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

March 20, 2012

2010 CENSUS PLANNING MEMORANDA SERIES

No. 181

MEMORANDUM FOR The Distribution List

From: Arnold Jackson *[signed]*
Acting Chief, Decennial Management Division

Subject: 2010 Census Federally Affiliated Overseas Count Operation Assessment Report

Attached is the 2010 Census Federally Affiliated Overseas Count Operation Assessment Report. The Quality Process for the 2010 Census Test Evaluations, Experiments, and Assessments was applied to the methodology development and review process. The report is sound and appropriate for completeness and accuracy.

If you have questions about this report, please contact Karen Crook at (301) 763-4023.

Attachment

March 19, 2012

2010 Census
Federally Affiliated Overseas Count
Operation Assessment Report

U.S. Census Bureau standards and quality process procedures were applied throughout the creation of this report.

Karen Crook and Shirley Druetto

Decennial Management Division

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Executive Summary

The goal of the 2010 Census Federally Affiliated Overseas Count Operation was to obtain counts by home state of U.S. military and federal civilian employees stationed overseas and their dependents living with them. For the 2010 Census, overseas was defined as anywhere outside the 50 U.S. states and the District of Columbia. Counts were obtained from administrative records and were used to allocate the federally affiliated population living overseas to a home state for the purpose of reapportioning seats in the U.S. House of Representatives. Forty federal departments and agencies provided certified counts by home state for their federally affiliated employees living overseas. The federally affiliated population residing overseas has been officially included in the apportionment population in the 2010, 2000, 1990 and 1970 censuses based on the intentions of Congress.

For the 2010 Census, federal departments and agencies were sent a contact letter in October 2009 from the Secretary of Commerce and the Director of the Census Bureau requesting the name of a contact person with whom to coordinate the count effort. A second letter was sent to the designated contacts in February 2010 requesting the actual counts. This letter included: Form D-55, Counts of Federally Affiliated Overseas Personnel and Dependents by Home State of Residence; and, Form D-55A, Guidelines for Completing Form D-55. Completed forms were due back to the Decennial Management Division by July 9, 2010.

The Decennial Management Division compiled the federally affiliated overseas counts by home state from the certified forms and delivered these to the Population Division on August 17, 2010. The Population Division created apportionment counts and delivered the final apportionment tables to the Director of the Census Bureau in December 2010.

Results

For the 2010 Census, responses were received from all forty agencies identified by the Office of Personnel Management as having overseas employees. Of these forty agencies, thirty reported employees living overseas by home state and twenty-eight were able to provide counts by home state for dependents. Ten agencies reported they had no overseas employees. Three agencies together represent 99 percent of the total federally affiliated overseas population: the Department of Defense, the Department of State, and the Peace Corps. The U.S. Armed Forces and their dependents represent 96 percent of the total federally affiliated overseas population.

All of the agencies the Census Bureau contacted complied with our request for data and submitted their data by July 9, 2010, or shortly thereafter. In a few cases, we contacted agencies with a request to supply more complete data. The Department of Transportation and the Department of Veterans Affairs provided an explanation for why they were unable to assign more personnel to a home state in the U.S. Many of their employees resided overseas.

For this census, the 2010 Census Federally Affiliated Overseas Count Operation had a Decennial Management Division mailbox for the first time to which agencies could send e-mails. An electronic fillable form also was created. Both proved to be very successful.

Across all agencies, "home state reported" for federally affiliated overseas employees and their dependents decreased slightly this decade, from 90 percent in Census 2000 to 87 percent in the 2010 Census.

The Census Bureau staff carried out the Federally Affiliated Overseas Count Operation as it had been articulated in project management documents, on time and within the original scope set out in the project plan.

Department of Defense

The Census Bureau's Decennial Management Division and Population Division planning meetings with the Department of Defense were fruitful and gave us a chance to communicate the requirements for providing the data. Staff cultivated a strong, cooperative working relationship with the Defense Manpower Data Center in the one and a half year period leading up to the delivery of the overseas counts and through to the present. We met regularly with Defense Manpower Data Center staff and they were extremely helpful in explaining the nature of their administrative records program, the variables it contained, and the overall data quality.

