited English-speaking ability, and in single-parent households).
- Many upstate communities are at risk. Among the 10 REDC regions, the Mohawk Valley region possesses the highest share of households aged 65 or older (29 percent) and of households with either dial-up or no internet access at all (22 percent) – two metrics that point to low self-response rates in the absence of added outreach effort. Given the significant number of people who may be less technologically savvy or may have limited access to the internet, it is imperative that local complete count committees in the Mohawk Valley ensure that these populations participate in the

¹See Appendix B for a detailed regional analysis, and view regional data online at <https://rockinst.org/nycounts/2020-census-regional-undercount-risks/>.

self-response phase of the census.

Table 10. Regional Hard-to-Count Community Analysis of Individuals

Region	Percent of Population				
	Under 5	Black	Hispanic	In Poverty	Foreign Born
Capital Region	5.1%	8.7%	4.7%	11.0%	7.1%
Central New York	5.5%	9.0%	3.8%	14.8%	5.4%
Finger Lakes	5.5%	12.1%	6.6%	13.8%	6.4%
Long Island	5.4%	10.8%	17.6%	6.5%	18.6%
Mid-Hudson	5.8%	13.3%	19.0%	10.8%	18.3%
Mohawk Valley	5.4%	5.1%	5.1%	16.4%	5.1%
New York City	6.5%	25.9%	29.1%	19.6%	37.2%
North Country	5.9%	5.0%	3.9%	16.0%	3.8%
Southern Tier	5.1%	5.0%	3.2%	16.2%	5.6%
Western New York	5.4%	11.6%	4.7%	15.2%	5.5%
Statewide	5.9%	17.1%	18.8%	15.1%	22.7%

Source: Commission Staff and Rockefeller Institute of Government calculation of Hard-to-Count Communities by the CUNY Mapping Service at Center for Urban Research, CUNY Graduate Center

- The Central New York region has the second highest percentage of single-parent households (11.5 percent) in the State, well above the statewide average (10.8 percent). There are 35,401 single-parent households in Central New York. A historically undercounted group, single parents commit a high percentage of their time to raising children with minimal assistance, making it more difficult to fill out and return the Census questionnaire in a timely fashion.
- The Capital Region has the second-highest percentage of renter-occupied households (34.1 percent) after New York City, totaling 146,879 households in the region. In both the 2000 and 2010 censuses, renters were undercounted by about 1 percent.⁷⁶ The Census Bureau views renters as one of the most at-risk groups for the 2020 Census.
- A high percentage of the Finger Lakes region is black (12.1 percent) and a large percentage of households are headed by single-parents (10.7 percent). The Census Bureau released data showing that they undercounted the black population by 2.1 percent in 2010 and 1.8 percent in 2000.⁷⁷ If an undercount of similar proportion occurs in 2020, the Finger Lakes region could miss almost 3,100 individuals from this group alone.

Table 11. Regional Hard-to-Count Community Analysis of Households

Region	Percent of Householders				
	Single Parents	65 or Older	No Internet or Only Dial-Up	Renters	Limited English Proficiency
Capital Region	8.8%	26.2%	12.9%	34.1%	1.5%
Central New York	11.5%	25.8%	15.1%	32.4%	1.6%
Finger Lakes	10.7%	26.2%	14.6%	32.2%	2.4%
Long Island	7.8%	28.3%	9.2%	19.5%	4.7%
Mid-Hudson	8.9%	26.6%	10.7%	33.8%	5.4%
Mohawk Valley	11.4%	28.8%	20.1%	30.4%	1.9%
North Country	10.9%	25.1%	16.7%	32.1%	0.8%
New York City	12.5%	22.6%	14.9%	67.4%	14.8%
Southern Tier	9.9%	27.9%	16.4%	32.1%	1.1%
Western New York	10.6%	27.3%	17.0%	32.9%	1.8%
Statewide	10.8%	25.2%	14.0%	46.0%	8.1%

Source: Commission Staff and Rockefeller Institute of Government calculation of Hard-to-Count Communities by the CUNY Mapping Service at Center for Urban Research, CUNY Graduate Center and 2017 American Community Survey 1-Year and 5-Year Estimates

- The Long Island region has the second-largest immigrant population (18.6 percent) and the second-highest percentage of householders aged 65 or older (28.3 percent) in the State. Complete count committees in the Long Island area must grapple with a diverse population, having large pockets of historically undercounted groups and groups potentially undercounted in 2020.
- The Mid-Hudson region has the second-largest Hispanic population in the State (19 percent) and a large population of children under 5 (5.8 percent). The Census Bureau undercounted the Hispanic population by 1.5 percent in 2010.⁷⁸ As many as 6,600 Hispanic people in the Mid-Hudson region could be missed in 2020 if the trend continues.
- The North Country region has the second-largest percentage of population under 5 in the State (5.9 percent) and a large percentage of single-parent householders (10.9 percent). Nationally, children under 5 were undercounted by 4.6 percent in the 2010 Census, according to a February 2014 report from the Census Bureau.⁷⁹ Over 1,100 children in the North Country (4.6 percent of the

total) are at risk of being undercounted if the 2020 Census results are similar to those of 2010.

- A large share of the Southern Tier population lives below the poverty level (16.2 percent), the third-highest rate in the State. That accounts for 99,381 people in the Southern Tier. Low-income populations are at risk of being missed in the 2020 Census, which would leave a large portion of the Southern Tier's population unaccounted for.
- The Western New York region has the second-highest percentage of households without adequate internet access (21.6 percent) in the State, meaning these households have a dial-up connection or are without internet service altogether. These 119,823 households will be negatively impacted by the switch to a predominately online census. The Western New York region also struggles with some historically undercounted populations, including children under the age of 5. Ranked 4th in the nation, 78 percent of the children under 5 in the city of Buffalo live in hard-to-count Census tracts.⁸⁰

This analysis should help guide the State's effort to support the communities that need the most assistance in achieving a complete count.





SECTION B. THE NECESSARY STRATEGIES THE STATE SHOULD EMPLOY TO ACHIEVE A COMPLETE CENSUS COUNT.

Section A focused on the communities most at risk and the specific needs of each region. This section focuses on what specific actions must be undertaken in order to achieve a complete count.

Recommendation B1

The State should develop a targeted marketing and communications strategy on the importance of the Census.

Experts, advocates, and testimony presented to the Commission argued that for the Census to be successful there needs to be a robust communications plan. The marketing and communications strategy must focus on the importance of responding to the 2020 census questionnaire accurately, completely, and using methods and messages tailored to motivate the diverse hard-to-count communities across the State.

Therefore, the State should develop a marketing campaign that can be widely used and targeted by many communities, especially those communities most at risk of being undercounted. The Commission recommends that the campaign include digital, print, video, social media, and public service announcements in multiple languages and multimedia advertising and materials targeted to those hard-to-reach communities.

When the New York State Council on Children and Families administered focus groups, they found that, “All participants were unaware that census enumerations were associated with levels of funding and overwhelmingly identified that as the most convincing reason to complete the census.”⁸¹ In addition, they found that the “young parents repeatedly identified Facebook (e.g., banner ads) and Instagram as mechanisms for getting their attention and local news broadcasts were primary sources used by older family members.”⁸²

In the Bronx, Khadim Niang from African Communities Together explained that WhatsApp is a social media platform many immigrants use to stay connected, and how easily misconceptions can be spread on the platform without organizations doing work to combat falsehoods.⁸³ Therefore, using these popular forms of communication to reach hard-to-count populations is key.

The State must be strategic in its outreach and design marketing strategies around specific targeted groups. For instance: social media is a major source of news and information for young people, which could be helpful targeting parents of children under 5. Yet social media postings may not resonate with as many people ages 65 and over and rural audiences.⁸⁴ In addition, the language diversity of New York makes it necessary for advertising and informational campaigns to be in many languages. For instance, the Asian American Advertising Federation suggests that, “Most Asian American viewers consume non-English news, weather, sports, and entertainment programming on free local TV and radio stations from local broadcasters, since these platforms provide an authentic cultural connection.”⁸⁵ Many speakers from community groups at the Commission hearings offered translation services for some of the languages that the Census Bureau is not going to be translating; the State could engage these groups its messaging campaigns. Language access will be described in more detail later in this report.

The exact messaging as to why the Census matters is critical. One of the key reasons often given on why New Yorkers should complete the Census is that the State could lose federal representation. However, this does not appear to be a very motivating message without additional consideration of the consequences of losing political representation, including potential loss of funding. When put in that proper context, it resonated. Nearly all of the testimony submitted to the Complete Count Commission involves the impact of federal funds to the community. The ability to drill down to potential funding losses at the community level could be a powerful messaging tool.⁸⁶

Based on this, outreach plans should have two major components:

1. Explain the importance of the Census and why it matters for that community;
2. Followed by a call-to-action to complete the Census.

The State should work with public radio, television stations, broadband providers, and other partners across New York State to obtain free census-related programming including news, opinion and community forum programming. In addition, the State's investment in advertising should be focused on social and special-targeted media outlets that are frequented by hard-to-count populations. This campaign should include a toolkit of materials for partner use and highly visible advertisements in print, digital, and social media targeting hard-to-count households.

Recommendation **B2**

The State should target support to communities with high percentages of no internet service or lacking digital literacy.

Because the 2020 Census is the first to direct households to complete their questionnaire online, it will be critical to ensure that all New Yorkers have access to the internet. Fortunately, there has been considerable progress in expanding internet access in New York State. In 2015, Governor Cuomo launched the New NY Broadband Program, making a \$500 million State investment – the nation's largest state investment for broadband expansion -- to leverage \$1.4 billion from the private sector. Nearly 90 percent of all funding has been awarded to projects that will address underserved areas of the State, connecting these locations for the first time.⁸⁷ In addition, State grants were specifically targeted toward underserved communities, libraries, and educational opportunity centers.⁸⁸

Although New York has invested more in expanding broadband access than any other state, roughly 14 percent of households reported lacking internet access entirely or relying solely upon dial-up access based on American Community Survey results for 2017.⁸⁹

It is incumbent upon the state to close the digital divide for the 2020 census. Therefore, the State should open existing public sector computer facilities to the public for the Census. For example, SUNY Empire State College will open dozens of computer labs across the State for members of the public to complete the census.⁹⁰ There are 64 colleges in the State University of New York (SUNY) system, 17 colleges in the City University of New York system, and more than 100 independent colleges in New York. Representatives from each sector testified that they would be willing and able participants in the census process.

The Commission recommends that the State work with other campuses in the SUNY and CUNY systems and private independent schools to ensure they follow SUNY Empire State's lead in opening these facilities to the public, and the State must ensure that other similar existing facilities are also available for the Census.

Similarly, the New York State Department of Labor plans to open dozens of computer labs across the State for the Census as well. Other State agencies should be compelled to follow suit.

The State's extensive library system represents yet another source of free internet access for the public. Commissioner and State Librarian Lauren Moore has suggested that the more than 1,300 local libraries fill this important role as well. As testimony from the Mid-Hudson Library Systems stated, "some people call libraries the Swiss Army knives of their communities."⁹¹ This flexibility means libraries are community spaces that are well-suited to being centers of 2020 Census outreach and assistance. Like higher education, New York State's libraries are uniquely positioned to reach hard-to-count populations. In addition, libraries are located in or near some of the hardest to reach communities. According to the CUNY Mapping Center, 99 percent of the hard to reach communities are located within five miles of a public library, and 73 percent are located within one mile.⁹² In a recent poll, 25 percent of people who earn less than \$25,000 per year responded that they use the public library as their primary internet access point.⁹³



Not only are libraries located in virtually every community around the State, but recent research has found that public libraries are an important and trusted point of public participation. Pew Research has found that 90 percent of Americans view their public library to be a safe place.⁹⁴ Finally, libraries have a successful history of participation in the census process. The libraries provide tax preparation assistance to people without internet access or older adults with little familiarity with internet forms. According to testimony at the Census Complete Count Commission, during the 2010 Census, libraries hosted more than 6,000 official Census outreach sites.⁹⁵

Overall, the Commission recommends that the State marshal whatever resources are at its own disposal and the disposal of trusted institutions toward making the internet as accessible as possible where internet access is known to be lacking. Commission staff analysis based on publicly available data allows those areas most in need to be readily identified.

Recommendation B3

The State should expand existing translation and printing services to assist in developing materials and messaging for the Census.

Given New York is second only to California in the percentage of foreign-born residents, being able to communicate in a household's primary language is critical to meeting our constitutional obligation to count every resident. Many spoke at our hearings to the diverse quilt of people and cultures that flourish in New York. However, the Census Bureau is providing translational services for only a fraction for the more than 200 languages spoken in New York. Therefore, the State must coordinate the expansion of translation services for census-related materials.

For example, the state's existing contract with LanguageLine allows participating agencies to provide translation assistance in more than 200 languages, and employees are trained in using this service to effectively communicate with non-English speaking New Yorkers. This service, or one with a similar breadth of languages, should be utilized and the state should coordinate these efforts with other local partners in order to fill the potential language access gaps.

Recommendation B4

Given the damage done by the federal government’s attempted weaponization of the Census with the citizenship question controversy, the State needs to build trust with immigrant communities to complete the Census.

The citizenship question controversy created an atmosphere of fear in many immigrant communities, and with nearly a quarter of New York’s residents being foreign-born, the controversy could still have a chilling effect on these communities. The Commission strongly condemned the activities of the federal government on this point stating,

We agree with the U.S. Supreme Court that the Trump administration’s explanation for including the citizenship question was contrived. The administration’s real motivation was to suppress the count of certain groups. While this decision is a victory for New York State as the citizenship question is off the census for now, given that this decision is complex and that the case is being sent back for further consideration, there will remain confusion and a potential chilling effect in many of our communities across New York State.

The Complete Count Commission will not rest. We have heard from hundreds of individuals at hearings across the State who must be counted in the census. We will continue our work to make sure every resident of New York State is counted, regardless of this case’s ultimate outcome.

The proper role of government is to do everything in its power to ensure a complete and accurate census count. The Department of Commerce should abandon its desire to weaponize the census process and instead focus on their constitutional obligation to count every person across the country.⁹⁶

Thankfully, New York and communities across the State have strong institutions and local organizations that support foreign-born populations. These organizations should be part of the effort to count every New York resident for the 2020 Census. For example, the New York State Department of State’s Office for New Americans⁹⁷ will support foreign-born communities to fully complete the census. Commission member and Commissioner of New York City’s Office of Immigrant Affairs, Bitta Mostofi has offered the same of her office. Likewise, the Commission has heard from other organizations, including the Mohawk Valley Resource Center for Refugees and City of Buffalo Office of New Americans, that have been working directly with these communities.

Documents that emerged during the court proceedings surrounding New York’s legal challenge over the citizenship question suggested that Trump Administration officials had privately discussed misusing decennial census data to personally identify Americans, particularly foreign-born residents.⁹⁸ This would have constituted an illegal action. Title 13 of the U.S. Code protects Census data from misuse, including by the federal government. It bars Census Bureau officials from publishing any information that would allow the personal identification of any respondent. It also protects individuals by barring government agencies, such as Immigration and Customs Enforcement (ICE) from accessing individual Census responses. The penalties for violating Title 13 are substantial: violators can be fined up to \$250,000 and/or sentenced to up to five years in prison for each violation.

Should there be such gross misuse of census data, programs like the State’s Liberty Defense Project (LDP) should be mobilized to protect these vulnerable residents. The LDP is a public-private partnership that ensures that immigrants, regardless of immigration status, receive all of the protections that the law affords them. As of April 2019, the LDP has provided more than 30,000 vital legal services to immigrants and communities in need—particularly those who have been targeted by federal immigration enforcement tactics, including those in the Deferred Action for Early Childhood Arrivals (DACA) program or those in Temporary Protected Status (TPS). The FY 2020 State Budget included \$10 million to support the expansion of the Liberty Defense Project.

The Liberty Defense Project provides:

- Free legal consultations and screenings for immigrants throughout New York.
- Direct representation to immigrants in deportation proceedings as well as other cases. One quarter of the immigrants in New York-based detention who have been provided with deportation defense representation under the LDP have been released and reunited with their families in their communities, where they are better positioned to receive continued legal assistance to prepare their cases in the hopes of finding long-term relief.
- Assistance with other immigration legal services, particularly for complex matters.
- Know Your Rights trainings for immigrants and the community at large.

The Liberty Defense Project includes volunteer and donated time from law firms and attorneys, as well as partnerships with seven major partners and their networks of community and legal support. These partners include the Asian American Federation, Catholic Charities of the Archdiocese of New York, Empire Justice Center, Hispanic Federation, Northern Manhattan Coalition for Immigrant Rights, New York Immigration Coalition and the Vera Institute of Justice. Many of these groups submitted testimony describing the fear within many communities surrounding the misuse of the census. For example, the Asian American Federation testified that Asians can be expected to have among the lowest rates of self-response of any ethnic group, and that the “historic use of Census data for the internment of Japanese Americans, despite being addressed post-war by stronger laws prohibiting the sharing of personal Census data, continue to resonate with Asians.”⁹⁹

Recommendation **B5**

The State should coordinate complete count efforts with organizations that support New Yorkers who live in group living arrangements.

In 2010, more than 585,000 New Yorkers lived in group quarters.¹⁰⁰ In general, the group quarters consist of unrelated individuals living together in a shared facility or service. The Group quarters population includes college dormitories, nursing homes, correctional facilities, military installations, and housing shelters. The largest population in group quarters is college students with nearly 219,000 in 2010, followed by 116,000 New Yorkers in skilled nursing/nursing facilities.¹⁰¹

The student group quarter population can pose unique challenges for the census. First there is a question of where the students should be counted as residents—as part of their family’s residence or as dormitory residents. The policy of the Census Bureau is that college students are counted residing in their on- or off-campus dwelling. The accurate count of college students can make a sizeable difference. As stated in the testimony from the Buffalo State College Civic Engagement Office, Northwestern University reached a 98 percent response rate in the 2010 Census, resulting in an additional \$4.3 billion directed towards Chicago in the last decade.¹⁰² Northwestern illuminated some of the strategies the University used towards increasing the Census participation rate, from awarding cash prizes to residence halls and fraternity and sorority houses for the highest participation rates to hiring students to assist Census enumerators.¹⁰³

The Census Bureau counts group quarters differently than individual households. Generally, these facilities will be asked to submit a file to the Census Bureau that includes the required information on all the facility’s residents, but the process can vary across facilities. The Bureau will contact each group quarter facility in the country in early 2020 to verify the facility administrator’s contact information and determine the best way to count the facility.