Recommendations

1. Begin with the premise that the methodology for counting the federally affiliated population living overseas should be reengineered for the 2020 Census.
2. Fully investigate improvements in the methodology for counting the federally affiliated population living overseas for the 2020 Census. New technology and more complete address information on the military are a consideration for 2020. We should include this population group in one or more of the tests that will occur between fiscal year 2014 and 2017.
3. The operation should be completely automated.
4. The Federally Affiliated Overseas Count Operational Integration Team should begin meeting in 2012 to plan for the 2020 Census.
5. The Operational Integration Team for the 2020 Census should include members from the Office of the Chief Council (Legal), the Policy Coordination Office, Population Division, Decennial Statistical Studies Division and Decennial Management Division. A team charter should be drafted to structure the planning phase and it should be updated regularly.
6. Maintain a strong relationship with the Department of Defense.
7. Recognize that the U.S. Armed Forces and dependents comprise 96 percent of the federally affiliated population living overseas.
8. Discussions with the Defense Manpower Data Center should be initiated in 2012 to reconsider the best measure of "home state" for the U.S. Armed Forces overseas. Home of record availability was at 94 percent for military personnel in Census 2000. The Defense Manpower Data Center predicted 74 percent availability during our 2010 planning discussions. In actuality, only 59 percent of the 2010 Department of Defense records

contained home of record. Other variables are available as proxies for state of residence and the Department of Defense has stated strongly that these need consideration for 2020.

9. Standardize data for federal civilian employees. These steps will improve the consistency and completeness of the federally affiliated overseas data.
10. If administrative records from federal agencies are used in the 2020 Census, the Census Bureau should have a discussion about what information is included in the National Finance Center and Federal Personnel Payroll System databases and work to ensure in 2020 that information on home state and dependents is included in these systems.
11. The Census Bureau needs two separate sets of guidelines for the 2020 Census, one for the Department of Defense and another set of guidelines for federal civilian employees. The 2020 residence rules should be vetted prior to establishing the guidelines for counting the overseas population. The guidelines should clearly match the residence rules and the information on citizenship in the residence rules.
12. The guidelines on Avoiding Duplicate Reporting regarding unduplication of counts were unclear. They need to be reevaluated for 2020. Consider dropping the question that asks if the federal agency unduplicated according to the guidelines.
13. Decrease the time frame for returning forms to help ensure a more timely response from agencies. The Census Bureau should require that all information be delivered by April 30, 2020.
14. Have discussions early with internal stakeholders. Develop talking points far in advance to address questions from outside stakeholders.
15. The issue of counting all Americans overseas will need to be reevaluated for 2020. In preparation for 2020, we should test an administrative records enumeration of non-federally affiliated Americans living overseas.

Conclusion

Counting the federally affiliated population residing overseas will continue to be a challenge in the 2020 Census. One of the greatest challenges will be how to continue to gather high quality data for this population, given that the data are collected and maintained for other purposes by the federal agencies. Maintaining a strong relationship with the Department of Defense is key to a successful operation in the 2020 Census. We need to reexamine how we collect data for the Department of Defense federally affiliated overseas population and the stateside U.S. military. Congress needs to be approached as a strong stakeholder during this reexamination. The Federally Affiliated Overseas Count Operation is critical for 2020 planning.

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1. INTRODUCTION

1.1 Purpose and Scope

The purpose of the 2010 Census Federally Affiliated Overseas Count Operation Assessment is to determine how well the operation was implemented. It will document the results of obtaining the counts as well as provide recommendations and best practices that can be used during the next planning cycle to support the 2020 Census count of the federally affiliated population residing overseas. The Federally Affiliated Overseas Count Operation is one of the smaller operations in the census. However, results affect the outcome of apportionment. The counts are added to the U.S. resident population by state and used in the apportionment calculations for Congress. In addition, this operation includes the count of the United States Armed Forces overseas and their dependents living with them, which in 2010 represents 96 percent of the federally affiliated population living overseas. This operation is one of the first in the census that is based entirely on administrative records.

The assessment will have two major components: the U.S. military and their dependents, and the federal civilian employees and their dependents.

The table on page 2 for the total U.S. federally affiliated overseas population provides counts from the 2010, 2000, 1990, and 1970 censuses. These are the years that the federally affiliated population residing overseas has been officially included in the apportionment calculations.

This table includes 1980 counts, however, the federally affiliated overseas population was not included in the 1980 Census apportionment calculations.

These counts are presented to document the results of the 2010 Census count in comparison with previous censuses and to be used for historical and informational purposes.

Total U.S. Federally Affiliated Overseas Population:
2010, 2000, 1990, 1980 and 1970

	2010		2000		1990		1980[1]		1970	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	1,042,523	100%	576,367	100%	922,819	100%	995,546	100%	1,580,998	100%
Federal Employees	434,382	42%	256,939	45%	NA	NA	562,962	57%	1,144,424	72%
Armed Forces	410,696	39%	226,363	39%	529,269	57%	515,408	52%	1,076,431	68%
Federal Civilian Employees	23,686	2%	30,576	5%	NA	NA	47,554	5%	67,993	4%
Dependents of Federal Employees	608,141	58%	319,428	55%	NA	NA	432,584[2]	43%	436,574[2]	28%
Armed Forces Dependents	592,153	57%	303,621	53%	344,936	37%	NA	NA	NA	NA
Federal Civilian Dependents	15,988	2%	15,807	3%	NA	NA	NA	NA	NA	NA
Total Armed Forces and Dependents	1,002,849	96%	529,984	92%	874,205	95%	NA	NA	NA	NA
Total Federal Civilian Employees and Dependents	39,674	4%	46,383	8%	48,614	5%	NA	NA	NA	NA

NA Not Available

[1] The 1980 federally affiliated overseas population was not included in apportionment.

[2]Total dependents of federal employees not shown separately.

Notes: Data for federal civilian employees and dependents are not shown separately for 1990 because the data collection instrument captured them together. Data on dependents for 1980 and 1970 were not shown separately for federal civilian employees and military personnel. Percentages may not add to 100 due to rounding.

Sources:

Data for 2010 from the 2010 Census. Data for 2000 from United States Summary: Table 1 Population and Housing Units: 1980 to 2000; and Area Measurements: 2000, p.1, Conference on an Enumeration of Americans Overseas in the 2010 Census, p.7, and Census 2000 Data. Data for 1990, 1980, and 1970 from Americans Overseas in U.S. Censuses by Karen M. Mills, Technical Paper 62, U.S. Department of Commerce, Economics and Statistics Administration, Bureau of the Census, November 1993, Table 2, p.7, Table 5, p.44, Table 6, p. 61, Table 9, p.65.

Table A1 (Appendix A) presents counts by state for the federally affiliated overseas population for the apportionment years.

Counts by agency (Table A2) are included for the 2010, 2000, and 1990 censuses. Information by agency is not available from earlier censuses.

The assessment compares responses to the questions on the forms by agency for the 2010 and 2000 censuses (Tables A3, A4, and A5). Comparable questions were not included on the form in earlier censuses.

Some tables are not discussed but support the narrative and are included for 2020 Census planning purposes.

1.2 Intended Audience

The intended audiences for this document are the divisions, program managers and staffs responsible for planning and implementing the 2020 Census.

2. BACKGROUND

2.1 Introduction

The 1970 Census was the first time in which components of the overseas population, U.S. military and federal civilian employees and their dependents living with them, were officially included in the Congressional apportionment population. This change can be attributed to the scale of U.S. activities in Southeast Asia and the Congressional support reflected in the recommendation of the House Subcommittee on Census and Statistics to include these persons in the apportionment population (Mills, 1993). Both administrative records and direct enumeration were used to obtain counts of the federally affiliated population living overseas in 1970.

For the 1980 Census, administrative records were used from the Department of Defense (DoD), the Department of State, and the Office of Personnel Management (OPM). The Census Bureau did not include the federally affiliated population living overseas in the apportionment population in 1980 because the count was much smaller than 1970. In testimony in 1976 before the House Subcommittee on Census and Population, the Deputy Director of the Census Bureau indicated that the Census Bureau did not plan to include any component of Americans overseas in the apportionment population for 1980. The subcommittee raised no objection to that proposal (Mills, 1993).

As a result of widespread bipartisan support in Congress late in 1980, the Census Bureau decided in 1989 to include the overseas U.S. Armed Forces and federal civilian employees, and their dependents living with them, in the 1990 Census counts for purposes of computing Congressional apportionment (Mills, 1993). The 2000 procedures followed those from 1990.