A significant change in the 2020 census is the option for group quarter facilities to self-enumerate: in this option, facility staff will provide the census forms to residents, which are then completed by residents. Then, a Census Bureau staff member will visit the facility to collect the forms and ensure they've been completed correctly. In 2010, this option only existed for medical facilities and correctional facilities.¹⁰⁴ However, for 2020 this option will also be offered to other facilities where the Bureau believes that an in-person enumeration procedure would create privacy concerns or disrupt ongoing operations. When the Census Bureau contacts the group quarter administrator in early 2020 before the count begins, they will help the administrator determine the best method of enumeration for the facility.

It is critical that organizations managing group quarters facilities, like colleges, hospitals, and other organizations, are aware of this process and anticipate the contact in early 2020. The Commission recommends the State work with organizations like the Council of Independent Colleges and Universities, SUNY, CUNY, associations of nursing homes and hospitals, and other similar organizations to ensure that all group quarters in the State anticipate contact from the Census Bureau in early 2020 and understand the obligation group quarters administrators have to ensure their facility residents are counted. If necessary, the State should train group quarters administrators to help them prepare for the 2020 enumeration.

Recommendation B6

The State should ensure a complete count of persons experiencing homelessness.

The Census Bureau has identified persons experiencing homeless as at a risk of significant undercount. In general, Census rule-making states that a person (whether experiencing homelessness due to domestic violence, natural disaster, or other reasons) should be counted as residing where they live “most of the time.”¹⁰⁵ However, this can still be a complicated question for many people experiencing homelessness. The Census Bureau recommends that for people whose usual residence cannot be determined, that they are counted where they are on Census Day (April 1, 2020).

The Census Bureau’s plan for counting the homeless population at shelters and other temporary living locations is via service-based enumeration, where a Census Bureau worker makes arrangements with a homeless shelter, soup kitchen, or specific non-sheltered locations. At these locations, people who use the service on a specific day are counted in order to get a more accurate count of people experiencing homelessness. Administrators of these facilities will be contacted by the Census Bureau for the service-based enumeration process.

A national study on the homeless by the U.S. Department of Housing and Urban Development found that, “about two-thirds (65 percent) were staying in sheltered locations—emergency shelters or transitional housing programs—and about one-third (35 percent) were in unsheltered locations such as on the street, in abandoned buildings, or in other places not suitable for human habitation.”¹⁰⁶ Of the New York population, they found 3,000 were unaccompanied youth (18-24), 1,200 were veterans, and 16,368 were families.¹⁰⁷ The unaccompanied youth are of particular concern, because a higher percentage of unaccompanied youth were unsheltered than the overall homeless population.¹⁰⁸ The State must make sure that community-based organizations that work with unaccompanied minors, or runaway and homeless youth at risk of being unsheltered, are aware of and able to communicate to them the importance of the census.

As reported to the State Education Department, homeless children were reported in all but one of the State’s 62 counties.¹⁰⁹ As data from the New York State Education Department suggests, the State’s homeless student population, they are at significant risk of being undercounted. Nearly two thirds of homeless K-12 students in New York State indicated that their primary nighttime residence is “doubled-up” that is, temporarily staying with friends or relatives.¹¹⁰ There is a difference between the number reported over the course of the school year versus a point-in-time count for one night. In addition, the HUD point-in-time data would not include “doubled-up families.”

The doubled-up population is unlikely to be counted via service-based-enumeration as they are in private family homes. This is of considerable concern in some regions. Although two-thirds of the homeless student population in New York State are doubled-up, it is far more than that in several regions of the State. There are two counties (Delaware and Lewis) where 98 percent of the homeless students are doubled-up, and there are an additional eight counties where more than 90 percent of the homeless students are in similar situations. Only in Schenectady, New York, Kings and Bronx Counties are more than one-third of the homeless student population in shelters. Thus, especially in the more rural regions of the State, service-based enumeration will not capture a true count of this population.

A large doubled-up population can have serious effects on the undercount, especially for vulnerable persons. For example, in examining the undercount of children under the age of 5, it appears that in 46 percent of the cases, the entire family was missed.¹¹¹ According to the CDC, nearly one third of all women with children had their second child within three years of the first.¹¹² Based on data from the State Education Department, nearly one-third of homeless children in pre-kindergarten through grade 2, which means that for many homeless families with children under 5, there may be an older sibling enrolled in one of the early grades.

According to guidance from the Census Bureau, these students would be considered “visitors” on Census Day and would be 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. Thus, the majority of these students should be counted based on where they spend the night of April 1, 2020. However, there is often confusion whether to count temporary visitors on the Census form. Under federal and State law, all schools must designate a staff member as a “McKinney-Vento liaison” who is responsible for helping students in temporary housing and their families access resources available to them and ensure that their rights are protected.

The Commission recommends that the State work with the school districts and the McKinney-Vento liaisons to ensure that census information will reach the families of homeless students so that they will be counted on Census Day.

Although adults do not have McKinney-Vento liaisons, the State should work with the Office of Temporary and Disability Assistance (OTDA) and community partners that support homeless individuals, veterans, and families to ensure that there is explicit communication regarding whether they should be counted during the service-based enumeration or counted as visitors on Census day. When available, the State should publish what the census form will look like, especially regarding the questions pertaining to visitors on Census day.



Recommendation B7***The State should implement a consumer protection program aimed at cyber-security protections and at alerting the public to fraud and scams.***

The 2020 Census is the first in which most households will complete their questionnaire online. The Bureau has also moved much of its field data collection to online systems.¹¹³ While these innovations may make the count more successful, they also introduce risk of census data being compromised. Additionally, the computers that are used at libraries, Department of Labor Career Centers, SUNY Campuses, or other Census Assistance Centers are attractive targets for individuals wishing to illegally obtain census information. The Commission stresses: We want to stress that the Commission has not been made aware of any alleged cyber-attack. This is simply precautionary. As Commissioner Andrew Beveridge repeatedly stated throughout this process, the online submission form is secure and more private than many of society's most popular social media sites, where individuals often freely give away more personal information.

However, the extra precaution is warranted. The State should develop and implement cyber security procedures for New York State and best practices for State partners including local governments, libraries and not-for-profit agencies. This could be done by the Office of Information Technology Services to ensure that all Census Assistance Centers managed by New York State consistently implement such procedures. The Governor's Cyber Security Advisory Board should continue to monitor the 2020 census proceedings and work with the Complete Count Commission to ensure that all New Yorkers' data are safe from malicious hacking.

In addition, the Commission heard testimony of other potential scams where individuals receive mailings designed to look like official census materials and seeking personal information. The Commission recommends the State establish a process for residents to file complaints in these situations. The New York State Division of Consumer Protection ("DCP"), which fields thousands of consumer complaints each year, can alert the public to frauds and scams related to the 2020 Census. DCP is housed within the New York State Department of State and regularly issues scam alerts on a variety of issues that affect consumers. DCP will serve as central location within New York State to which census related scams are referred and addressed. DCP should deliver appropriate warnings and alerts to the public and stakeholders (including the more than 100 complete count committees that have formed in New York State) through its website, social media and email systems.



Recommendation B8

The State should coordinate existing labor pools to support census hiring.

As the Census Bureau seeks to hire 40,000 temporary Census employees (most to be hired in early 2020 as enumerators), New York State should work with its partners to educate the public at large about employment opportunities and support recruitment efforts across the state. With unemployment rates in New York State at or near historically low levels and the existence of roadblocks preventing the hiring of certain individuals by the federal government, it will be particularly difficult to achieve these hiring goals. Yet a full Census Bureau field force remains critical to the Census Bureau’s Non-Response Follow-Up efforts and to a full count in New York. The Census Bureau has had difficulty hiring staff, particularly the critical partnership staff who will help support Complete Count Committees and the bilingual staff who will help ensure immigrant and non-English speaking responses.¹¹⁴

The State should mobilize its job placement services, particularly in the New York State Department of Labor’s network of Workforce Investment Boards, and in the Social Service Districts in each county to encourage individuals to seek these employment opportunities. Other networks should also be activated in colleges, high schools (for students who will turn 18 in the first part of 2020), labor unions, retiree associations, human service agencies, service clubs and complete count committees. Census workers will develop marketable job skills, build a stronger resume and increase household income while also contributing to the likelihood of achieving a complete count.

Because the Census Bureau has failed to secure a waiver for New York that would allow it to hire noncitizens for Census jobs, it is failing to meet its recruitment goals for temporary Census positions. The State should still encourage noncitizens to apply for these jobs in the event such a waiver is granted. The State must leverage labor pools, such as students attending SUNY and CUNY and visitors to Department of Labor Career Centers, and ensure they apply for these positions.

New York State should work to expand the pool of eligible candidates for employment. It is important that the Census Bureau be able to hire persons from all parts of the State who have needed language skills and cultural sensitivities and can be trusted voices in their communities.

The State can take other actions to expand the pool of potential Census workers. On March 8, 2019 the United States Department of Agriculture issued a memorandum indicating that the Food and Nutrition Service had made a decision “to offer state agencies the opportunity to participate in a demonstration project to exclude earned income from temporary employment in the 2020 Census” from the calculation of SNAP benefits. The USDA memo goes on to explain the project further:



The demonstration project is intended to help ease program administration by aligning SNAP policy with TANF and Medicaid policies. Excluding earned income of temporary census employees assists the Census Bureau with staff recruitment and retention while allowing individuals with limited or no employment history to gain valuable work experience without a reduction in SNAP benefits. Similar demonstration projects were conducted in 2000 and 2010. Participation in the demonstration program is optional for states.¹¹⁵

On February 11, 2019 the United States Administration for Children & Families issued a communication stating in part that “The Office of Family Assistance encourages states and tribes to disregard income that TANF recipients receive as census employees in TANF calculations. Doing so would mean TANF recipients continue to receive TANF without reduction while helping the Census Bureau and gaining work experience.”¹¹⁶

New York State agencies opted to take full advantage of the authority to waive Census Bureau-derived temporary income and issued directives to all county social services districts that such income shall be excluded from eligibility and benefit determinations for all programs for which waivers have been authorized. The waivers apply to eligibility and benefit level determinations of the Temporary Assistance (TA), Supplemental Nutrition Assistance (SNAP), Home Energy Assistance (HEAP) and Medicaid programs. This determination took effect on May 1, 2019.¹¹⁷ New York State took similar actions in 2000¹¹⁸ and 2010.¹¹⁹

The Commission lauds New York State for once again taking this proactive step. To build on this success the Commission recommends the following be included in efforts to publicize these income waivers:

1. The Office of Temporary and Disability Assistance and the New York State Department of Health should proactively work to inform all social services districts and all line workers of the waivers by holding webinars and issuing guidance to employees and providers;
2. The New York State Association of Counties should communicate information about these waivers to the leadership of New York’s 62 counties;
3. All Department of Labor Career Centers should be informed of the waivers and have applicable information available to the public;
4. All colleges and universities should be informed of the waivers and make applicable information available to students;
5. All other types of employment and training centers should be informed of the waivers and have information available;
6. All complete count committees should be informed of the waivers; and
7. Information about the waivers should be included in messaging campaigns aimed at the general public.

Recommendation **B9**

The State should ensure a robust Statewide response, at both the State and local level, to Census Bureau geographic programs conducted to improve the Master Address File.

The Census Bureau will continue to conduct geographic programs aimed at improving the quality of the Master Address File used to identify housing units that are eligible to respond to the Census questionnaire. New York State’s strong showing in the geographic programs leading up to this point, particularly LUCA, must be followed with State and local participation in the LUCA appeals and “New Construction” programs.

New York led the nation in its participation in the Census Bureau’s LUCA program. More than 450 governments across the State registered to participate, and New York was the only large state in which at least two levels of government were reviewing every single census block in the State for missing residential addresses. Beginning fall 2019, the Census Bureau will provide feedback to all LUCA participants on the results of the LUCA submissions. New York State should mount vigorous appeals to any rejections that should be included in the Master Address File and should support local governments as they conduct their own appeals. Participants will have 45 days after the receipt of LUCA feedback to submit appeals, so State assistance in preparing for appeals is critical to responding in a timely manner.

In addition, the Census Bureau’s “New Construction” program is the last chance state and local governments will have to submit residential addresses to the Census Bureau before the 2020 enumeration. The “New Construction” program is for residences where construction was in progress during or after March 1, 2018 and completion is expected by Census Day, April 1, 2020. The Census Bureau listed 1,577 governments in New York State eligible to participate in the program. This new construction option is important for New York, as construction is ongoing. According to the Council for Tall Buildings and Urban Habitat, New York City is anticipated to complete six new residential buildings over 800 feet tall in 2019.¹²⁰

The Commission recommends that the State’s response to this program be robust and include all residential housing units and group quarters constructed or converted between March 2018 and April 2020. This effort will involve work with local governments that issue most building permits and certificates of occupancy. In addition, the State should obtain and submit information about all State-sponsored facilities where the State itself issued the construction documents including, but not limited to the Dormitory Authority and the Division of Homes and Community Renewal. The State should also submit new construction information on behalf of local governments that did not register with the Census Bureau for the “New Construction” program and thus cannot directly submit information about any new construction that may have occurred in their municipality.

This work to find missing residential addresses must continue. New York State must vigorously defend its LUCA submission, submit rigorous new construction records, and help local governments do the same.



PART C. THE VEHICLES THE STATE SHOULD USE TO ACHIEVE A COMPLETE CENSUS COUNT.

Section A focused on the communities most at-risk and the individualized needs in each region of the State. Section B focused on what specific actions must be undertaken in order to achieve a complete count. This section recommends how New York State should assist local complete count initiatives in communities without resources and capacity.

Recommendation C1***The State should assist in the formation of local complete count committees and support them in developing and executing localized plans.***

The engagement of local complete count committees will be key to the success of many of the recommendations in this report. As the Commission has heard at its hearings, the work of local complete count committees is invaluable in spreading the word about the 2020 Census. These committees incorporate all local stakeholders into outreach and public education efforts surrounding the count, and they must be supported. The Commission must work to spur the formation of such committees in corners of the State where they have not yet formed. In areas with established local committees, the Commission must continue to support their ongoing work however possible.

Many local governments, particularly counties, have formed or are in the process of forming complete count committees. These bodies are the major vehicle for planning and implementing local, targeted efforts that address the special needs of each community. Successful complete count committees include a diverse range of organizations and have representation from each major racial or ethnic group within the community, as well as representatives from other hard-to-count groups. These committees will motivate their community to self-respond; educate the public about the importance of the census; inform their community of census activities and timelines; involve the community in awareness activities; and, ultimately, increase the response rate to the 2020 Census.

The City of Albany has formed a Complete Count Committee with the stated purpose of getting Albany's count to beyond 100,000. Currently the city is counted at 98,800, which is a presumed undercount. A count of more than 100,000 would open the city to new levels of federal funding. Albany's Complete Count Committee is partnering with the Albany City School District and Albany Public Library.¹²¹ At one of the Census Commission hearings, Laura Curran, the County Executive of Nassau County, shared that Nassau County is among the top five hardest-to-count counties in the State, which is what led her to creating Nassau County's Complete Count Committee in February.¹²²

Local governments hosting complete count committees are one of the best ways to ensure a complete count. New Yorkers need to know how to get involved and what is happening in their community. In Massachusetts, on the State Government's website, there is a map of the State with contact information for existing local complete count committees and, if a locality does not currently have one registered, information about how to form one.¹²³ The formation of local complete count committees should be encouraged by New York State and supported with tool kits and examples of best practices.

In addition, the State should encourage town, city, and village clerk's offices to become well-versed in the census and, where possible, to have computers available for on-the-spot enumeration. In many upstate communities, clerks are the best source of information for residents. Empowering these public servants to assist residents directly will improve the count. The State should continue to work with local municipal stakeholders to ensure that local governments can and will support census outreach.

Recommendation C2***The State should maximize the use of trusted voices, especially in communities at risk of an undercount.***

There are many key stakeholders outside State government who can make significant contributions to Census efforts. The State should collaborate with private business and their associations, service organizations, healthcare organizations, organized labor, faith-based organizations and other key stakeholders to amplify Census messaging, especially in communities where mistrust of government is high.

Engaging with these key stakeholders will be immeasurably important as experts have emphasized the use of credible messengers and trusted community voices. However, who is considered a trusted messenger may vary depending on the community. For instance, the Council on Children and Families completed focus groups with the parents of children enrolled in Head Start and Migrant Head Start programs. During these focus groups, they found that “commonly cited messengers who participants felt could be trusted included physicians, pastors, local elected officials and early education teachers.”¹²⁴ Many of the messengers cited are key stakeholders beyond the scope of government agencies, individual messengers or community groups, such as private businesses or governmental adjacent groups.

The State should leverage its existing relationships and partnerships within the private sector to communicate the importance of the census. For example, Empire State Development (ESD) should have the Regional Economic Development Councils and their members spread information to their constituencies. Welcome Centers and other ESD facilities could include digital messaging on the census. By either requiring awardee participation or by soliciting volunteer participation, ESD should use partnerships to distribute census information at private facilities including hotels, campgrounds, ski resorts, *Playbill*, storefronts, and more.

The critical importance of trusted voices or trusted messengers was echoed at the Commission meetings with most advocates indicating that this approach was the one they favored. As Shelly Callahan, Executive Director of the Mohawk Valley Center for Refugees stated at during the Commission’s Utica hearing, “[A] Trusted Source? Absolutely. I can’t stress that enough.”¹²⁵

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*The current wave of racism, deportations, and White Nationalism has instilled fear in many communities. This fear constrains people from opening their doors and speaking frankly about the members of their households. The best approach is for New York State to partner with trusted local organizations...to use their preexisting community networks to teach about this essential issue.*¹²⁶

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~ NAACP Chapter in Ellenville, NY

These sentiments were repeatedly mentioned in every hearing and testimony given to the Commission. Trusted partners range from an individual’s place of worship, to a family’s physician, to a local neighborhood association.

The Commission recommends that these key stakeholders have specific outreach plans based on the needs of their populations. For instance, for the Asian-American population, a local chamber of commerce may be a key stakeholder, especially as Census research suggests, “that the number of businesses owned by Asian Americans grew by 24 percent between 2007 and 2012 and saw the highest percentage sales increase among businesses owned by any population segment.”¹²⁷ This was echoed in testimony shared at a Commission hearing from Asian Americans For Equality: “AAFE plans to engage with small business owners through our affiliate Renaissance Economic Development and more than 20,000 community members who access...social service programs each year.”¹²⁸

For key stakeholders that serve families with very young children (including doctor’s offices, daycares and nursery schools), targeted outreach plans should meet some of the challenges identified with the children under 5 undercount. For instance, the Census Bureau recommends that when discussing the census, the messaging be, “all adults, children, and babies living or staying at this address,”¹²⁹ as opposed to “everyone” to highlight the inclusion of very young children.