In the 1990 and 2000 censuses, the Census Bureau again included components of Americans living overseas in the apportionment count. The overseas components included were members of the Armed Forces, federal civilian employees, and their dependents living with them. Counts were obtained from federal departments and agencies and were principally based on administrative records (Mills, 1993 and U.S. Census Bureau, 2001).

For the 2010 Census, the Census Bureau obtained counts of the federally affiliated population living overseas using definitions and procedures similar to those used in the 1990 Census and Census 2000. "Overseas" is defined as anywhere outside the 50 U.S. States and the District of Columbia. Therefore, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, and the Pacific Island Areas (American Samoa, Guam, and the Commonwealth of the Northern Mariana Islands) are considered overseas. For the 2010 Census, these same employees and dependents may have been enumerated in the area to which they were assigned (for example, Guam) using standard census procedures and included in the population totals and data reports for the census in that Island Area. One count is for apportionment. The other is to obtain counts and characteristics for residents of Puerto Rico and the Island Areas.

The Federally Affiliated Overseas Count Operation obtained counts of U.S. military and federal civilian employees stationed overseas and their dependents living with them by home state. Forty federal government departments and agencies provided certified counts for their military and federal civilian employees stationed overseas and dependents living with them (Appendix B).

Population Division created the apportionment counts and delivered the final apportionment tables to the Director of the Census Bureau in December 2010. The federally affiliated overseas counts are added to the U.S. resident population, by state, to create the apportionment population counts. The apportionment population is used to apportion seats in the U.S. House of Representatives. The federally affiliated overseas counts are not included in the tabulations we provide to the states for redistricting or in any other decennial census tabulations.

2.2 Overview

The Decennial Management Division (DMD) managed, developed and provided all materials necessary to implement the Federally Affiliated Overseas Count Operation. Materials included an initial letter requesting a contact person, a letter requesting counts, guidelines to complete the count form, and a count form (Appendices C and D).

In October 2009, the Secretary of Commerce and the Director of the Census Bureau mailed a letter to federal departments and agencies with overseas employees announcing the Federally Affiliated Overseas Count Operation and requesting the name of a contact person to coordinate the count effort. These 40 agencies were identified using information from the OPM. Letters to departments were signed by the Secretary of Commerce. Letters to agencies were signed by the Census Bureau Director. We requested that contacts be identified to the Census Bureau by November 9, 2009. All contacts were received by December 29, 2009.

In February 2010, the Census Bureau mailed a second letter signed by the Associate Director for the Decennial Census to the designated contacts of the departments and agencies with the Form D-55, Counts of Federally Affiliated Overseas Personnel and Dependents by Home State of Residence, and Form D-55A, Guidelines for Completing Form D-55.

We requested that completed forms be sent back to the Census Bureau by July 9, 2010. All the counts were returned by July 20, 2010. DMD staff summarized and verified the counts received by home state for all 40 departments and agencies. The summarized overseas counts were delivered by DMD to Population Division on August 17, 2010.

2.3 Assumptions

- The universe for the Federally Affiliated Overseas Count Operation included the following:
  - U.S. military personnel stationed overseas, including deployed military that can be allocated to a home state. (Deployed overseas means that a military member has been temporarily moved from his or her normal duty station to a combat zone or other hazardous location. Stationed overseas means that the military member normally performs his or her duties at an overseas location);
  - Members of the U.S. Armed Forces on military vessels assigned to a homeport in a foreign country that can be allocated to a home state;
  - Federal civilian employees stationed overseas that can be allocated to a home state;
  - All dependents living with military personnel and federal civilian employees that can be allocated to a home state**.**

- The following are not eligible to be included in the overseas count:
  - Private U.S. citizens living abroad;
  - Crews of merchant ships engaged in foreign transportation;
  - Federally affiliated employees who claim residence in a foreign country or U.S. territory;
  - "Contract employees," even if they are U.S. citizens, hired and employed abroad.

2.4 Department of Defense

DoD is the largest employer of U.S. personnel stationed overseas. Census Bureau staff held a series of meetings with the DoD's Defense Manpower Data Center (DMDC), the agency that compiles overseas counts for the DoD, to discuss requirements and procedures for the Federally Affiliated Overseas Count Operation.

For DoD military personnel and dependents, the DMDC used three variables to determine state assignments for overseas military and their dependents: home of record, legal residence, and last duty station. The decision by the Census Bureau to use these variables was based on a Congressional Research Service report (Huckabee, 1990) and Bill H.R. 4903 (Library of Congress, 1990). The Congressional Research Service report found that allocating military personnel using home of record most closely resembled the state by state distribution of the

resident population. Bill H.R. 4903 required that members of the Armed Forces and their dependents "be enumerated as if residing at such member's 'home of record,' as defined by the Department of Defense for administrative purposes." The Census Bureau made the decision for the 2010 Census to rely on precedent when determining usual residence for U.S. military personnel overseas and continue to follow the procedures used in the previous census.

The Census Bureau asked DMDC to use the home of record designation in its administrative files to assign a home state for its military personnel. Military personnel include the Army, Navy, Marine Corps, Air Force, and U.S. Coast Guard as well as total Reserve Forces overseas. Home of record is generally defined as the permanent home at the time of entry or re-enlistment into the Armed Forces as included in personnel files. When home of record was not available, legal residence, the residence a member declares for state income tax withholding purposes, was used second. Last duty station was used third to assign a home state if home of record and legal residence were missing.

There is no sub-state geographical information in home of record. Legal residence contains a state code and is pulled from the Finance Accounting Center where the employee check is sent and taxes are paid. Last duty station contains information at the state level and ZIP Code level.

The U.S. Coast Guard--although one of the five branches of the U.S. Military--is under the Department of Homeland Security. Information is available for the U.S. Coast Guard from both the DMDC and the Department of Homeland Security. We will need to look again at what data source to use in 2020. The important point to document is that this branch of the service should only be counted once. For the 2010 Census, we used information from the DMDC.

Dependents of military personnel were assigned a home state based on the military employee's home state.

In addition, the DMDC provided an overseas count of civilian personnel and dependents from their administrative records, Civilian Personnel Management System. Dependents of civilian personnel were assigned the same home state as the employee or sponsor (as referred to by the DoD) they were related to.

2.5 Federal Civilian Agencies

DMD identified and compiled a list of all other federal government departments and agencies with overseas personnel from a table provided by the OPM (Office of Personnel Management, 2009). This table identifies federal departments and agencies with overseas personnel (refer to Appendix B).

The remaining 39 federal departments and agencies assigned employees to the state that the employee claimed as his/her home state on administrative records while working overseas. Dependents living with the employee overseas were assigned to the state that the dependent claimed as his/her home state or to the same state as the employee.

2.6 Non-federally Affiliated Americans Overseas

During 2004, at the request of Congress, the Census Bureau conducted a test of the feasibility of including all Americans living overseas in three test countries: France, Kuwait, and Mexico. This was a voluntary survey. Overseas response levels fell far short of stateside levels and household responses were very expensive – around $1,450 per return. In contrast, the per unit cost of Census 2000 was about $56 per household.[1] The results of this test, as documented in a series of evaluation reports, highlighted the difficulties of direct enumeration, including contacting all U.S. citizens residing overseas, obtaining a minimal response rate, and obtaining data with any degree of statistical reliability.

After evaluating the design and implementation of the $7.8 million test, the Government Accountability Office concluded that the Census Bureau could not "successfully overcome the inherent barriers to counting this population group and produce data comparable to the stateside enumeration."[2]

During the 2010 Census the Census Bureau was asked if defense contractors working in Iraq were included in the 2010 Census. They were not counted in the census because they were private citizens working overseas. Despite the findings of the 2004 test, this issue is likely to come up again for 2020.

The issue of counting all Americans overseas will need to be reevaluated for 2020. The 2004 test census demonstrated barriers to counting non-federally affiliated Americans living overseas through voluntary self-enumeration. Alternatively, in preparation for 2020, we should test an administrative records enumeration of non-federally affiliated Americans living overseas. More Americans are working and going to school overseas.

[1] U.S. General Accounting Office, 2010 Census: Counting Americans Overseas as Part of the Decennial Census Would Not Be Cost-Effective, GAO-04-898 (Washington, D.C.: August 2004).