Some partners have already begun to use trusted voices to communicate the importance of the census to vulnerable populations. The Healthcare Association of New York State recently created an online tool which will allow hospitals to identify hard-to-count communities within their market areas.¹³⁰ This is an excellent example of a way in which trusted voices can be connected to hard-to-count communities. The tool will allow hospitals to identify specific neighborhoods or areas and ensure that people within these communities are counted.

“

Everywhere I go—whether it’s the gas station and someone’s filling my gas, whether it’s the bank, whether I’m in line at [the drug store]—everywhere I go I talk to people about the census. [We] have to all be ambassadors. So, it’s about finding those trusted influencers—those messengers—coming up with things like “Census Sunday” at our churches, so that not only are you building an army, but you’re building momentum, and you’re creating a culture that says ‘Filling out the Census is the most important thing you can do’¹³¹

—Rebecca Sanin of the Long Island Health and Welfare Council

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In addition, relationships with child and family organizations through the Council on Children and Families and with schools through the New York State Department of Education can be leveraged to ensure that these organizations understand the importance of the Census and are engaged with their local complete count committee. Cate Bohn from the Council on Children and Families testified to the Commission how their relationships were helpful in ensuring local governments were engaged in LUCA, and they should continue these efforts.¹³²

The Commission recommends that the State’s efforts do just that: identify and activate trusted voices from a wide array of sectors and communities and create a culture of census participation. Commissioner Karim Camara has spoken to the importance of faith-based institutions to providing valuable reassurance of the importance of the census. Commissioner Roberta Reardon spoke to the importance of labor leaders and organizations helping not only to organize, but to reinforcing the need to complete the census. Faith leaders, government leaders, business leaders and other community leaders in hard-to-count communities must be leveraged across the State to encourage households to complete their 2020 census questionnaire. This approach should include print and electronic media and social media outlets where they are considered a source of reliable and trustworthy information and opinion.



Recommendation C3

All relevant State entities, particularly those entities that regularly assist hard-to-count communities, should develop outreach plans to encourage and assist all New Yorkers to be enumerated.

New York State’s executive agencies are well-equipped to perform outreach to New Yorkers. The plan presented to the Commission by the Department of Labor (DOL) should serve as an example for other agencies.

Members of the public interact with many New York State government agencies on a regular basis. For example, the Department of Motor Vehicles had 12 million visits in 2018 and had 19.5 million interactions with New Yorkers through its website. The Department of Labor reaches more than 9 million workers and 550,000 businesses, serves more than 500,000 New Yorkers at the Regional Career Centers, and has 96 offices across the State. On April 26, 2019, Commissioner Roberta Reardon of the DOL presented to the Commission their comprehensive plan to support outreach and assistance for a complete count.

Some of the activities outlined in DOL’s plan include:

- DOL will open all 96 Career Centers as census assistance centers, where members of the public can securely complete their 2020 Census questionnaire online;
- Career Centers will have Census information displayed on TV monitors in the waiting room and posters and handouts in multiple languages will be prominently displayed;
- Career Center staff have already begun to advertise Census Bureau job postings. Census Bureau jobs for the 2020 Census have already been promoted at more than 100 job fairs and other recruiting events hosted by DOL in every region of the State. DOL staff will continue to promote Census employment opportunities across the State;
- The department has also opened its facilities to the Census Bureau for use in new employee training;
- DOL will post highly visible census information on its website and social media. Posts will be in multiple languages and will encourage viral sharing;
- DOL will pursue earned media in regional publications and op-eds in major newspapers across the State;
- DOL uses LanguageLine phone interpreters to supplement its in-person bilingual staff. Services are available in approximately 200 languages, and frontline staff are trained to connect non-English speaking customers with the appropriate translator;
- Periodic internal messages to all staff re-affirming the importance of being counted and spreading the word in their own communities;
- DOL’s intranet and monthly staff newsletter will include information about the 2020 Census;
- DOL will also implement a “Get Counted” banner for email signatures.¹³³

DOL’s robust plan identifies ways the agency can use its resources to help support a complete count. Every State agency should consider how they can devote resources to this effort. For example, agencies should consider putting a reminder about the Census in official email signatures. Agencies that primarily serve a specific constituency can target their efforts to that population. The Division of Veteran Affairs should incorporate census messaging into their presentations at outreach events, such as Veterans Day activities across New York State.

Agency Commissioners, who are very credible messengers, should submit op-eds in relevant publications that amplify census messaging. In addition, State agencies should incorporate census work into public events. For instance, the New York State Division of Homeland Security and Emergency Services (DHSES) conducts Citizen Preparedness Corps trainings with the New York State Division of

Military and Naval Affairs (DMNA) in various locations across the State. Information should be handed out with emergency preparedness information when individuals arrive for the classes (in multiple languages as appropriate). Approximately 33,000 individuals attend these events throughout the year (April 2018-March 2019).

Another example is the role of the State Education Department (SED). SED is responsible for overseeing over 700 school districts in the State, serving more than 2.6 million children in public schools¹³⁴ and therefore should implement a comprehensive census outreach plan, particularly around students from hard-to-count communities. As said by the President of the Nassau-Suffolk School Board Association during a Complete Count hearing, “our schools interact with and serve a large portion of the hidden-from-official-view population that the Census must reach.”¹³⁵

For example, for Federal Fiscal Year 2019, Suffolk County is among the 10 counties with the greatest number of unaccompanied minor alien children that have been released to sponsors in the country.¹³⁶ This vulnerable population is likely to be undercounted, and some of their only interactions with State government agencies are through schools.

Similarly, the largest population of people living in group quarters in New York live in college dormitories, but there are many college students who do not live in dorms. For the 2017-18 academic year, SUNY had nearly 225,000 students enrolled at State-operated campuses and an additional 200,000 students enrolled at community colleges.¹³⁷ In the fall of 2018, there were nearly 275,000 students enrolled in CUNY.¹³⁸ The State must collaborate with these university systems to ensure that these nearly 700,000 students are counted.

In addition to the correct enumeration of students, universities play a large role in their communities, many as major employers as well as through direct community engagement. As stated in testimony from Buffalo State College’s Civic and Community Engagement office, the school has partnerships with the City of Buffalo and more than 100 nonprofits, including those working with senior, homeless, and formerly incarcerated populations.¹³⁹ CUNY Graduate Center shared with the Commission their hard-to-count mapping tool, which can be used to help prioritize outreach strategies.¹⁴⁰ The State’s higher education institutions offer a vast array of research expertise, community networks and serve as a touch point for millions of New Yorkers.

Therefore, the Commission recommends all relevant State entities implement comprehensive plans to ensure a complete census count.

Recommendation **C4**

The State should strategically collaborate with the philanthropic community and local organizations.

The philanthropic community in New York State is uniquely positioned to be effective advocates for a complete count. Foundations have extensive, well-developed relationships in their communities with partners from government, nonprofit service providers, education, business, and donors.¹⁴¹ The combination of those relationships with experience funding census outreach and education efforts in the 2010 cycle has created the potential for extremely productive collaboration in the 2020 cycle. New York State should work with the philanthropy community to leverage its experience and relationships in order to maximize the impact of resources from all parties.

During the 2010 Census cycle, foundations in New York City and Long Island recognized the need to invest in complete count activities among historically undercounted communities. The Census Funders Initiative, housed at the New York Community Trust (NYCT), made grants totaling \$605,000 to support the efforts of 37 organizations in New York City.¹⁴² The funded activities included community organizing events, development of outreach materials, advertising in local media, staff training and other outreach activities.¹⁴³ The NYCT reported a 3 percent increase in participation rates across New York City and an average 5 percent increase in the targeted neighborhoods.¹⁴⁴



At the same time, the Long Island Community Foundation (LICF) organized their own Count Me In initiative. This Island-wide collaboration raised \$335,000 for grantmaking purposes and partnered with the Nassau County Executive to establish the Nassau County Complete Count Committee. Eight members of the Complete Count Committee also contributed in-kind services to the collective efforts, which included door knocking and phone banking, holding census-themed events and distributing informational materials at community events. The investments were made in 23 census tracts on Long Island, which saw an average 4.4 percent increase in participation rates over 2000 results. Participation in the Count Me In initiative was minimal to nonexistent in eight additional census tracts that saw an average 7.4 percent decrease in response rates.¹⁴⁵

When NYCT and LICF evaluated their 2010 programs, they agreed that their greatest successes resulted from collaboration between philanthropy, local government, and other stakeholders because it ensured a coordinated effort.¹⁴⁶ The deployment of resources through local community organizations that were already trusted voices in the community was essential for effective delivery of messaging. The NYCT and LICF recognized the importance of this work to the entire State, not just Long Island, and agreed to partner on a Statewide grant program for Census 2020.

The New York State Census Equity Fund has raised \$2.3 million to date, with a goal of raising \$3 million total for grantmaking. The Equity Fund is expected to leverage existing relationships and the convening power of foundations across the State to mobilize community and grassroots groups. Round 1 grants totaling \$500,000 were awarded in May 2019 for projects encompassing training of community organizations, identifying and training local and ethnic media outlets, strengthening digital access to the census, and developing toolkits and materials for use by complete count committees across the State.¹⁴⁷ The grantmaking process for Round 2 began in late summer 2019, during which approximately \$1.2 million is expected to be distributed to support education, outreach, and get-out-the-count efforts.

The New York State Census Equity Fund is relying upon a strategy developed by the Rockefeller Institute of Government. This strategy recommends supporting organizations and efforts helping hard-to-count communities, using Rockefeller's *At Risk Communities Index* to prioritize grant awards. Recommended activities include expanding internet access and digital literacy, facilitating connection between hard-to-count communities and trusted partners, and conducting a multi-pronged public awareness campaign targeting hard-to-count communities.¹⁴⁸

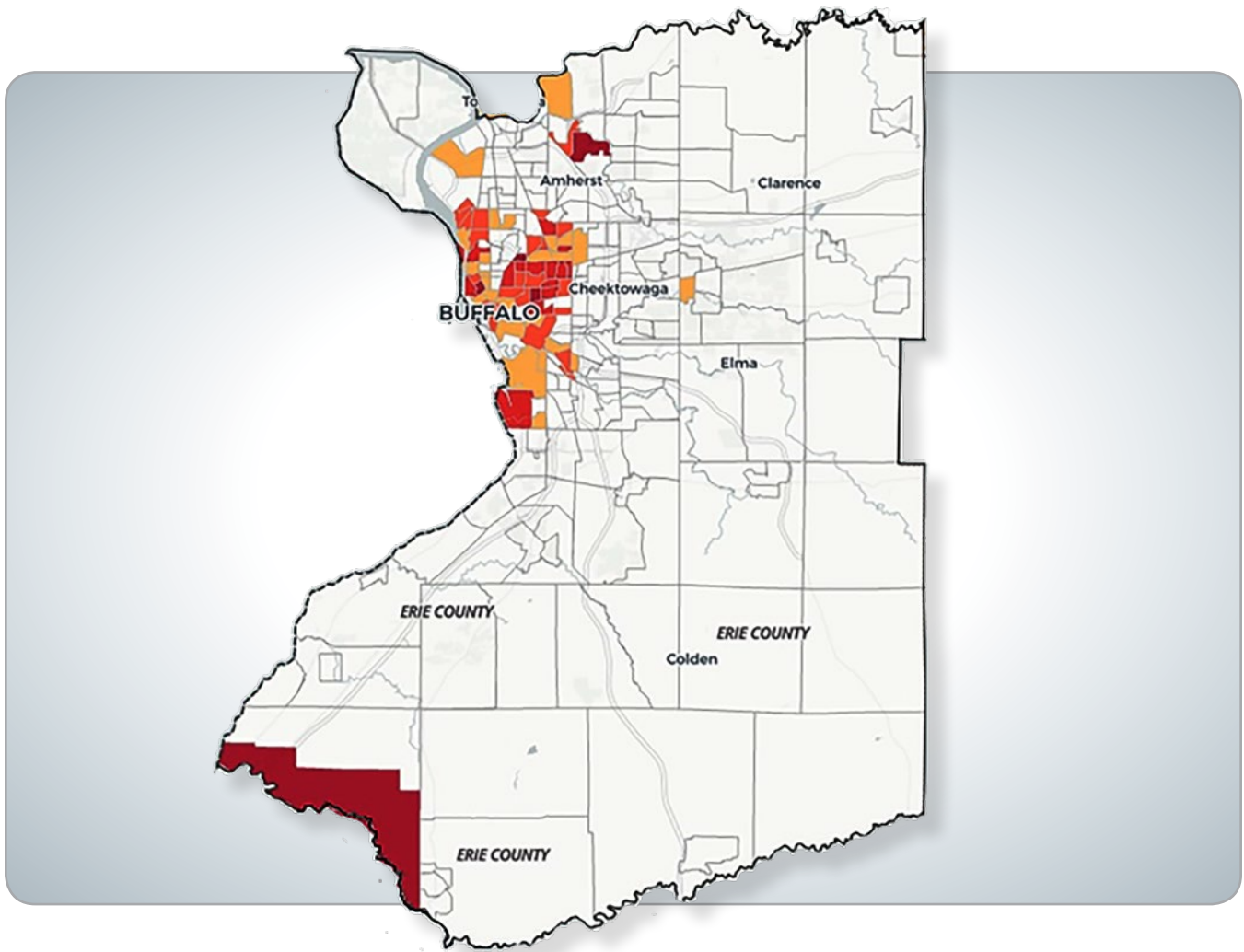
The Rockefeller strategy recommends that philanthropy focus on filling gaps that have not been filled by investment from government and other funders. New York State should align with the Census Equity Fund and other funders whenever possible during the grantmaking process to target resources to the most vulnerable communities. Grants made by local governments and other funders should be considered when determining where gaps exist and how resources can be deployed most efficiently to achieve a complete count.

Recommendation C5

The State should establish “NYS Census Assistance Centers” in every vulnerable community in the State at Department of Labor Career Centers and other State facilities.

Using research presented at Commission hearings, the CUNY Mapping Service Census 2020 Hard-to-Count Map, and analysis from the Rockefeller Institute of Government, the Commission identified strong, research-backed hard-to-count census tracts.

While there are many factors that increase the complexity of outreach to hard-to-count communities, there is a geographic aspect that makes outreach particularly challenging. The Rockefeller Institute of Government identified the 500 hardest-to-reach census tracts in the State using their *At-Risk Community Index*. These communities are spread across 29 of the State’s 62 counties.¹⁴⁹ While the majority of the hard-to-count census tracts are in New York City (heavily concentrated in Brooklyn), some of the other hard-to-count areas are geographically remote. For example, there is a hard-to-count census tract in the North Country in St. Lawrence County and a hard-to-count census tract in Cattaraugus County. In addition, in Suffolk County, there are four hard-to-count census tracts within the top 500, but one is near Wyandanch and another is near Montauk—nearly 90 miles away from each other.



ABOVE: There are six hard-to-count Census Tracts in Erie County. However, four are within the City of Buffalo, one is near Amherst and one is near the Chautauque County border. This means that only one Census Assistance Center placed in the county would be insufficient to reach all the hard-to-count Census Tracts.



Thus, due to the geographic remoteness of many of the hard-to-count census tracts, it is important that the State have a physical presence in every vulnerable community. Outreach in New York City will not reach the East End of Long Island, and outreach in St. Lawrence County will not reach those in Clinton County. New York State must maximize the use of existing infrastructure and resources to reach all communities.

As outlined in the Department of Labor’s plan,¹⁵⁰ the 96 Career Centers across the State could be leveraged as Census Assistance Centers. These centers should have secure workstations where visitors can complete their online census questionnaires and staff capable of answering questions about the census. While the Census Bureau plans to place similar assistance centers across the nation, no plans have been released for these centers and we cannot wait for the Bureau to act.

The Commission should also identify other appropriate locations to designate NYS Census Assistance Centers, such as SUNY campuses and public libraries, and publicly maintain a list of such centers. There is a SUNY campus within 30 miles of every New Yorker, and a public library within five miles of 99 percent of the hard-to-count communities.¹⁵¹ Using the available research to help target specific communities and ensuring that there are Census Assistance Centers especially near the geographically remote hard-to-count Census tracts will help ensure a more accurate count.

Recommendation C6

The State should strategically deploy its resources to communities that have not received financial and other support.

More than \$60 million has been allocated for efforts to support the 2020 census through a combination of New York State, New York City, and philanthropic support. In addition, State and local governments have deployed significant non-financial resources to assist in the census effort. With respect to our mandate—State activities—we recommend the strategic allocation of available State financial resources, particularly the \$20 million allocated in this year’s State budget, for census outreach initiatives targeting those communities most at-risk to be undercounted based upon our analysis. In addition, these funds should be deployed in those regions where local governments lack the resources necessary to adequately support the census. This sentiment was clearly articulated by many at Commission hearings in Suffolk, Westchester, and Erie counties. In addition, the State should rank financing programs based on filling specific gaps. For instance, if the State can provide some of the key services in certain communities, like translation services or access to internet services, it should refrain from providing duplicative grants in order to avoid inefficiencies and maximize the effectiveness of funding.

CONCLUSION

The work of the Commission highlighted two important overall concepts that lead to an overarching conclusion.

First: a complete and accurate census is a matter of great concern to the future of New York State, in particular regarding Congressional apportionment, federal funding and accurate public and private sector planning.

As Chief Justice John Roberts stated in the recently decided citizenship question case, “In order to apportion Members of the House of Representatives among the States, the Constitution requires an Enumeration of the population every 10 years to be made in such Manner as Congress shall by Law direct.”¹⁵² A full enumeration is critical to New York State receiving the proper number of members of the House of Representatives.

In addition, federal resources are at stake.¹⁵³ A study by Research Professor Andrew Reamer of George Washington University of 55 federal programs that are allocated at least in part on the basis of census data reported that New York State received \$73.3 billion in fiscal year 2016 of the \$883 billion that the federal government distributed.¹⁵⁴ If there is an undercount, there could be a loss in such revenue. As a census forum held by New York Representative Paul Tonko highlighted: A school may have 100 students, but if only 75 are counted the school must pay for 100 while receiving funding for only 75.

Second: it has been well-established that there have been historical undercounts throughout the nation and that such undercounts are not uniform throughout America. This has resulted in the establishment of the Census Bureau’s coverage estimate program, the Bureau’s own attempt to measure the accuracy of the decennial census.¹⁵⁵ New York State suffers from some of the highest rates of undercount in the country. This is particularly true in some of the boroughs of New York City, but is also true in other rural and urban parts of New York.

It is thus clear that with so much at stake and in the face of the historical record of undercounting residents in New York, it is critical that the State lead an effort to obtain a full and complete count of all residents of the State.