[2] U.S. General Accounting Office, 2010 Census: Counting Americans Overseas as Part of the Census Would Not Be Feasible, GAO-04-1077T (Washington, D.C.: September 14, 2004).

3. METHODOLOGY

3.1 Study Questions

	Question	Data Sources
Question 1	What was the percent "Home State Reported" and "Home State Not Reported" for personnel and dependents by department/agency for the 2010 Census? How does this compare to Census 2000?	This question was answered using data from Assessment Table A3. Home State Reported/Not Reported by Agency for the Federally Affiliated Overseas Population: 2010 Census and Census 2000.
Question 2	Of the 40 departments/agencies, how many were not able to report on dependents? How does this compare with Census 2000?	This question was answered using data from Assessment Table A5. Agencies that Reported Dependents for the Federally Affiliated Overseas Population: 2010 Census and Census 2000.
Question 3	What did we learn about the completeness of the data across the agencies?	This question was answered using data from the Overseas Control Log and information recorded from follow up phone calls with the agencies.
Question 4	How many agencies reported that the counts of dependents were unduplicated according to the guidelines and how does this compare with Census 2000?	This question was answered using data from Assessment Table A4. Agencies that Unduplicated Counts of Dependents According to the Guidelines for the Federally Affiliated Overseas Population: 2010 Census and Census 2000.
Question 5	How useful were the overseas guidelines for the DoD and other federal departments/agencies?	This question was answered using data from the Federally Affiliated Overseas Count Operation Operational Integration Team (OIT) Lessons Learned.
Question 6	Did Census Bureau staff experience any issues with coordinating the enumeration with the contact persons from each agency?	This question was answered using data from e-mails and information recorded from follow up phone calls with the agencies.
Question 7	How effective was the D-55 count form for the DoD and for other departments/agencies? What improvements need to be made to the instrument? What guidelines need to be clarified? How do we automate collection?	This question was answered using data from the Federally Affiliated Overseas Count Operation OIT Lessons Learned.
Question 8	Should the Census Bureau consider other methods for collecting this information in the 2020 Census? What new avenues need to be explored in obtaining data on the federally affiliated overseas population?	This question was answered using data from the Federally Affiliated Overseas Count Operation OIT Lessons Learned.

	Question	Methodology
Question 9	Should the Overseas Count OIT begin earlier in preparation for the 2020 Census? What divisions should be included on the team? What other organizational changes need to be made?	This question was answered using data from the Federally Affiliated Overseas Count Operation OIT Lessons Learned.
Question 10	Should the federally affiliated overseas count be included in the research and policy development projects earlier in the decade before OIT/operational planning begins?	This question was answered using data from the Federally Affiliated Overseas Count Operation OIT Lessons Learned.
Question 11	Should there be a length of stay criteria before an individual is considered overseas?	This question was answered using data from meeting notes and e-mails.
Question 12	What improvements need to be made to the guidelines to be specific about citizenship for both the military and federal civilian employees?	This question was answered using data from the Residence Rule and Residence Situations and the Federally Affiliated Overseas Count Operation OIT Lessons Learned.
Question 13	What improvements need to be made to the correspondence sent to the federal departments and agencies?	This question was answered using data from the Federally Affiliated Overseas Count Operation OIT Lessons Learned.
Question 14	What type of electronic instrument should be created for the 2020 Census? Should there be a separate instrument for DoD and other departments/agencies?	This question was answered using data from the Federally Affiliated Overseas Count Operation OIT Lessons Learned.
Question 15	Is there a way, and a benefit to standardize what we want from the non-DoD Federal departments and agencies?	This question was answered using data from the Overseas Control Log and the Federally Affiliated Overseas Count Operation OIT Lessons Learned.
Question 16	What did we learn from the congressional letters we received concerning counting of deployed military in the 2010 Census? (Congressional Correspondence)	This question was answered using information from the congressional correspondence received by the Census Bureau and the responses sent back to them.
Question 17	What were the issues regarding counting the military deployed overseas (either on land or on ships)?	This question was answered using information from the congressional correspondence received by the Census Bureau and (De Vos, 2011).
Question 18	What were the issues regarding counting military vessels assigned to a homeport in a foreign country?	This question was answered using information from the congressional correspondence received by the Census Bureau and (De Vos, 2011).
Question 19	What were the issues regarding ensuring the overseas personnel were not counted in state-side military group quarters or vice versa?	This question was answered using information from D-678.22 Military Group Quarters Enumeration POC Manual.
Question 20	What steps does the Census Bureau need to take to establish the best DoD variable to measure "Home State" in 2020?	This question was answered using information from the Federally Affiliated Overseas Count Operation OIT Lessons Learned, and information from the DMDC Lessons Learned session.