APPENDICES

- APPENDIX A:** HOW THE 2020 CENSUS IS TAKEN
- APPENDIX B:** ROCKEFELLER INSTITUTE OF GOVERNMENT REGIONAL UNDERCOUNT RISK ANALYSIS
- APPENDIX C:** NEW YORK STATE'S HARD-TO-COUNT POPULATION, BY COUNTY
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- APPENDIX F:** MAP OF SELF-RESPONSE AND UPDATE/LEAVE AREAS
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APPENDIX A: HOW THE 2020 CENSUS IS TAKEN

Households across the nation will receive their first notification about the census count in March 2020.¹⁵⁶ The 2020 Census will be the first in history to be primarily conducted online. Although individuals will have the option to respond online, via phone, or by completing and returning a paper census questionnaire, most households will only receive information on how to go online and complete their census questionnaire.

However, some households will also receive paper census questionnaires alongside this information, if they live in an area that the Census Bureau believes is unlikely to respond online.¹⁵⁷ All households' initial mailing will also have that household's unique "Census ID" on it. A person will be asked to enter this ID when completing their household's census questionnaire online, but the questionnaire will permit respondents to submit their response using their address if they've lost their unique ID.

Some households will not respond to this initial request. Follow-up will become increasingly complex and costly as a household continues to avoid or refuse response.¹⁵⁸ First, households will receive several reminders via postal mail. On the fourth reminder, all households will receive a paper census questionnaire, in case they do not wish to or are unable to respond online. If they do not respond after a fifth reminder, a Census Bureau enumerator will begin to make visits to their house to ask the questions in-person.

In May 2020, the Bureau will begin sending temporary staff (called "enumerators") to knock on the doors of all households which have not yet responded. Enumerators will carry all field materials in both English and Spanish and a "language identification card" which allows non-English speaking households to point to which of 59 languages they speak. This card will help field staff identify non-English speaking households and—if the household speaks one of the 59 languages the Bureau is supporting—direct in-language assistance to these households.

If an enumerator is unable to contact a member of the household after multiple attempts, then they will look for a neighbor or other "proxy" to provide information about the residents. If a proxy cannot be found but the enumerator still believes the housing unit to be occupied, the Bureau will use administrative records, such as IRS tax records or Social Security records, to complete the household's census form as much as possible. The Bureau's use of administrative records to complete questionnaires is new in 2020. If some fields cannot be completed using administrative records, they will be filled in by the Bureau through a statistical process called "imputation," which uses the known information about the household and the characteristics of its census block and tract to substitute the most likely response for the unknown field(s). In 2010, when administrative records were not used to complete questionnaires of non-responding households, 5.9 million people's census questionnaires were imputed.¹⁵⁹

Although most people will be counted as described, some special housing situations mean that enumeration will happen differently. Group housing situations—such as college dormitories, nursing homes, and convents—will be counted through the Group quarters process, in which the Bureau will work with the facility's administrator to enumerate the people living in the facility.¹⁶⁰ People who are homeless at the time of the enumeration will be counted through a Census Bureau operation which will coordinate with local shelters and other service providers to count the shelter population and send Census Bureau staff to outdoor locations where homeless people often congregate.¹⁶¹ Housing units in areas where there are large proportions of seasonal homes or non-city style addresses—such as the Adirondacks—will have all reminders left at their door by a Census Bureau employee, not delivered by postal mail, as will those in places recovering from recent natural disasters—including the Gulf Coast in 2010 and Puerto Rico in 2020.¹⁶² These considerations for different living arrangements are how the Bureau intends to count every household in the nation.

While the 2020 Census count will occur between March and August of 2020, the 12-year 2020 Census lifecycle began with years of testing and planning, and then—when operations began in FY2015—has continued through address review and canvassing, partnership formation, and the actual enumeration. Census counts must be released to the President no later than December 31, 2020 and to the states for redistricting no later than March 31, 2021. Census data and reports on Census 2020 accuracy are scheduled for release to the public periodically through FY2023. Data from the 2020 Census will be relied upon for ten years.



APPENDIX B: REGIONAL UNDERCOUNT RISKS ANALYSIS

For a detailed regional analysis, and view regional data online at <https://rockinst.org/nycounts/2020-census-regional-undercount-risks/>.

Several studies have shown areas of communities that are potentially at risk of an undercount. The CUNY Mapping Service at City University of New York's Graduate Center produced an online tool to analyze Census tracts throughout the country and predict the importance of an accurate count in certain tracts in the upcoming Census.¹⁶³ The Urban Institute outlined a potential undercount by focusing specifically on demographic information, but at a state-level across the country.¹⁶⁴ The Rockefeller Institute of Government took that approach one step further by isolating the 500 Census tracts with the lowest self-response rates in 2010 and highlighting specific demographic and community information that could have contributed to an undercount. The At-Risk Community Index, created by the Institute, scored each Census tract by level of undercount potential according to ten different metrics, all of which encompass historically undercounted populations as well as potentially undercounted populations in the 2020 Census. With these and other available analyses as reference points, the Commission performed a comprehensive regional breakdown aimed at identifying specific problems in specific communities.

Below is an analysis of specific areas where the State could most successfully allocate resources to ensure an accurate count by targeting specific populations. Using 2017 American Community Survey 5yr estimates from the U.S. Census Bureau compiled by the CUNY Mapping Service, this regional analysis estimates the potential 2020 Census undercount and underscores specific at-risk populations by Regional Economic Development Council region.

Of New York's roughly 4,900 Census tracts, 1,923 of them, or 39 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census, a designation used by the CUNY Mapping Service. Any Census tracts with higher than a 73 percent self-response rate are not considered hard-to-count.

The Commission examined each region using the ten metrics laid out by the Rockefeller Institute of Government in their *At-Risk Community Index*: (percent population under 5 years of , percent population black, percent population Hispanic, percent population in poverty, percent population born outside the US, percent households that are renter-occupied, percent households with limited English speakers, percent single-parent households, percent householders aged 65 or older, and percent households with dial-up internet or no internet connection at all).

Using the total population and total number of households in a given region, the Commission was able to find the percentage share that each of these at-risk populations encompassed in a given region. The Commission was also able to estimate the potential 2020 Census undercount using the 2010 self-response rate among households and the total population in each region. This method of estimating the 2020 Census undercount requires mixing data on households with data on individuals. Because Census research shows that larger households are less likely to self-respond to the Census, this method results in a more conservative estimate of the potential undercount.

Compiled data shows region-wide demographic information that could also advise local complete count committees on the most pressing issues in their regions.

This document focuses on specific areas where the State could most successfully allocate resources to ensure an accurate count by targeting specific populations. Compiled data shows region-wide demographic information that could also advise local complete count committees on the most pressing issues in their region. Though not all neighborhoods in New York State are considered hard-to-count, there are still vulnerable populations across the State in need of support and guidance for the next Census.



CAPITAL REGION

The Capital Region covers Albany, Columbia, Greene, Rensselaer, Saratoga, Schenectady, Warren, and Washington counties. The total population of the region is 1,086,407 people living in 430,599 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 194,612 people in the Capital Region will not be counted in the self-response phase of the 2020 Census.

The following metrics highlight both historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	95,028	8.7% of total population
Hispanic Population	50,632	4.7% of total population
Foreign born Population	77,367	7.1% of total population
Children Under 5	55,873	5.1% of total population
Population Below Poverty Line	115,252	11.0% of total population
Single-parent Households	38,007	8.8% of all households
Renter-occupied Households	146,879	34.1% of all households
Householders aged 65 or over	112,997	26.2% of householders
Limited English-Speaking Households	6,504	1.5% of all households
Households with dial-up or no internet	55,423	12.9% of all households

The Capital Region has the second highest percentage of renter-occupied households in the entire State. Of all households in the region, 34.1 percent are occupied by renters, as opposed to households that are owner-occupied. That equates to 146,879 households that are renter-occupied, out of a total 430,599. The Census Bureau stated that renters, as a population, have been undercounted in both the 2010 Census and the 2000 Census.¹⁶⁵ Without specific targeting, renter-occupied households are likely to be undercounted again in 2020.

In the Capital Region, most hard-to-count Census tracts are in the cities of Albany, Schenectady, and Troy. In downtown Albany, the Arbor Hill and South End neighborhoods have the lowest self-response rates. In those areas, about 50 percent of the population is below the poverty line and about 75 percent of households are renter occupied. About 30 percent of the households in these neighborhoods do not have appropriate internet access to complete the 2020 questionnaire. High poverty and large renter populations in north Troy and downtown Schenectady have contributed to low response rates in past Censuses and are considered vulnerable populations for the upcoming Census.

The areas surrounding Union College in Schenectady and Albany Law School in Albany must also be targeted. Renters occupy about 80 percent of households in those areas because of large, temporary student-renter populations. These renters are likely distinct from those in downtown areas who may reside in rental properties for many years at a time.

SOME AT-RISK CENSUS TRACTS

There are about 4,900 Census tracts in New York State. There are 282 in the Capital Region, of which 40, or 14 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 7 in Albany County is in the West Hill neighborhood of the city of Albany and had a 59.8% self-response rate in the 2010 Census.

Metric	Tract 7 Albany County*	Albany County
Black Population (% of total population)	82%	15%
Hispanic Population (% of total population)	13%	6%
Foreign born Population (% of total population)	17%	10%
Children Under 5 (% of total population)	6%	5%
Population Below Poverty Line (% of total population)	32%	12%
Single-parent Households (% of all households)	23%	9%
Renter-occupied Households (% of all households)	68%	43%
Householders aged 65 or over (% of all households)	13%	24%
Limited English-Speaking Households (% of all households)	1%	2%
Households with dial-up or no internet (% of all households)	27%	12%

TRACT 209 in Schenectady County is in the Hamilton Hill neighborhood of the city of Schenectady and had a 58.8% self-response rate in the 2010 Census.

Metric	Tract 209 Schenectady County*	Schenectady County
Black Population (% of total population)	51%	12%
Hispanic Population (% of total population)	8%	7%
Foreign born Population (% of total population)	40%	11%
Children Under 5 (% of total population)	14%	6%
Population Below Poverty Line (% of total population)	43%	12%
Single-parent Households (% of all households)	16%	9%
Renter-occupied Households (% of all households)	67%	32%
Householders aged 65 or over (% of all households)	16%	27%
Limited English-Speaking Households (% of all households)	0%	2%
Households with dial-up or no internet (% of all households)	27%	10%

Tract 404 in Rensselaer County is in the North Central neighborhood in the city of Troy and had a 61. self-response rate in the 2010 Census.

Metric	Tract 404 Rensselaer County*	Rensselaer County
Black Population (% of total population)	41%	9%
Hispanic Population (% of total population)	18%	5%
Foreign born Population (% of total population)	7%	5%
Children Under 5 (% of total population)	8%	5%
Population Below Poverty Line (% of total population)	49%	13%
Single-parent Households (% of all households)	38%	10%
Renter-occupied Households (% of all households)	75%	37%
Householders aged 65 or over (% of all households)	11%	24%
Limited English-Speaking Households (% of all households)	4%	1%
Households with dial-up or no internet (% of all households)	22%	12%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared.



CENTRAL NEW YORK

The Central New York region covers Cayuga, Cortland, Madison, Onondaga, and Oswego counties. The total population of the region is 785,915 people living in 307,381 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 139,677 people in the Central New York region will not be counted in the self-response phase of the 2020 Census.

The following metrics highlight historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	70,960	9.0% of total population
Hispanic Population	29,737	3.8% of total population
Foreign born Population	42,099	5.4% of total population
Children Under 5	43,143	5.5% of total population
Population Below Poverty Line	110,604	14.8% of total population
Single-parent Households	35,401	11.5% of all households
Renter-occupied Households	99,635	32.4% of all households
Householders aged 65 or over	79,199	25.8% of householders
Limited English-Speaking Households	4,783	1.6% of all households
Households with dial-up or no internet	46,238	15.1% of all households

The Central New York Region has the second highest percentage of single-parent households in the State behind New York City. Single parents account for almost 12 percent of all householders in the region. This group is thought to be historically undercounted because of their time commitments invested in raising children alone, which can make it difficult to fill out the self-response portion of the Census.

The hard-to-count Census tracts in the region cluster in the city of Syracuse. Two of the most difficult areas to count are University Hill, a neighborhood of Syracuse University and SUNY Environmental Science & Forestry students, and the Near Westside, a historically impoverished neighborhood in the downtown area. University Hill boasts 98% renter-occupied households, the result of a concentrated college-age population who are also hard-to-count because of their transient nature. Apart from those two neighborhoods, the city of Syracuse has over 20 hard-to-count Census tracts in its city limits.

There is also a hard-to-count tract in the city of Auburn, tract 0421.00 in Cayuga County more precisely,

that had a low self-response rate in 2010, seemingly because of a high renter population (71 percent) and a large population below the poverty level (37 percent).

SOME AT-RISK CENSUS TRACTS

There are about 4,900 Census tracts in New York State. There are 217 in the Central New York region, of which 34, or 16 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 40 in Onondaga County is in the Near Westside neighborhood in the city of Syracuse and had a 61.7% self-response rate in the 2010 Census.

Metric	Tract 40 Onondaga County*	Onondaga County
Black Population (% of total population)	56%	13%
Hispanic Population (% of total population)	27%	5%
Foreign born Population (% of total population)	8%	8%
Children Under 5 (% of total population)	10%	6%
Population Below Poverty Line (% of total population)	48%	15%
Single-parent Households (% of all households)	42%	12%
Renter-occupied Households (% of all households)	81%	35%
Householders aged 65 or over (% of all households)	18%	26%
Limited English-Speaking Households (% of all households)	12%	2%
Households with dial-up or no internet (% of all households)	39%	15%

TRACT 5.01 in Onondaga County is in the Washington Square neighborhood of the city of Syracuse and had a 63.3% self-response rate in the 2010 Census.

Metric	Tract 5.01 Onondaga County*	Onondaga County
Black Population (% of total population)	31%	13%
Hispanic Population (% of total population)	11%	5%
Foreign born Population (% of total population)	31%	8%
Children Under 5 (% of total population)	13%	6%
Population Below Poverty Line (% of total population)	43%	15%
Single-parent Households (% of all households)	25%	12%
Renter-occupied Households (% of all households)	93%	35%
Householders aged 65 or over (% of all households)	11%	26%
Limited English-Speaking Households (% of all households)	10%	2%
Households with dial-up or no internet (% of all households)	59%	15%

TRACT 54 in Onondaga County is in the Brighton neighborhood in the city of Syracuse and had a 64.9% self-response rate in the 2010 Census.

Metric	Tract 54 Onondaga County*	Onondaga County
Black Population (% of total population)	85%	13%
Hispanic Population (% of total population)	8%	5%
Foreign born Population (% of total population)	3%	8%
Children Under 5 (% of total population)	8%	6%
Population Below Poverty Line (% of total population)	39%	15%
Single-parent Households (% of all households)	40%	12%
Renter-occupied Households (% of all households)	68%	35%
Householders aged 65 or over (% of all households)	20%	26%
Limited English-Speaking Households (% of all households)	1%	2%
Households with dial-up or no internet (% of all households)	53%	15%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared.



FINGER LAKES

The Finger Lakes region covers Genesee, Livingston, Monroe, Ontario, Orleans, Seneca, Wayne, Wyoming, and Yates counties. The total population of the region is 1,214,919 people living in 484,500 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 206,660 people in the Finger Lakes region will not be counted in the self-response phase of the 2020 Census.

The following metrics highlight historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	146,969	12.1% of total population
Hispanic Population	80,222	6.6% of total population
Foreign born Population	77,684	6.4% of total population
Children Under 5	66,232	5.5% of total population
Population Below Poverty Line	161,532	13.8% of total population
Single-parent Households	51,938	10.7% of all households
Renter-occupied Households	155,793	32.2% of all households
Householders aged 65 or over	126,825	26.2% of householders
Limited English-Speaking Households	11,485	2.4% of all households
Households with dial-up or no internet	71,029	14.6% of all households

The Finger Lakes region has a large black population, by percentage, and a high percentage of single-parent households compared to the rest of the State. In both the 2010 and 2000 Censuses, the black population was undercounted by 2.1 percent and 1.8 percent, respectively. Single parents have also been undercounted historically because it is likely that their daily duties inhibit them from making time to return their Census questionnaire. In the Finger Lakes region, the black population is 12.1 percent of the total population and single-parent households account for 10.7 percent of households in the entire region.

The hardest-to-count Census tracts in the region are in Rochester, Brockport, Geneseo, and Batavia. In Monroe County alone, 22 percent of the population, or 168,287 people, live in hard-to-count Census tracts. In Rochester, low self-response rates stem from high percentages of renter-occupied households, lack of internet access, and pockets of high racial/ethnic diversity. In the High Falls, Mayor’s Heights, and Marketview Heights neighborhoods, around 40 percent of households do not have appropriate internet access, meaning they have a dial-up connection or no internet access at all. The introduction of the online Census questionnaire in 2020 will put additional strain on areas with limited internet capabilities.

Neighborhoods surrounding SUNY Geneseo in Livingston County and SUNY Brockport in western Monroe County also had very low self-response rates in the 2010 Census. High student-renter populations make these areas exceedingly hard-to-count, as renters were undercounted in each of the last two Censuses.

SOME AT-RISK CENSUS TRACTS

There are about 4,900 Census tracts in New York State. There are 306 in the Finger Lakes region, of which 62, or 20 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 15 in Monroe County is in the Marketview Heights neighborhood in the city of Rochester and had a 57.8% self-response rate in the 2010 Census.

Metric	Tract 15 Monroe County*	Monroe County
Black Population (% of total population)	74%	17%
Hispanic Population (% of total population)	25%	8%
Foreign born Population (% of total population)	4%	9%
Children Under 5 (% of total population)	8%	6%
Population Below Poverty Line (% of total population)	46%	15%
Single-parent Households (% of all households)	18%	11%
Renter-occupied Households (% of all households)	73%	36%
Householders aged 65 or over (% of all households)	20%	25%
Limited English-Speaking Households (% of all households)	5%	3%
Households with dial-up or no internet (% of all households)	42%	13%

TRACT 59 in Monroe County is in the Neighborhood of the Arts neighborhood in the city of Rochester and had a 61.0% self-response rate in the 2010 Census.

Metric	Tract 59 Monroe County*	Monroe County
Black Population (% of total population)	61%	17%
Hispanic Population (% of total population)	11%	8%
Foreign born Population (% of total population)	1%	9%
Children Under 5 (% of total population)	11%	6%
Population Below Poverty Line (% of total population)	40%	15%
Single-parent Households (% of all households)	48%	11%
Renter-occupied Households (% of all households)	73%	36%
Householders aged 65 or over (% of all households)	12%	25%
Limited English-Speaking Households (% of all households)	0%	3%
Households with dial-up or no internet (% of all households)	32%	13%

Tract 9507 in Genesee County is on the south-side downtown area in the city of Batavia and had a 72.5% self-response rate in the 2010 Census.

Metric	Tract 9507 Genesee County*	Genesee County
Black Population (% of total population)	13%	4%
Hispanic Population (% of total population)	8%	3%
Foreign born Population (% of total population)	2%	2%
Children Under 5 (% of total population)	11%	5%
Population Below Poverty Line (% of total population)	31%	13%
Single-parent Households (% of all households)	21%	9%
Renter-occupied Households (% of all households)	56%	27%
Householders aged 65 or over (% of all households)	17%	26%
Limited English-Speaking Households (% of all households)	0%	1%
Households with dial-up or no internet (% of all households)	14%	21%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared.



LONG ISLAND

The Long Island region covers Nassau and Suffolk counties. The total population of the region is 2,860,664 people living in 933,464 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 676,193 people in the Long Island region will not be counted in the self-response phase of the 2020 Census. The following metrics highlight historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	309,854	10.8% of total population
Hispanic Population	503,149	17.6% of total population
Foreign born Population	532,527	18.6% of total population
Children Under 5	155,270	5.4% of total population
Population Below Poverty Line	184,179	6.5% of total population
Single-parent Households	72,971	7.8% of all households
Renter-occupied Households	182,417	19.5% of all households
Householders aged 65 or over	264,230	28.3% of householders
Limited English-Speaking Households	44,282	4.7% of all households
Households with dial-up or no internet	85,348	9.2% of all households

The Long Island region has the second largest immigrant population and the second highest percentage of householders aged 65 or older in the State. In the Long Island region, 18.6 percent of the population was born outside the United States. Of that immigrant population, roughly 33 percent of them have entered the country since 2000 signaling that many are relatively new to the country. Second to only the Mohawk Valley, over 28 percent of the households in the Long Island region belong to householders over the age of 65. Householders over 65, though not historically undercounted, should be targeted because the new online Census questionnaire could pose problems for populations that are less technologically savvy.

Almost a quarter of Nassau County's population, or 318,254 people live in hard-to-count neighborhoods. In Suffolk County, 490,496 people, 33 percent of the population, also live in hard-to-count neighborhoods.

SOME AT-RISK CENSUS TRACTS

There are about 4,900 Census tracts in New York State. There are 607 in the Long Island region, of which 148, or 24 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 1224.06 in Suffolk County is in the hamlet of Wyandanch and had a **54.0%** self-response rate in the 2010 Census.

Metric	Tract 1224.06 Suffolk County*	Suffolk County
Black Population (% of total population)	63%	9%
Hispanic Population (% of total population)	33%	19%
Foreign born Population (% of total population)	28%	16%
Children Under 5 (% of total population)	8%	5%
Population Below Poverty Line (% of total population)	18%	7%
Single-parent Households (% of all households)	25%	8%
Renter-occupied Households (% of all households)	29%	20%
Householders aged 65 or over (% of all households)	23%	27%
Limited English-Speaking Households (% of all households)	11%	4%
Households with dial-up or no internet (% of all households)	23%	10%

TRACT 1233.02 in Suffolk County is in the hamlet of North Amityville and had a **59.0%** self-response rate in the 2010 Census.

Metric	Tract 1233.02 Suffolk County*	Suffolk County
Black Population (% of total population)	60%	9%
Hispanic Population (% of total population)	34%	19%
Foreign born Population (% of total population)	29%	16%
Children Under 5 (% of total population)	7%	5%
Population Below Poverty Line (% of total population)	11%	7%
Single-parent Households (% of all households)	30%	8%
Renter-occupied Households (% of all households)	29%	20%
Householders aged 65 or over (% of all households)	21%	27%
Limited English-Speaking Households (% of all households)	16%	4%
Households with dial-up or no internet (% of all households)	20%	10%

TRACT 4072.01 in Nassau County is in the village of Hempstead and had a 62.1% self-response rate in the 2010 Census.

Metric	Tract 4072.01 Nassau County*	Nassau County
Black Population (% of total population)	32%	13%
Hispanic Population (% of total population)	69%	16%
Foreign born Population (% of total population)	57%	22%
Children Under 5 (% of total population)	11%	5%
Population Below Poverty Line (% of total population)	26%	6%
Single-parent Households (% of all households)	35%	7%
Renter-occupied Households (% of all households)	81%	19%
Householders aged 65 or over (% of all households)	12%	29%
Limited English-Speaking Households (% of all households)	41%	6%
Households with dial-up or no internet (% of all households)	22%	8%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared.



MID-HUDSON

The Mid-Hudson region covers Dutchess, Orange, Putnam, Rockland, Sullivan, Ulster, and Westchester counties. The total population of the region is 2,329,583 people living in 811,321 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 560,910 people in the Mid-Hudson region will not be counted in the self-response phase of the 2020 Census. The following metrics highlight historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	310,199	13.3% of total population
Hispanic Population	442,732	19.0% of total population
Foreign born Population	426,146	18.3% of total population
Children Under 5	135,754	5.8% of total population
Population Below Poverty Line	244,837	10.8% of total population
Single-parent Households	72,283	8.9% of all households
Renter-occupied Households	274,090	33.8% of all households
Householders aged 65 or over	216,135	26.6% of householders
Limited English-Speaking Households	43,519	5.4% of all households
Households with dial-up or no internet	87,248	10.7% of all households

The Mid-Hudson region has the second highest percentage of Hispanic population in the State and a large population of children under 5. Almost 6 percent of the entire population in the Mid-Hudson region is children under the age of 5. In the 2010 Census, children under 5 were undercounted by a staggering 4.6 percent displaying how essential this population is to an accurate count.¹⁶⁶ In the Mid-Hudson region, 19 percent of the population is Hispanic, which is another group who was undercounted in 2010 by 1.5 percent.¹⁶⁷

Sullivan Community College and SUNY New Paltz' campuses are situated within large student-renter populations, which contributed to an undercount of both neighborhoods in Sullivan County and Ulster County respectively. In the 2010 and 2000 Censuses, approximately 1 percent of renters were missed.¹⁶⁸

SOME CENSUS TRACTS TO WATCH

There are about 4,900 Census tracts in New York State. There are 536 in the Mid-Hudson region, of which 151, or 28 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 11.01 in Westchester County is in the Nodine Hill neighborhood in the city of Yonkers and had a **44.9%** self-response rate in the 2010 Census.

Metric	Tract 11.01 Westchester County*	Westchester County
Black Population (% of total population)	23%	16%
Hispanic Population (% of total population)	69%	24%
Foreign born Population (% of total population)	46%	25%
Children Under 5 (% of total population)	5%	6%
Population Below Poverty Line (% of total population)	50%	9%
Single-parent Households (% of all households)	33%	9%
Renter-occupied Households (% of all households)	91%	38%
Householders aged 65 or over (% of all households)	13%	27%
Limited English-Speaking Households (% of all households)	36%	7%
Households with dial-up or no internet (% of all households)	20%	9%

TRACT 30 in Westchester County is in the West Mount Vernon neighborhood in the city of Mount Vernon and had a **48.4%** self-response rate in the 2010 Census.

Metric	Tract 30 Westchester County*	Westchester County
Black Population (% of total population)	92%	16%
Hispanic Population (% of total population)	11%	24%
Foreign born Population (% of total population)	36%	25%
Children Under 5 (% of total population)	11%	6%
Population Below Poverty Line (% of total population)	14%	9%
Single-parent Households (% of all households)	21%	9%
Renter-occupied Households (% of all households)	68%	38%
Householders aged 65 or over (% of all households)	25%	27%
Limited English-Speaking Households (% of all households)	7%	7%
Households with dial-up or no internet (% of all households)	21%	9%

TRACT 2211 in Dutchess County is in the downtown area of the city of Poughkeepsie and had a 50.4% self-response rate in the 2010 Census.

Metric	Tract 2211 Dutchess County*	Dutchess County
Black Population (% of total population)	38%	12%
Hispanic Population (% of total population)	36%	12%
Foreign born Population (% of total population)	36%	11%
Children Under 5 (% of total population)	6%	5%
Population Below Poverty Line (% of total population)	32%	9%
Single-parent Households (% of all households)	18%	8%
Renter-occupied Households (% of all households)	81%	31%
Householders aged 65 or over (% of all households)	11%	26%
Limited English-Speaking Households (% of all households)	12%	3%
Households with dial-up or no internet (% of all households)	23%	9%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared.



MOHAWK VALLEY

The Mohawk Valley region covers Fulton, Herkimer, Montgomery, Oneida, Otsego, and Schoharie counties. The total population of the region is 491,083 people living in 194,060 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 94,844 people in the Mohawk Valley region will not be counted in the self-response phase of the 2020 Census.

The following metrics highlight historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	25,228	5.1% of total population
Hispanic Population	24,963	5.1% of total population
Foreign born Population	25,031	5.1% of total population
Children Under 5	26,394	5.4% of total population
Population Below Poverty Line	76,787	16.4% of total population
Single-parent Households	22,201	11.4% of all households
Renter-occupied Households	59,062	30.4% of all households
Householders aged 65 or over	55,922	28.8% of householders
Limited English-Speaking Households	3,660	1.9% of all households
Households with dial-up or no internet	38,708	20.1% of all households

Across the State, the Mohawk Valley region represents the highest percentage of householders aged 65 or older and households with dial-up internet or no internet access. These two metrics exemplify two populations that are not historically undercounted but could be at the highest risk of undercount this upcoming Census because of the shift to online questionnaires. With this transition, those who may be less technologically savvy or have less access to the internet are at serious risk. Twenty-nine percent of householders in the region are aged 65 or older. To compound, 20 percent of households have slow internet connection or no internet access.

The hardest-to-count tracts in the Mohawk Valley region cluster in the City of Utica. There are about 15 tracts in downtown Utica that are considered hard-to-count because of their low self-response rates in the 2010 Census. There is only one library in the downtown area should residents need a public space to fill out their online questionnaire in 2020.

Areas surrounding SUNY Oneonta in Oswego County and Utica College in Oneida County were hard-to-count in the 2010 Census, likely because of high student-renter populations, populations that have been undercounted in each of the last two Censuses.

SOME AT-RISK CENSUS TRACTS

There are about 4,900 Census tracts in New York State. There are 149 in the Mohawk Valley region, of which 25, or 17 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 211.01 in Oneida County is in the southwestern downtown area of the city of Utica and had a 55.2% self-response rate in the 2010 Census.

Metric	Tract 211.01 Oneida County*	Oneida County
Black Population (% of total population)	36%	8%
Hispanic Population (% of total population)	22%	5%
Foreign born Population (% of total population)	19%	8%
Children Under 5 (% of total population)	7%	6%
Population Below Poverty Line (% of total population)	40%	17%
Single-parent Households (% of all households)	36%	12%
Renter-occupied Households (% of all households)	67%	33%
Householders aged 65 or over (% of all households)	10%	28%
Limited English-Speaking Households (% of all households)	9%	3%
Households with dial-up or no internet (% of all households)	28%	17%

TRACT 208.03 in Oneida County is in the eastern downtown area of the city of Utica and had a 59.0% self-response rate in the 2010 Census.

Metric	Tract 208.03 Oneida County*	Oneida County
Black Population (% of total population)	12%	8%
Hispanic Population (% of total population)	27%	5%
Foreign born Population (% of total population)	28%	8%
Children Under 5 (% of total population)	9%	6%
Population Below Poverty Line (% of total population)	49%	17%
Single-parent Households (% of all households)	29%	12%
Renter-occupied Households (% of all households)	75%	33%
Householders aged 65 or over (% of all households)	14%	28%
Limited English-Speaking Households (% of all households)	22%	3%
Households with dial-up or no internet (% of all households)	32%	17%

Tract 709 in Montgomery County is in the South Amsterdam neighborhood in the city of

Amsterdam and had a 60.8% self-response rate in the 2010 Census.

Metric	Tract 709 Montgomery County*	Montgomery County
Black Population (% of total population)	7%	4%
Hispanic Population (% of total population)	39%	13%
Foreign born Population (% of total population)	6%	3%
Children Under 5 (% of total population)	4%	6%
Population Below Poverty Line (% of total population)	56%	20%
Single-parent Households (% of all households)	26%	13%
Renter-occupied Households (% of all households)	70%	31%
Householders aged 65 or over (% of all households)	15%	28%
Limited English-Speaking Households (% of all households)	8%	3%
Households with dial-up or no internet (% of all households)	25%	25%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared.



NORTH COUNTRY

The North Country region covers Clinton, Essex, Franklin, Hamilton, Jefferson, Lewis, and St. Lawrence counties. The total population of the region is 429,386 people living in 162,068 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 85,811 people in the North Country region will not be counted in the self-response phase of the 2020 Census.

The following metrics highlight historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	21,559	5.0% of total population
Hispanic Population	16,761	3.9% of total population
Foreign born Population	16,290	3.8% of total population
Children Under 5	25,169	5.9% of total population
Population Below Poverty Line	63,023	16.0% of total population
Single-parent Households	17,629	10.9% of all households
Renter-occupied Households	51,991	32.1% of all households
Householders aged 65 or over	40,600	25.1% of householders
Limited English-Speaking Households	1,241	0.8% of all households
Households with dial-up or no internet	26,716	16.7% of all households

The North Country region has the second largest percentage of children under 5 in the State behind the New York City region. In the North Country, there are over 25,000 children under the age of 5. The Census Bureau acknowledged the historic undercount of young children in past Censuses and even assembled an Undercount of Young Children Research Team to find solutions.¹⁶⁹ The North Country is at serious risk for an undercount with almost 6 percent of their entire population aged 0-4.

The hardest-to-count areas in the North Country are the St. Regis Mohawk reservation, SUNY Plattsburgh and SUNY Potsdam. University neighborhoods, especially, are known for a high population of renter-occupied households, in which residents are historically hard-to-count. For example, the Census tract that covers SUNY Potsdam, which had a 62 percent response rate, is 100 percent renter-occupied households. The St. Regis Mohawk Reservation had a 45.8 percent self-response rate in 2010, meaning 54 percent of residents in that tract were counted using Census enumerators, a less accurate.

A large portion of the North Country region, including the entirety of Hamilton County, are not sent Census questionnaires because of historically low response rates. Instead, these areas are only counted using in-person enumeration where a Census worker will interview the householder to complete the questionnaire.

SOME AT-RISK CENSUS TRACTS

There are about 4,900 Census tracts in New York State. There are 65 in the North Country region, of which 11, or 17 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 1013 in Clinton County is in the downtown area of the city of Plattsburgh and had a 65.0% self-response rate in the 2010 Census.

Metric	Tract 1013 Clinton County*	Clinton County
Black Population (% of total population)	7%	5%
Hispanic Population (% of total population)	4%	3%
Foreign born Population (% of total population)	11%	4%
Children Under 5 (% of total population)	3%	5%
Population Below Poverty Line (% of total population)	43%	16%
Single-parent Households (% of all households)	9%	11%
Renter-occupied Households (% of all households)	85%	32%
Householders aged 65 or over (% of all households)	11%	25%
Limited English-Speaking Households (% of all households)	4%	1%
Households with dial-up or no internet (% of all households)	18%	14%

TRACT 612 in Jefferson County is in the eastern downtown area of the city of Watertown and had a 68.0% self-response rate in the 2010 Census.

Metric	Tract 612 Jefferson County*	Jefferson County
Black Population (% of total population)	19%	8%
Hispanic Population (% of total population)	12%	7%
Foreign born Population (% of total population)	3%	4%
Children Under 5 (% of total population)	12%	8%
Population Below Poverty Line (% of total population)	42%	15%
Single-parent Households (% of all households)	25%	11%
Renter-occupied Households (% of all households)	68%	44%
Householders aged 65 or over (% of all households)	11%	20%
Limited English-Speaking Households (% of all households)	0%	1%
Households with dial-up or no internet (% of all households)	15%	13%

TRACT 621 in Jefferson County is in the central downtown area of the city of Watertown and had a 71.2% self-response rate in the 2010 Census.

Metric	Tract 621 Jefferson County*	Jefferson County
Black Population (% of total population)	13%	8%
Hispanic Population (% of total population)	14%	7%
Foreign born Population (% of total population)	5%	4%
Children Under 5 (% of total population)	7%	8%
Population Below Poverty Line (% of total population)	39%	15%
Single-parent Households (% of all households)	12%	11%
Renter-occupied Households (% of all households)	79%	44%
Householders aged 65 or over (% of all households)	13%	20%
Limited English-Speaking Households (% of all households)	4%	1%
Households with dial-up or no internet (% of all households)	33%	13%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared.



NEW YORK CITY

The New York City region covers Bronx, Kings, New York, Queens, and Richmond counties. The total population of the region is 8,560,072 people living in 3,142,405 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 2,478,545 people in the New York City region will not be counted in the self-response phase of the 2020 Census.

The following metrics highlight historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	2,220,240	25.9% of total population
Hispanic Population	2,491,496	29.1% of total population
Foreign born Population	3,180,098	37.2% of total population
Children Under 5	560,358	6.5% of total population
Population Below Poverty Line	1,648,288	19.6% of total population
Single-parent Households	391,479	12.5% of all households
Renter-occupied Households	2,117,073	67.4% of all households
Householders aged 65 or over	711,570	22.6% of householders
Limited English-Speaking Households	466,010	14.8% of all households
Households with dial-up or no internet	471,481	14.9% of all households

The New York City region has the highest percentage of at-risk populations for eight of the ten metrics. New York City leads the State in percentage population under 5, percentage population black, percentage population Hispanic, percentage population in poverty, percentage population foreign born, percentage households renter-occupied, percentage households with limited English speakers, and percentage single-parent households.

The Rockefeller Institute produced an *At-Risk Community Index*¹⁷⁰, discussed earlier in the report, to identify the 500 hardest-to-count Census tracts in the State. The index showed that 86 percent of those 500 tracts were in New York City (Kings County: 243, Queens County: 124, Bronx County: 49, New York County: 6, & Richmond County: 6).

All five boroughs in this region have a high percentage of their population living in hard-to-count Census tracts. In Kings County, 80 percent of the entire population live in hard-to-count Census tracts, totaling 2.1 million people. In Queens County, 67 percent of the population live in hard-to-count Census tracts. Add to that 57 percent of people in Bronx County, 19 percent of people in Richmond County, and 17 percent of people in New York County, and it is abundantly clear that the New York City region represents many at-risk populations, all of which could contribute to an undercount in the 2020 Census.