3.2 Quality Assurance Procedures for the Report

Census Bureau standards and quality process procedures were applied throughout the creation of this report. The Census Bureau standards were used to determine evaluation methods, create specifications for project procedures, analyze data and prepare this report.

3.3 Cost

The cost for this project was in staff salaries. During 2008 through 2011, 1.25 employees were assigned to this project. Minimal mailing and printing costs were incurred. We cannot isolate staff costs in using these data to produce apportionment counts.

3.4 Schedule

This project was completed two weeks ahead of schedule. We recommend that in the 2020 Census the Census Bureau include a line in the "Alert Report" with the date for delivering the federally affiliated overseas count to Population Division. This is a critical date. This file must be delivered to Population Division on time or the apportionment transmittal package may be delayed.

There were three change requests submitted for the Federally Affiliated Overseas Count Operation. The first was submitted to remove two Overseas Enumeration Program Lines from the schedule: "Update and Baseline Overseas Count Team Charter" and "Update and Baseline Overseas Count Team Management Plan." The Overseas Operational Integration team did not have a team charter or a team management plan.

The second change request was submitted to request an Assessment for the Federally Affiliated Overseas Count Operation in the 2010 Census.

The third change request was submitted to remove an Overseas Enumeration Program Line from the schedule, "Prepare/Deliver US Summary Table of the Federally Affiliated Overseas Counts to Population Division." DMD provided Population Division on August 17, 2010, a spreadsheet of the Federally Affiliated Overseas Counts by state from which Population Division can calculate any summary data that are needed.

4. LIMITATIONS

The Census Bureau staff assigned to research, develop and author the 2010 Census Federally Affiliated Overseas Count Operation Assessment are also resources for other Census Bureau projects. If staff is unable to work on the Federally Affiliated Overseas Count Operation Assessment due to other responsibilities or budget restrictions, then assessment development activities may be delayed.

5. RESULTS

The Census Bureau was successful in receiving responses from all 40 government agencies. All of the agencies the Census Bureau contacted complied with our request for data and submitted their data by July 9, 2010, or shortly thereafter. In a few cases where we contacted agencies with a request to supply more complete data they provided an explanation for why they were unable to assign more personnel to a home state in the U.S. The Department of Transportation and the Department of Veterans Affairs provided an explanation for why they were unable to assign more personnel to a home state in the U.S. Many of their employees resided overseas.

Across all agencies, "home state reported" for federally affiliated overseas employees and their dependents decreased slightly this decade, from 90 percent in Census 2000 to 87 percent in the 2010 Census.

The Census Bureau staff carried out the Federally Affiliated Overseas Count Operation as it had been articulated in project management documents, on time and within the original scope set out in the project plan.

The Census Bureau's DMD and Population Division planning meetings with the DMDC were fruitful and gave us a chance to communicate the requirements for providing the data. Staff cultivated a strong, cooperative working relationship with the DMDC in the one and a half year period leading up to the delivery of the overseas counts and through to the present. We met regularly with DMDC staff and they were extremely helpful in explaining the nature of their administrative records program, the variables it contained and the overall data quality.

The Federally Affiliated Overseas Count Operation had other successes:

- We developed a DMD Mailbox (dmd.overseas.program@census.gov) that was a success. It provided a secure place for departments/agencies to ask questions and submit data. It also serves as an archive resource.
- The electronic fillable form (Adobe Portable Document Format (PDF)) was a success. Departments/agencies were able to submit their forms electronically through e-mail and this made the process more efficient. Agencies preferred this system to mailing back the hand-written form.
- We were consistent in our directions for data collection and we used a standardized form.
- DMD had a stringent process for entering the overseas data into a Microsoft Excel spreadsheet. The data entries for each agency were independently verified by another staff member using the count forms that were submitted. If there were any errors in the addition on the forms, the agencies were asked to resubmit them. Some forms were sent back for certification. Staff independently checked and validated every number on the Excel spreadsheet.
- The overseas counts were successfully delivered by DMD to Population Division on August 17, 2010, two weeks ahead of schedule.