SOME AT-RISK CENSUS TRACTS

There are about 4,900 Census tracts in New York State. There are 2,167 in the New York City region, of which 1,363, or 63 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 362 in Kings County is in the Brighton Beach neighborhood in the borough of Brooklyn and had a 43.8% self-response rate in the 2010 Census.

Metric	Tract 362 Kings County*	Kings County
Black Population (% of total population)	3%	34%
Hispanic Population (% of total population)	28%	19%
Foreign born Population (% of total population)	65%	37%
Children Under 5 (% of total population)	7%	7%
Population Below Poverty Line (% of total population)	34%	22%
Single-parent Households (% of all households)	10%	13%
Renter-occupied Households (% of all households)	69%	70%
Householders aged 65 or over (% of all households)	20%	22%
Limited English-Speaking Households (% of all households)	42%	15%
Households with dial-up or no internet (% of all households)	22%	17%

TRACT 108 in Queens County is in the south Richmond Hill neighborhood in the borough of

Queens and had a 45.4% self-response rate in the 2010 Census.

Metric	Tract 108 Queens County*	Queens County
Black Population (% of total population)	12%	20%
Hispanic Population (% of total population)	24%	28%
Foreign born Population (% of total population)	63%	48%
Children Under 5 (% of total population)	7%	6%
Population Below Poverty Line (% of total population)	17%	14%
Single-parent Households (% of all households)	22%	11%
Renter-occupied Households (% of all households)	51%	56%
Householders aged 65 or over (% of all households)	14%	24%
Limited English-Speaking Households (% of all households)	10%	19%
Households with dial-up or no internet (% of all households)	11%	14%

TRACT 382 in Bronx County is in the Eastchester Heights neighborhood in the borough of Bronx and had a 53.0% self-response rate in the 2010 Census.

Metric	Tract 382 Bronx County*	Bronx County
Black Population (% of total population)	77%	36%
Hispanic Population (% of total population)	23%	56%
Foreign born Population (% of total population)	44%	35%
Children Under 5 (% of total population)	7%	7%
Population Below Poverty Line (% of total population)	23%	30%
Single-parent Households (% of all households)	28%	24%
Renter-occupied Households (% of all households)	53%	80%
Householders aged 65 or over (% of all households)	23%	21%
Limited English-Speaking Households (% of all households)	6%	18%
Households with dial-up or no internet (% of all households)	16%	18%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared.



SOUTHERN TIER

The Southern Tier region covers Broome, Chemung, Chenango, Delaware, Schuyler, Steuben, Tioga, and Tompkins counties. The total population of the region is 647,108 people living in 259,733 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 114,262 people in the Southern Tier region will not be counted in the self-response phase of the 2020 Census.

The following metrics highlight historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	32,262	5.0% of total population
Hispanic Population	20,914	3.2% of total population
Foreign born Population	36,336	5.6% of total population
Children Under 5	33,210	5.1% of total population
Population Below Poverty Line	99,381	16.2% of total population
Single-parent Households	25,771	9.9% of all households
Renter-occupied Households	83,386	32.1% of all households
Householders aged 65 or over	72,482	27.9% of householders
Limited English-Speaking Households	2,974	1.1% of all households
Households with dial-up or no internet	41,974	16.4% of all households

The Southern Tier region has a large percentage of householders over the age of 65 and people below the poverty line. With 28 percent of householders older than 65 and 16 percent of the population below the poverty line, the Southern Tier ranks top-3 in the State in both categories signaling multiple factors that could contribute to an undercount.

The hard-to-count areas of the Southern Tier are in the cities of Binghamton, Elmira, and Ithaca. In Binghamton, there are five Census tracts in the downtown area with high poverty and high renter populations, which are metrics historically associated with missed respondents. The Census tract encompassing Binghamton University also had a low self-response in 2010 because of its high student-renter population.

In Ithaca, the hard-to-count Census tracts are those that cover Cornell University campus and the popular student neighborhood Collegetown, between campus and downtown. Similar to Binghamton, the high student population hinders the Census from achieving an accurate count because of the residents' temporary nature.

SOME AT-RISK CENSUS TRACTS

There are about 4,900 Census tracts in New York State. There are 171 in the Southern Tier region, of which 10, or 6 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 13 in Broome County is in the First Ward neighborhood in the city of Binghamton and had a 58.3% self-response rate in the 2010 Census.

Metric	Tract 13 Broome County*	Broome County
Black Population (% of total population)	24%	7%
Hispanic Population (% of total population)	8%	4%
Foreign born Population (% of total population)	4%	7%
Children Under 5 (% of total population)	5%	5%
Population Below Poverty Line (% of total population)	65%	17%
Single-parent Households (% of all households)	14%	10%
Renter-occupied Households (% of all households)	85%	34%
Householders aged 65 or over (% of all households)	11%	29%
Limited English-Speaking Households (% of all households)	3%	2%
Households with dial-up or no internet (% of all households)	32%	17%

TRACT 12 in Broome County is in the downtown area in the city of Binghamton and had a 67.4% self-response rate in the 2010 Census.

Metric	Tract 12 Broome County*	Broome County
Black Population (% of total population)	15%	7%
Hispanic Population (% of total population)	8%	4%
Foreign born Population (% of total population)	9%	7%
Children Under 5 (% of total population)	3%	5%
Population Below Poverty Line (% of total population)	46%	17%
Single-parent Households (% of all households)	0%	10%
Renter-occupied Households (% of all households)	92%	34%
Householders aged 65 or over (% of all households)	29%	29%
Limited English-Speaking Households (% of all households)	2%	2%
Households with dial-up or no internet (% of all households)	41%	17%

TRACT 2 in Tompkins County is in the eastern downtown area in the city of Ithaca and had a **62.4% self-response rate in the 2010 Census.**

Metric	Tract 2 Tompkins County*	Tompkins County
Black Population (% of total population)	6%	5%
Hispanic Population (% of total population)	8%	5%
Foreign born Population (% of total population)	23%	13%
Children Under 5 (% of total population)	0%	4%
Population Below Poverty Line (% of total population)	74%	20%
Single-parent Households (% of all households)	0%	8%
Renter-occupied Households (% of all households)	98%	45%
Householders aged 65 or over (% of all households)	1%	22%
Limited English-Speaking Households (% of all households)	3%	2%
Households with dial-up or no internet (% of all households)	1%	9%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared



WESTERN NEW YORK

The Western New York region covers Allegany, Cattaraugus, Chautauqua, Erie, and Niagara counties. The total population of the region is 1,393,091 people living in 577,179 households.

If the same percentage of households from the 2010 Census respond, it is likely that roughly 265,081 people in the Western New York region will not be counted in the self-response phase of the 2020 Census.

The following metrics highlight historically undercounted populations and populations that could be undercounted as a result of the online questionnaire being introduced in the 2020 Census.

Metric	Number	Percentage
Black Population	161,751	11.6% of total population
Hispanic Population	65,632	4.7% of total population
Foreign born Population	77,078	5.5% of total population
Children Under 5	75,474	5.4% of total population
Population Below Poverty Line	204,588	15.2% of total population
Single-parent Households	61,150	10.6% of all households
Renter-occupied Households	189,901	32.9% of all households
Householders aged 65 or over	157,399	27.3% of householders
Limited English-Speaking Households	10,353	1.8% of all households
Households with dial-up or no internet	98,188	17.0% of all households

The Western New York region has the second largest percentage of households without appropriate internet access in the State. Of the total 577,179 households in the region, 98,188 of them, or 17 percent, have only a dial-up connection or no internet access at all. With the introduction of the online questionnaire in the 2020 Census, internet access and proficiency are key to an accurate count. Though lack of internet access was not previously targeted in Census preparation, the upcoming Census will present unique challenges for Western New York.

There are hard-to-count Census tracts in the cities and surrounding neighborhoods of Amherst, Buffalo, Cheektowaga, Depew, Lockport, and North Tonawanda. One of the lowest self-response rates in 2010 was in the South Lake Village neighborhood north of Amherst, which is a student housing facility for the University at Buffalo where 0 percent of residents mailed back their Census questionnaire. In downtown

Buffalo, there are roughly 30 Census tracts that are considered hard-to-count. There are ten in Niagara Falls that fall into the same designation. Many of these urban Census tracts are high poverty and high renter populations. The Census Bureau has undercounted renters in the past several Censuses¹⁷¹, so these populations are at an increased risk of being missed in 2020.

The several Native American reservations in Western New York also pose a unique problem. Both the Cattaraugus Reservation in Erie County and the Allegany Reservation in Cattaraugus County saw 30 percent of residents not respond to the self-response phase of the 2010 Census. The Census Bureau that natives living on reservations were undercounted by almost 5 percent nationally in the 2010 Census.¹⁷² A similar undercount in 2020 could impact federal resources allocated to the Western New York region.

SOME AT-RISK CENSUS TRACTS

There are about 4,900 Census tracts in New York State. There are 366 in the Western New York region, of which 79, or 22 percent, are considered hard-to-count as defined by tracts with lower than a 73 percent self-response rate in the 2010 Census. Here are some of the hardest. **Bolded** values indicate that tract-level percentages are more than double the county-level equivalents.

TRACT 27.02 in Erie County is in the Eastside neighborhood in the city of Buffalo and had a 57.7% self-response rate in the 2010 Census.

Metric	Tract 27.02 Erie County*	Erie County
Black Population (% of total population)	33%	15%
Hispanic Population (% of total population)	2%	5%
Foreign born Population (% of total population)	43%	7%
Children Under 5 (% of total population)	9%	5%
Population Below Poverty Line (% of total population)	54%	15%
Single-parent Households (% of all households)	9%	11%
Renter-occupied Households (% of all households)	60%	35%
Householders aged 65 or over (% of all households)	19%	27%
Limited English-Speaking Households (% of all households)	21%	2%
Households with dial-up or no internet (% of all households)	32%	15%

TRACT 52.02 in Erie County is in the Parkside neighborhood in the city of Buffalo and had a **58.1% self-response rate in the 2010 Census.**

Metric	Tract 52.02 Erie County*	Erie County
Black Population (% of total population)	52%	15%
Hispanic Population (% of total population)	4%	5%
Foreign born Population (% of total population)	8%	7%
Children Under 5 (% of total population)	5%	5%
Population Below Poverty Line (% of total population)	41%	15%
Single-parent Households (% of all households)	19%	11%
Renter-occupied Households (% of all households)	65%	35%
Householders aged 65 or over (% of all households)	24%	27%
Limited English-Speaking Households (% of all households)	5%	2%
Households with dial-up or no internet (% of all households)	31%	15%

TRACT 202 in Niagara County is in the northern downtown area in the city of Niagara Falls and had a **65.4% self-response rate in the 2010 Census.**

Metric	Tract 202 Niagara County*	Niagara County
Black Population (% of total population)	78%	9%
Hispanic Population (% of total population)	4%	3%
Foreign born Population (% of total population)	2%	4%
Children Under 5 (% of total population)	15%	5%
Population Below Poverty Line (% of total population)	62%	13%
Single-parent Households (% of all households)	44%	11%
Renter-occupied Households (% of all households)	81%	29%
Householders aged 65 or over (% of all households)	17%	28%
Limited English-Speaking Households (% of all households)	0%	1%
Households with dial-up or no internet (% of all households)	37%	18%

* Tract-level internet data are only available in 2017 American Community Survey 5-Year estimates. Because county-level internet data are reported from the more accurate 2017 American Community Survey 1-Year Estimates, tract and county data on internet should not be directly compared.

APPENDIX C: NEW YORK STATE'S HARD-TO-COUNT POPULATION, BY COUNTY¹⁷³

County	HTC Pop	County	HTC Pop	County	HTC Pop
Albany	60,503	Herkimer	10,883	Richmond	123,331
Allegany	8,404	Jefferson	25,034	Rockland	71,653
Bronx	411,022	Kings	852,334	St Lawrence	19,881
Broome	34,882	Lewis	4,417	Saratoga	35,215
Cattaraugus	13,832	Livingston	8,916	Schenectady	30,449
Cayuga	10,647	Madison	12,885	Schoharie	6,002
Chautauqua	21,494	Monroe	138,101	Schuyler	2,275
Chemung	14,155	Montgomery	10,485	Seneca	5,043
Chenango	8,652	Nassau	309,703	Steuben	15,807
Clinton	15,655	New York	369,716	Suffolk	361,387
Columbia	11,564	Niagara	38,931	Sullivan	23,027
Cortland	8,943	Oneida	45,227	Tioga	6,799
Delaware	8,639	Onondaga	85,435	Tompkins	20,559
Dutchess	69,024	Ontario	14,832	Ulster	40,185
Erie	180,265	Orange	100,454	Warren	11,375
Essex	8,244	Orleans	6,458	Washington	10,098
Franklin	10,461	Oswego	19,925	Wayne	14,050
Fulton	9,433	Otsego	11,711	Westchester	234,163
Genesee	8,972	Putnam	20,669	Wyoming	5,572
Greene	11,588	Queens	674,557	Yates	2,708
Hamilton	4,434	Rensselaer	31,251	TOTAL	4,762,316



APPENDIX D: KNOWN COMPLETE COUNT COMMITTEES, STATEWIDE¹⁷⁴

Governments with Known Complete Count Committees	Other Organizations Leading Known Complete Count Committees
Bronx Community Board 5	3 D's Aftercare
Bronx Community Board 7	Apna Adult Day Care
Broome County	Arab-American Family Support Center, Brooklyn
Chenango County	Center for Law and Social Justice - Medgar Evers College
City of Buffalo	Central American Refugee Center
City of Newburgh	Christopher Rose Empowerment Campaign
City of Oneonta	DaSilva Holdings
City of Peekskill	Dominicanos USA
City of Rochester	Greater Harlem Chamber of Commerce
City of Syracuse	Health & Welfare Council of Long Island
Brooklyn Community Board 7	Huntington Opportunity Resource Center
City of Watertown	NAACP, Jamaica
Genesee County	Micro-Chamber of Commerce
Jefferson County	NAACP, Far Rockaway
Madison County	NAACP, Mid-Manhattan
Nassau County	New York State Assembly District 31, Part B
Brooklyn	NYCHA Butler Houses
Queens	Office of Congresswoman Grace Meng
Onondaga County	Patchogue-Medford Youth & Community Services
Suffolk County	Pioneer Library Systems
Village of Port Chester	Presbyterian Senior Services
Allegany County	PSS Davidson Center
Bronx Community Board 1	S.A.L.T.: Sullivan Agencies Leading Together
Bronx Community Board 8	UJA Federation of New York
Brooklyn Community Board 14	500 Black Men Making a Difference
City of Jamestown	1199 SEIU United Healthcare Workers East
City of Olean	Acacia Network, Inc.
City of Oswego	Allerton International Merchants Association, Inc.
City of Rensselaer	America Works
City of Schenectady	Apna Brooklyn Community Center
City of White Plains	Asian Americans for Equality
Brooklyn Community Board 5	Asian Pacific American Advocates
Brooklyn Community Board 16	Assemblywoman Catalina Cruz
Brooklyn Community Board 3	Averill Park Central School District
Rockland County	B.R.I.D.G.E.S.

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Governments with Known Complete Count Committees	Other Organizations Leading Known Complete Count Committees
Erie County	Bangladeshi American Community Development & Youth Services
Herkimer County	Bellport Hagerman E. Patchogue Alliance
Oneida County	Bethel Christian Church
Lewis County	BiG Productions
New York City	Black Agency Executives
Manhattan	BronxWorks - Workforce Development
City of Albany	Brookdale University Hospital and Medical Center
Ontario County	Brooklyn Community Foundation
Orange County	Capital District Latinos
St. Lawrence County	Catholic Charities of Orange, Sullivan, and Ulster
Seneca County	Center for Employment Opportunities - Bronx
Sullivan County	Chhaya CDC
Bronx	Children's Haven
Tioga County	Chinese American Community Services
Tompkins County	Chinese Christian Herald Crusades
Town of Bedford	Choice for All
Town of Greenburgh	Church of the Good Shepard
Town of Guilderland	Community Planning Council of Yonkers
Town of Marletown	Congregation Beit Edmond
Town of Potsdam	Office of Congresswoman Nita Lowey
Town of Ramapo	CoNSERNS-U/R.E.A.C.H., Rensselaer
Town of Somers	Council of Peoples Organization
Village of Croton-on-Hudson	Davidson Community Center
Village of Kiryas Joel	Disabled American Veterans - Chapter 92
Village of Ossining	Dominican College
Westchester County	Eckerd Connects
	Family Community Life Center
	Federation of Protestant Welfare Agencies
	Fifth Avenue Committee
	Fort Drum Plan Analysis and Integration Office
	Greyston Foundation
	HABNET/Chamber of Commerce, Brooklyn
	HASCO Community Center
	Haitian Evangelical Clergy Association
	Haverstraw Collaborative
	Institute for Human Services
	Islamic Circle North America

Governments with Known Complete Count Committees	Other Organizations Leading Known Complete Count Committees
	Jawonio
	Korean American Heritage Association
	Korean Community Services of Metropolitan New York, Inc.
	League of Women Voters - New York City
	Life of Hope Center
	MAS Productions, Inc.
	Meals on Wheels of Rockland
	Melrose Houses Tenants Association
	Menachem Education Foundation
	Metroplus - Port Richmond, Staten Island
	Mid-Hudson Library System
	MinKwon Center for Community Action
	Mott Haven Community Council
	NAACP, Central Long Island
	Nanuet Library
	Nassau Free Library
	New Life Assembly of God
	New York City Central Labor Council, AFL-CIO
	New York Community Alliance
	New York Public Library, Kingsbridge Library
	New York State Assembly District 48
	New York State Assembly District 97
	NYPD, 72nd Precinct Community Council
	Orthodox Union
	Parent Child Relationship Association
	Patterson Houses Tenants Association
	Pratt Institute
	Race Amity of Northern Westchester and Putnam
	Rampao Catskill Library System
	Rockland BOCES
	RUPCO, Kingston
	New York State Senate District 8
	Seneca Falls Library
	Somers Adult Transportation, Nutrition and Activity Center, Lincolndale
	NAACP, Spring Valley
	Spring Valley Collective

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Governments with Known Complete Count Committees	Other Organizations Leading Known Complete Count Committees
	New York State Senate District 20
	Suffern Chamber of Commerce
	Syracuse Educational Opportunity Center
	Taiwan Center, Flushing
	Salvation Army, Yonkers
	The Yiddish Writer's Circle
	UlsterCorps
	United Jewish Organization of Williamsburg and North Brooklyn
	United Way of Greater Rochester
	United Way of Long Island
	United Way of Northern Chautauqua County
	United Way of Rockland County
	Upper Hudson Library System
	U.S. Sierra Leonean Association
	Valley Cottage Public Library
	Westchester Community Opportunity Program
	Westchester Library System
	Western Ramapo Collaborative
	Wyandanch Community Resource Center
	Yeshiva Darchei Torah
	Yeshivas Novominsk - Kol Yehuda
	Young Women's Christian Association of Queens

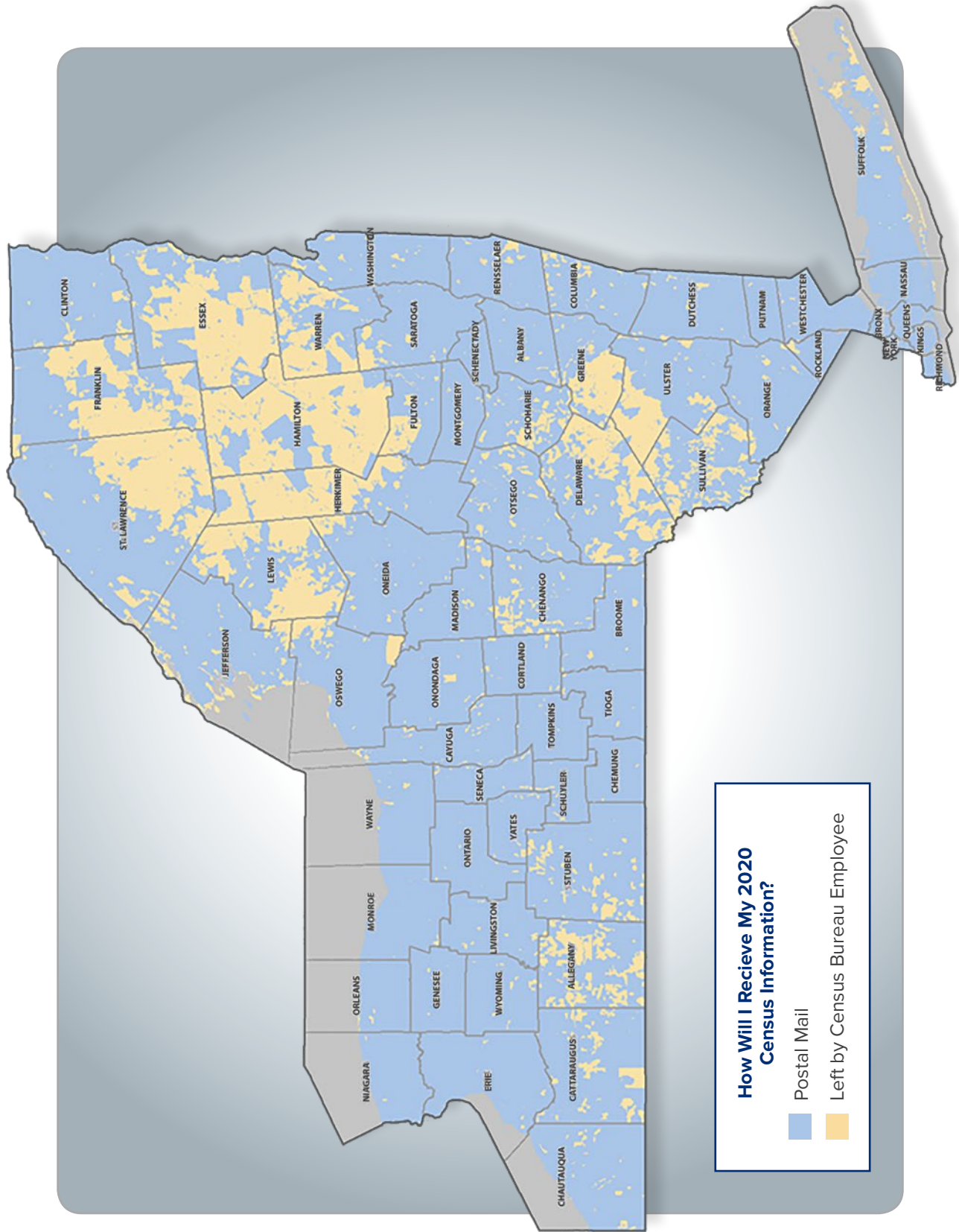


APPENDIX E:**LANGUAGES SPOKEN IN NEW YORK WITHOUT 2020 CENSUS SUPPORT, BY NUMBER OF SPEAKERS WHO SPEAK ENGLISH LESS THAN “VERY WELL”**

Language or Dialect ¹⁷⁵	Number of Speakers	Speakers who Speak English Less Than “Very Well”
Formosan	9,265	6,250
Tibetan	7,800	5,445
Karen	5,165	4,930
Fulani	8,795	4,430
Mande	11,015	4,355
Uighur	3,290	2,610
Pennsylvania Dutch	6,485	2,595
Pashto	5,025	2,290
Cushite	3,030	1,440
Patois	5,645	1,010
Macedonian	2,755	930
Bantu	3,065	925
Malay	2,110	900
Chadic	2,770	825
Wu	1,140	675
Arawakian	1,590	640
Sebuano	1,220	540
Latvian	1,700	510
Irish Gaelic	3,005	485
Norwegian	2,720	450
Kurdish	1,130	445
Fuchow	475	360
Tadzhik	435	350
Bisayan	1,290	330
Kannada	1,690	315
Oto - Manguen	315	315
Danish	2055	295
Swedish	4,105	275
Hawaiian	325	275
Bielorussian	445	265
Finnish	1,680	225
Kazakh	270	215

Language or Dialect ¹⁷⁶	Number of Speakers	Speakers who Speak English Less Than “Very Well”
Sudanic	485	210
Estonian	810	195
Seneca	830	180
Azerbaijani	310	170
Mohawk	1,630	170
Ilocano	520	165
Sindhi	940	160
Krio	470	150
Slovene	330	140
Chibchan	220	140
Hakka	325	130
Mongolian	340	130
Kuchin	290	115
Syriac	480	115
Karachay	210	90
Pangasinan	155	90
Malagasy	260	85
Kashmiri	230	80
Catalonian	360	80
Muskogee	105	65
Keres	70	65
Mayan languages	125	65
Tongan	140	60
Kirghiz	55	55
Samoan	140	50
Efik	580	50
Pampangan	110	45
Palau	75	40
Han	60	40
Wintun	40	40
Icelandic	320	20
Nilo-Hamitic	65	15
Tuscarora	140	10
Total	113,025	49,115

APPENDIX F: MAP OF SELF-RESPONSE AND UPDATE/LEAVE AREAS



<https://gis-portal.data.census.gov/arcgis/apps/webappviewer/index.html?id=cbf242acb9f849f381090cf144715340>

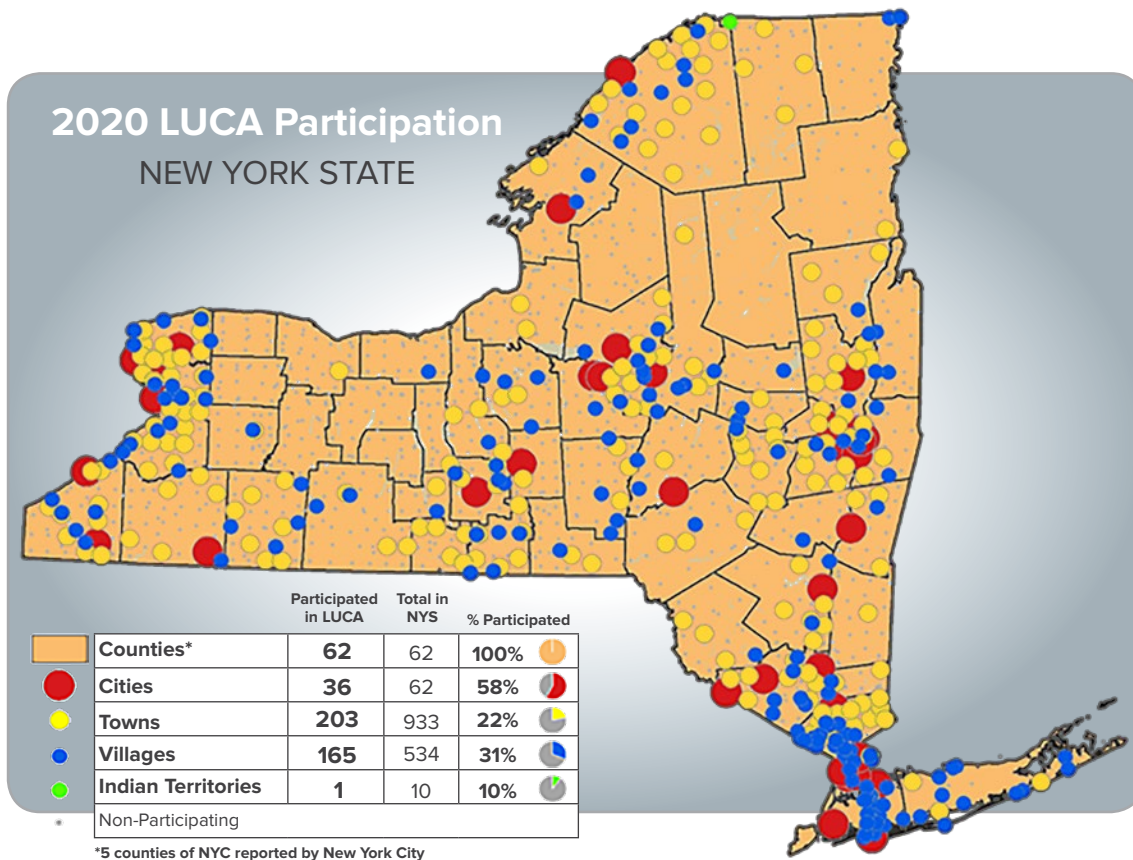
APPENDIX G: DESCRIPTION OF NEW YORK STATE LUCA EFFORTS

New York State has been a model for other states in updating addresses. New York began its work to prepare for LUCA in 2017 by ensuring that every local government in the State was aware of the invitation it had received from the Census Bureau and understood the benefits of registering to participate. Because LUCA occurred before appointments to the New York State Complete Count Commission were finalized, the State's LUCA efforts were coordinated by Governor Cuomo's 2020 Census Workgroup. This workgroup consists of agencies and offices which work with often-undercounted populations and can help ensure an accurate census, such as the Department of Labor's State Data Center, the Council on Children and Families, the Department of State's Division of Local Government Services and Office of New Americans, and the Office of Information and Technology Service's Geographic Programs Office.

In addition to mailings and phone calls, the 2020 Census Workgroup spoke with local governments at the annual conferences of the New York Association of Counties, New York Association of Towns, and New York Conference of Mayors. Staff assisted local governments with completing their registration paperwork whenever needed. Ultimately all 57 county governments, New York City, 34 other city governments, 209 town governments, and 169 village governments registered for the Bureau's LUCA operation. New York was the only large state where every resident was covered by two—and in many cases three—LUCA-registered governments.

Once registered, the Workgroup continued to maintain relationships with participating governments. Participants in Governor Cuomo's Excelsior Service Fellowship Program¹⁷⁷ were assigned to each county government as liaisons. These liaisons communicated information from the Census Bureau and New York State, reminded counties of important deadlines, and connected counties with experts from State agencies or the Census Bureau when they required assistance completing their review. County governments were provided a list of registered town, village, and city governments within their jurisdiction and were encouraged to work with these governments and support their reviews.

The 2020 Census Workgroup worked to create and provide resources to county governments that would help them in their reviews.¹⁷⁸ Cornell University's Program on Applied Demographics created a custom internet application—called the New York Block Browser LUCA Evaluation System (NYBBLES).¹⁷⁹ NYBBLES allowed local governments to prepare for LUCA before receiving their address list from the Census Bureau. Governments only had 120 days from receipt of their Census Bureau address list to compare the list to local address sources and return the list to the Census Bureau. NYBBLES compared the Census Bureau's number of residential addresses in each census block to New York's property tax data and allowed users to sort and map the census blocks within their jurisdiction by the difference between these values. Because it was released months in advance of when the Bureau's address lists were sent, NYBBLES allowed many governments to prepare for LUCA in a way they never had before by targeting their time-consuming review of addresses towards the blocks where it would be most beneficial. The workgroup provided all county governments with lists from electric providers which showed all residential addresses within their jurisdiction. County governments were also given lists from the New York State Department of Motor Vehicles of all addresses with registered driver's or non-driver's licenses. New York State Homes and Community Revival also provided lists of manufactured home parks with three or more homes;¹⁸⁰ because of their mobility, trailers are a commonly missed type of housing in the decennial census. Each county's assigned liaison provided counties with these resources and helped counties best leverage them towards a thorough address review.



ABOVE: A map which shows all city, town, village, and tribal governments which registered for the LUCA operation.

In addition to local participation, the Department of Labor’s State Data Center and the Office of Information Technology’s Geographic Program Office collaborated to review residential addresses for the entire State. They used matching algorithms and other advanced tools to compare the Bureau’s Master Address File to large data sources. This review primarily used property tax, DMV, and electric company records as source data to identify addresses missing from the MAF. In addition to their review of household addresses, Cornell University’s Program on Applied Demographics (PAD) reviewed the State for missing group quarters addresses. Group quarters are group living situations like college dormitories or nursing homes. The 2020 Census Workgroup collected a list from all State agencies of facilities which may fall under the Census Bureau’s definition of a group quarters. PAD then took this list and identified facilities which were likely to meet the Bureau’s definition and were missing from the Bureau’s address list. This exhaustive review of all State-known facilities resulted in over 2,000 missing addresses of group quarters facilities from the Bureau’s list.

This high level of engagement at all levels of government was key. It allowed for the local governments’ intimate local knowledge and the State’s capability to work with large data sets to complement one another and, thus, maximize the accuracy of the Bureau’s MAF. In New York State, every level of government has shown a commitment to maximizing the accuracy of the address file. Alone, this work does not ensure the accuracy of the decennial census, but without an accurate address file, an accurate census is nearly impossible. Continuing engagement by government will be critical to driving response rates during enumeration and ensuring a full and accurate count.

REMAINING OPPORTUNITIES TO ENSURE AN ACCURATE ADDRESS FRAME

Although the number of missing addresses found across the State during LUCA was substantial, the possibility remains that some households will be left off of the Census Bureau’s MAF. To counteract this, the Commission must ensure that the State and its local governments participate actively in the Bureau’s LUCA Appeals and New Construction programs.

The Bureau will send materials for each of these programs in the coming weeks. New Construction Program materials will be sent to governments that registered for the New Construction Program during spring 2019. Similar to LUCA, the 2020 Census Workgroup advertised the program through the New York Association of Counties, New York Association of Towns, and New York Conference of Mayors. During the New Construction Program, governments will be asked to submit the addresses of any residential addresses that were built or converted from non-residential use after LUCA’s conclusion. The Bureau will accept addresses for any structure that will be “closed to the elements” (i.e. have a roof and exterior walls) by April 1, 2020.¹⁸¹ Newly built structures are very likely to be missing from the Census Bureau’s address list unless local governments submit them through this program, and addresses missing from the MAF will not receive information on accessing the online questionnaire or a paper census questionnaire.

LUCA Appeals materials will be sent to all governments which made a LUCA submission. Governments will receive a feedback package which lists each address they submitted to the Census Bureau and attaches a processing code. This processing code will tell governments whether that address was accepted or rejected by the Census Bureau and, if rejected, the reason. Governments can appeal any rejected addresses once they receive their feedback packages and have 45 days from receipt of their feedback package to submit an appeal.¹⁸² Governments will be required to submit evidence alongside their appeal. For each address appealed, a certificate of occupancy, aerial photograph, utility record, or other administrative record must be attached proving that the address is an existing residential address. Appeals are decided by the Office of Management and Budget (OMB). It is critically important that the MAF is complete and accurate, and LUCA Appeals and the New Construction Program are the last opportunities local governments have to ensure this before the 2020 enumeration.

Key Information, LUCA Appeals and New Construction Program		
	LUCA Appeals	New Construction
Materials Sent	Beginning August 2019	Beginning September 2019
Calendar Days to Complete	45 from receipt of materials	45 from receipt of materials
Eligible Addresses	Address submitted during LUCA that were not accepted by the Census Bureau because the Bureau believed the addresses to be non-residential or non-existing.	New residential housing units or newly-converted residential housing units. Construction must have been in-progress during or after March 1, 2018. Housing units must be “closed to the elements” (i.e. have a roof and exterior walls) by April 1, 2020.

Even after the conclusion of LUCA Appeals and the New Construction Program, work will remain to make sure every household receives notification of the census in March 2020. Local governments will need to make sure that households in “Update/Leave” areas are aware that instead of receiving their households census information via mail, that it will be delivered to their door by a Census Bureau employee.¹⁸³ Administrators of Group quarters facilities, like college dormitories, hospitals, nursing homes, group homes, military bases, prisons, and other group living situations, need to be aware that the Census Bureau will contact them in early 2020 to determine how to enumerate their facility. Those who own two homes need to know that they should only be counted at their primary residence. The Commission understands that an accurate address list is only the first step to ensuring that every household receives instructions to go online and be counted, and it will continue to inform stakeholders of barriers to receiving these instructions.



APPENDIX H: SUMMARY OF NEW YORK STATE COMPLETE COUNT COMMISSION HEARINGS AND ROUNDTABLES

Location	Commissioners	Signed In	Presenters	Census Bureau Presented?	Public Comments
Rochester	10	6	3	Yes	1
Bronx	10	35	7	No	13
Loch Sheldrake	5	35	8	Yes	10
Smithtown	10	46	6	Yes	24
Buffalo	6	35	4	Yes	11
Utica	6	26	5	No	10
Queens	5	47	3	No	21
Albany	6	24	4	Yes	10
Ray Brook	n/a ¹	10	3	Yes	n/a ¹
Binghamton	n/a ¹	20	7	Yes	n/a ¹
White Plains	3	70	3	No	16
Brooklyn	5	39	3	No	10
Totals:		393	56	7	126

¹These events were staff roundtables, where members of the public could ask questions of and interact with Commission staff.



APPENDIX I: COMMISSIONER BIOS

Co-Chair Rossana Rosado, *New York Secretary of State:*

Secretary of State Rosado is best known for her successful tenure as the Publisher & CEO of El Diario La Prensa, where she spent 18 years overseeing more than \$22 million in annual revenue. Whether it's women's empowerment, the re-entry and reintegration of prisoners into society, or a fairer and more humane immigration policy, Secretary Rosado advocated in the paper's editorial pages for advancement on issues affecting a wide array of New Yorkers. During her 30-year media career, Secretary Rosado earned an Emmy Award, a STAR Award from the NY Women's Agenda, and a Peabody Award for Journalism. She serves on the board of the Port Authority of New York and New Jersey. Secretary Rosado was a Distinguished Lecturer at the John Jay College of Criminal Justice prior to joining the Cuomo administration, and has been a member of the College's Foundation Board of Trustees since 2012. Secretary Rosado has been personally involved in issues with respect to prisoner re-entry. She Chairs Governor Cuomo's Council on Community Re-entry and Reintegration of New Yorkers returning from prison and served on Governor David Paterson's Task Force on Juvenile Justice. She has taught at Sing Sing and Otisville Correctional Facilities in New York State. A native New Yorker, Secretary Rosado received her B.A. in Journalism from Pace University.

Co-Chair Jim Malatras, *President of SUNY Empire State College:*

Dr. Malatras is the 5th president of SUNY Empire State College, a college with more than 30 locations in New York and internationally. SUNY Empire State offers online or face to face education, or a combination of both. Prior to joining SUNY Empire, he served as president of the Rockefeller Institute of Government, offering policymakers evidence-based policy analysis and recommendations on timely topics. Dr. Malatras currently serves as the Chair of the Board of Advisors for the Rockefeller Institute. Dr. Malatras has held several high-ranking positions in New York State government, including as director of state operations and deputy secretary for policy management to Governor Andrew M. Cuomo.

Steven Bellone, *Suffolk County Executive:*

Steven Bellone was sworn into office as Suffolk County Executive on January 1, 2012. He previously served as Babylon Town Supervisor from 2001-2011. County Executive Bellone represents more than 1.5 million residents and has focused his efforts on saving taxpayer dollars through Government Reform, boosting Economic Development to create local and lasting Suffolk County jobs, improving Long Island's Water Quality to protect the region's water supply, and enhancing the Quality of Life of Suffolk residents by improving public safety and investing in County parks and roads. County Executive Bellone is a graduate of North Babylon High School and he earned a Bachelor of Arts degree at Queens College in 1991. Enlisting in the US Army in 1992, County Executive Bellone served as a communications specialist stationed at Fort Leonard Wood, Missouri. During his service in the Army, he was awarded commendations for meritorious service and earned a master's degree in Public Administration by attending night classes at Webster University. County Executive Bellone earned his Law degree from Fordham University and was admitted to the New York Bar in 1999. County Executive Bellone resides in West Babylon with his wife, Tracey, their two daughters, Katherine Ann and Mollie Elizabeth, and his son, Michael.

Karim Camara, *Executive Director and Deputy Commissioner of the Governor's Office of Faith-Based Community Development Services:*

Reverend Camara leads the efforts of the Governor's Office of Faith-Based Community Development Services. Previously, he was a member of the New York State Assembly. Reverend Camara is an ordained minister, motivational speaker and life coach. He is the Founding and Senior Pastor of Abundant Life Church in Brooklyn. He also was the New York State Faith Director for the then-Senator Barack Obama's 2008 presidential campaign.

Bitta Mostofi, Commissioner of the New York City Mayor's Office of Immigrant Affairs (MOIA):

Under Commissioner Mostofi's leadership, MOIA has created programs and policies to advance the integration of immigrant New Yorkers into the city's civic, economic and cultural life. Commissioner Mostofi spearheaded the IDNYC outreach campaign, connecting over 1.2 million New Yorkers regardless of immigration status to government issued identification, increasing access to services and a greater sense of belonging to the city. Other groundbreaking achievements include helping design the ActionNYC legal services program, bringing immigration legal services and education to communities through partnerships in schools, hospitals and community-based organizations. In a time of intense anti-immigrant rhetoric and policy at the federal level, Commissioner Mostofi has led New York City's efforts to ensure immigrant families have access to the services and resources they need, while fighting back against policies that negatively impact New Yorkers. After graduating law school from DePaul University in Chicago, she practiced civil rights law with a particular focus on the discriminatory impact of immigration practices on Muslim and Middle Eastern immigrants. She later joined Safe Horizon as Senior Staff attorney and continued her legal practice representing immigrant crime victims, asylees, and others in both affirmative and defensive petitions before the immigration court. Commissioner Mostofi led the organization's advocacy work on behalf of immigrant crime victims seeking U visas, including before the City and Department of Homeland Security. Commissioner Mostofi also has a background in community organizing, increasing awareness of global human rights injustices and the plight of refugees from Iran and Iraq. She is the proud daughter of Iranian immigrants.

Roberta Reardon, Commissioner of the New York State Department of Labor:

Commissioner Reardon was appointed by Governor Cuomo in October 2015 to oversee the Department's more than 3,300 employees. On June 15, 2016, she was unanimously confirmed by the New York State Senate. Previously, Commissioner Reardon served as President of the American Federation of Television and Radio Artists (AFTRA) from 2007-2012. She was the founding Co-President of SAG-AFTRA, a 165,000-member union for the entertainment industry, when the Screen Actors Guild (SAG) merged with AFTRA in 2012. After stepping down from that position in late 2013, Commissioner Reardon consulted for the AFL-CIO as Special Liaison for Common Sense Economics. She also taught in the Cornell/CUNY Labor Relations Certificate program. Commissioner Reardon is a former member of the Board of Trustees for the AFTRA Health and Retirement Fund, as well as the New York City Labor Council. She has been honored with the Jewish Labor Committee's 2009 Human Rights Award as well as the New York City Central Labor Council's 2012 Award for Service to the Labor Movement and was a recipient of the Cornell ILR School, Union Leadership Institute's 2017 Change Maker Award. Commissioner Reardon graduated from the Cornell Industrial and Labor Relations School's New York State AFL-CIO/Cornell Union Leadership Institute and holds a Bachelor of Arts from the University of Wyoming. She is a Worker Institute Fellow at Cornell University and sits on the Board of Trustees for the Actors Fund of America.

Joseph J. Salvo: Chief Demographic Officer of the New York City Planning Department:

Dr. Salvo is Chief Demographer at the New York City Department of City Planning. The Population Division serves as the city's in-house demographic consultant, providing expertise to agencies on applications involving assessments of need, program planning and targeting, and policy formulation. He has testified before Congress and served as an advisor to the Census Bureau and the National Academy of Sciences. He has co-authored articles on settlement patterns of race/ethnic groups, census methods, and survey evaluation. Dr. Salvo is presently leading a team making technical preparations for the 2020 Census and is active nationally in promoting the use of methods that will provide a more accurate count of the city's population. He received M.A. and Ph.D. degrees from Fordham University, is a recipient of the Sloan Public Service Award from the Fund for the City of New York, and a Fellow of the American Statistical Association.

Lovely Ann Warren, *Mayor of the City of Rochester:*

The Honorable Lovely Ann Warren was sworn in as Mayor of Rochester, New York on January 1, 2014, making her the city's first female and youngest mayor in modern times. In 2017, she was re-elected to a second, four-year term. Mayor Warren's administrative agenda is focused on job creation, fostering safer and more vibrant neighborhoods and improving educational opportunities for Rochester's residents. Born and raised in the 19th Ward Neighborhood, Mayor Warren has ushered in an unprecedented level of investment in neighborhoods that have suffered from decades of disinvestment, including Bulls Head, Edgerton and North Hudson Avenue. The daughter of an immigrant and granddaughter of a sharecropper, Mayor Warren proudly continues Rochester's legacy as a leader in human and civil rights with such actions as re-affirming Rochester's status as a Sanctuary City, supporting living wages and providing transgender medical benefits to City employees. Mayor Warren was a Rochester City Councilmember from 2007 to 2013 and was elected as President in 2010—making her the youngest President in City Council history. She has a bachelor's degree from John Jay College and Juris Doctorate from Albany Law School. She was admitted to the practice of law in 2004. She has also received a Public Leadership Certificate from the Harvard Kennedy School. She is a proud member of the Delta Sigma Theta Sorority Incorporated, Rochester Alumnae Chapter and the Westside Church of Christ. In addition, she is a member of the African American Mayors Association board of trustees; the U.S. Conference of Mayors and the National League of Cities' Youth Education and Families Committee. Mayor Warren enjoys spending time with her husband Tim, her daughter, Taylor and dog, Rocco.

Adam Bello, *Monroe County Clerk:*

A lifelong Monroe County resident, Mr. Bello serves as Monroe County Clerk. As County Clerk, he processed over 20,000 pistol permit opt-out forms, implemented electronic filing practices for civil cases, and created a new online appointment system to cut down on wait times at local DMV branches. During this time, Mr. Bello convened the Monroe County Vacant and Abandoned Property Task Force. Before serving as County Clerk he was the Irondequoit Town Supervisor, where he spearheaded the construction of the award-winning Irondequoit Town Library which was completed on time and under budget. Mr. Bello graduated with a degree in political science from Binghamton University, and lives in Monroe County with his wife and two children.

José Calderón, *President of the Hispanic Federation:*

The Hispanic Federation (HF) is the nation's premier Latino non-profit membership organization. Mr. Calderón manages HF's overall operations with a primary focus on strategic planning, program development, public policy advocacy and resource development. He is a leading advocate for Hispanic grassroots organizations and pro-Latino legislation locally and nationwide. Mr. Calderón has worked in various capacities for the Federation since 2001, including Program Coordinator, Program Director, Vice President and Senior Vice President. As the Federation's principal spokesperson, Mr. Calderón works to disseminate the organization's public policy positions to the media, public officials, the private sector and the community at large. Mr. Calderón currently serves as Co-Chair of the Immigration Committee of the National Hispanic Leadership Agenda (NHLA) and serves on the advisory committee for The Aspen Institute's Roundtable on Community Change. Mr. Calderón received a Bachelor of Arts Degree from Hunter College and a Master of Arts Degree from St. John's University with a concentration in Latin American studies, Spanish literature and political science. He is married and a proud father of two daughters.

Esmeralda Simmons, Esq., Founder & Executive Director, Center for Law & Social Justice at Medgar Evers College, CUNY:

Ms. Simmons is the founder and executive director of the Center for Law and Social Justice in Brooklyn, New York. The Center is a small but very effective community-based legal advocacy and research institution that is a unit of Medgar Evers College of the City University of New York. Prior to founding the Center, Ms. Simmons had already had an accomplished career as: the First Deputy Commissioner for Human Rights for New York State, and as a Civil Rights Attorney for the US Department of Education, a New York State Assistant Attorney General, and a New York City Assistant Corporation Counsel. She had also served as a law clerk to a federal judge. In addition, she has served on several major public boards in New York City government, e.g., the NYC Board of Education, and the NYC Districting Commission. Currently, Ms. Simmons also volunteers her skills by serving on the Board of Directors for the Applied Research Center, the Fund for Social Change and the Vallecitos Mountain Refuge, Inc., and as a selection committee member for several fellowships and grants for activists, parents, and youth. An activist and a leader, she has been involved in the community empowerment movement in Central Brooklyn and in progressive political causes for over 35 years. As an attorney, she specializes in racial justice issues, such as quality public education for students of color, voting rights, and cultural rights. She chooses to work locally with community organizations using advocacy, community education, coalition-building, and organizing methods, as well as civil rights and human rights legal tools. Ms. Simmons is a deeply spiritual woman who is grounded in African culture. She finds constant inspiration in the vision of her ancestors, her belief in peace, and her respect for life and cultural diversity.

Lauren Moore, New York State Librarian:

Ms. Moore received her MLIS in 2005 from the University of Pittsburgh, and since then she has dedicated countless hours to librarianship and guaranteeing equitable access to education for all. Ms. Moore has served on the NYLA Council as a Councilor-at-Large since 2017. During her tenure she has been a strong advocate for equitable access to education, improving diversity and inclusion within librarianship, and most recently the importance of the 2020 Census. In addition to being a NYLA Councilor-at-Large, Ms. Moore has also served as an instructor for NYLA's Leadership & Management Academy budget and finance course; a member of the 2016 NYLA Civil Service Task Force; Chair of NYLA's 2020 Census Task Force; and a member of NYLA's Legislative Committee. She has presented on topics such as advocacy for small and rural libraries and the 2020 Census at NYLA's Annual Conference & Trade Show. Outside of NYLA, Moore has been working as a Librarian since 2005 when she started in the Community Library of Castle Shannon, in Castle Shannon, PA. After nearly a decade of working in libraries in both Pennsylvania and New York, she began working at the Pioneer Library System in 2013 as the Assistant Director, where a year later she became the Executive Director. She has been Chair of the Public Library System Directors Organization and a Steering Committee Member for the New Yorkers for Better Libraries PAC. Ms. Moore has served on a magnitude of committees and commissions, always putting her passion for equitable access to education first. Serving as the Board President of the Coordinated Childhood Development Program is one of the things she is most proud of; their programs include childcare, Head Start, Universal Pre-Kindergarten, before and after school programs and full-time summer programs for school-age children.

Andrew A. Beveridge, Ph.D., *President and CEO of Social Explorer & Professor of Sociology at Queens College and the Graduate School and University Center of the City University of New York:*

Since 1993, Dr. Beveridge has been a consultant to the New York Times, which has published numerous news reports and maps based upon his analysis of Census data. He writes the demographic topic column for the Gotham Gazette. Also, he is working on several research projects involving urban and neighborhood change. He is an expert in using GIS techniques to integrate demographic materials. Aside from his extensive published work he has used such techniques in numerous consulting engagements with such clients as: Time Warner Cable of New York, the Newspaper Association of America, Davis Polk, and Sullivan and Cromwell, as well as with such non-profit organizations as the Connecticut Civil Liberties Union, the ACLU of Maryland, the Open Housing Center of New York City, Westchester Legal Services, the Center for Constitutional Rights, the Capital Defenders Office, among others. He has taught in the Sociology Department of Columbia University. He received his Ph.D. and M.Phil. in sociology from Yale University and his B.A with honors in economics from Yale College. His research work has received grant and fellowship support from the American Council of Learned Societies, the National Science Foundation, the National Endowment for the Humanities, the American Philosophical Society, the Department of Housing and Urban Development, the Putnam Foundation, the Robert Wood Johnson Foundation and other agencies.

Byron W. Brown, *Mayor of the City of Buffalo:*

The Honorable Byron W. Brown was reelected to a fourth four-year term as Mayor of New York's second largest city in November of 2017, extending his stay as the 62nd Mayor of Buffalo. Mayor Brown's career in public service is marked with many historic achievements; he was elected the first African-American Mayor of Buffalo. He has won dozens of awards for his public service, including national recognition for his role in Say Yes Buffalo and breaking new ground in community policing. Mayor Brown is one of the 13 members of Governor Andrew Cuomo's New York Works Task Force. He also serves on the Governor's Regional Economic Development Council. He was named one of 2015's most influential people in Western New York by Buffalo Business First. Mayor Brown is a Silver Life Member of the NAACP. Mayor Brown's entire family is dedicated to public service, and he is extremely proud to serve the citizens of the City of Buffalo.

Héctor Figueroa (1962-2019), *President of 32BJ SEIU:*

Under Mr. Figueroa's presidency, 32BJ grew by over 50,000 members and passed dozens of local and state policies protecting and lifting working families up and down the East Coast. Mr. Figueroa was born into the labor movement in Ponce, Puerto Rico, where his parents, as teachers, were part of a long struggle to win a union at work. Mr. Figueroa came to the United States in 1982 after participating in a student strike. He stayed with an aunt and uncle in the Bronx and completed his college education on a grant to study economics. Driven to continue his activism, Mr. Figueroa started at the Amalgamated Clothing and Textile Workers Union (now Workers United) in 1990, where he took part in several campaigns including efforts to organize textile workers at Fieldcrest Cannon in North Carolina and protests against NAFTA. In 1995, he joined SEIU's Justice for Janitors campaign, followed by his work in Puerto Rico as SEIU Director for the island. In February 1999, he was asked to serve as deputy trustee for 32BJ and was elected as Secretary-Treasurer of 32BJ in 2000. During his time at 32BJ, Mr. Figueroa built and led the research and political departments, and served as leader for the tri-state and New York Metro areas. As Director of the 32BJ New York Metro District, Mr. Figueroa led operations and bargained strong contracts for 70,000 members in the metropolitan New York area. In cities and states up and down the East Coast 32BJ has passed legislation that protects and lifts working families and communities. 32BJ has also been a leader in the Fight for \$15 since the first strike of 200 fast food workers in New York City, and in 2017 passed a package of fair scheduling bills for fast food workers in New York City along with the ground-breaking Fast Food Worker Empowerment Act, which allows fast food workers to more easily form and join their own organization. Under Mr. Figueroa's leadership, the union and its 175,000 members have been at the forefront of national fights to defend and expand voting rights, to fight the root causes and effects of climate change, and is a stalwart champion for racial, social and economic justice.

Henry A. Garrido, *Executive Director of District Council 37:*

Mr. Garrido leads New York City's largest municipal employees union with 125,000 members and nearly 50,000 retirees. DC 37 members work in mayoral agencies, public schools, city libraries, cultural institutions, the Health and Hospitals Corporation, the Metropolitan Transportation Authority, School Construction Authority, emergency medical services, the Triborough Bridge and Tunnel Authority, the Unified Court System and New York Law School. Under Garrido's direction, the union recently ratified a 44-month collective bargaining agreement with the City of New York. Since becoming executive director in December 2014, he has focused on encouraging greater member participation and building union strength. Towards these goals, Garrido initiated DC 37's "Union Strong" campaign, key components of which have been improving services, enhancing communication and conducting one-on-one conversations with members. Garrido is a trustee on the city's Workforce Investment Board, which advises the mayor on jobs and economic development, and serves on the board of the New York City Employees Retirement System (NYCERS). A native of the Dominican Republic, he is the first Latino to head DC 37 since it was formed in 1944.

ENDNOTES

- 1 For instance, analysis by Andrew Reamer found the 55 largest federal programs which use census statistics to allocate funds allocated over \$883 billion in FY16 among the states and territories of the United States. Of this amount New York State received \$73.3 billion – or approximately \$3,700 per person - in federal funding from programs which distribute funds using census-derived statistics. Reamer, Andrew (May 2019). “Counting for dollars 2020: Report #5, Fifty-five large federal census-guided spending programs: Distribution by state” George Washington University Institute of Public Policy, <https://gwipp.gwu.edu/sites/g/files/zaxdzs2181/f/downloads/Counting%20Dollars%20Brief%20%235%20May%202019.pdf>
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- 175 In addition to the 65 languages on the list, the Census Bureau identified more than 50 additional languages spoken in New York State but did not disclose the number of speakers or number of speakers who speak English less than “very well” because the number was not large enough to maintain the speakers’ privacy.
- 176 In addition to the 65 languages on the list, the Census Bureau identified more than 50 additional languages spoken in New York State but did not disclose the number of speakers or number of speakers who speak English less than “very well” because the number was not large enough to maintain the speakers’ privacy.
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A ROADMAP TO ACHIEVING
A COMPLETE 2020 CENSUS COUNT
IN NEW YORK STATE