- Population Division had a stringent quality assurance process in place to check the DMD counts delivered to them.

The results are reported in two subsections: All Agencies and U.S. Military.

All Agencies

Figure 1. Summary of Federal Agency Participation in the 2010, 2000 and 1990 Census Federally Affiliated Overseas Count Program

2010	2000	1990
40 agencies identified by OPM as having overseas employees; of these:	**39** agencies identified by OPM as having overseas employees; of these:	**40** agencies identified by OPM as having overseas employees; of these:
30 agencies reported figures by home state (28 included dependents in their counts)	**25** agencies reported figures by home state (24 included dependents in their counts)	**30** agencies reported figures by home state (20 included dependents in their counts)
10 agencies reported that they had no overseas employees	**9** agencies reported that they had no overseas employees **4** agencies had no forms in the Census 2000 files	**8** agencies were found to be out of scope; their overseas employees were actually local residents of the foreign countries or the U.S. commonwealths or territories where they were working
	1 agency reported that it could not allocate its overseas employees to a home state	**1** agency reported that its three overseas employees did not respond to its survey for home state information **1** agency declined to participate as its administrative records did not contain home state information

Sources: Data for 2010 and 2000 from 2010 Census and Census 2000 data. Data for 1990 from Americans Overseas in U.S. Censuses by Karen M. Mills, U.S. Department of Commerce, Economics and Statistics Administration, Bureau of the Census, November 1993.

5.1 What was the percent "Home State Reported" and "Home State Not Reported" for personnel and dependents by department/agency for the 2010 Census? How does this compare to Census 2000?

The number of departments/agencies identified as having federal employees residing overseas has remained consistent for the past three censuses: 40 in 2010, 39 in 2000 and 40 in 1990.

In the 2010 Census and Census 2000, three agencies constituted the majority of the federally affiliated population residing overseas. The DoD, the Department of State and the Peace Corps, together represented about 99 percent of overseas employees and dependents for the 2010 Federally Affiliated Overseas Count Operation (Table A2). The DoD allocated 87 percent of their overseas employees and dependents to a home state for the 2010 Census, and 90 percent in Census 2000. The Department of State allocated 97 percent of their employees and dependents living overseas to a home state for the 2010 Census, and 81 percent in Census 2000. For both censuses, the Peace Corps reported home state data for 100 percent of their overseas staff and

dependents and volunteers. The Peace Corps does not track dependents for volunteers (Table A3).

Of the 40 departments/agencies identified by the Census Bureau in the 2010 Census as having overseas employees, thirty reported employees living overseas by home state. Ten departments/agencies reported that they had no overseas employees. The Department of Veterans Affairs and the Department of Transportation provided partial counts for their employees living overseas. Both agencies reported home state data for two percent of employees and dependents living overseas.

The Census Bureau verified that for the Department of Veterans Affairs, approximately 90 percent of the "Home State Not Reported" consists of people that reside in Puerto Rico. Puerto Rico is a site for a Veterans Affairs Administration and a Veterans Affairs Medical network of facilities.

Most of the overseas population at the Department of Transportation live in the countries where they are working. They work in Guam, Puerto Rico, and other countries. Many of these are Aviation Safety Inspectors and their dependents that remain in these overseas assignments for years, if not the full span of their career. Persons in these two agencies were out of scope and should not have been included by the agencies in the "Home State Not Reported" category.

In Census 2000, 39 departments/agencies were identified as having overseas employees and dependents. Twenty-five reported employees living overseas by home state. Nine agencies reported that they had no overseas employees. The U.S. Trade Development Agency reported employees living overseas but could not allocate them back to a home state. The Library of Congress, Department of Labor, Panama Canal Commission (disbanded in 1999) and Small Business Administration, were sent a letter as part of the program, but had no form in the Census 2000 files. The U.S. Information Agency merged with the Department of State in October 1999 and their employees and dependents living overseas were included in the State Department's counts.

5.2 Of the 40 departments/agencies, how many were not able to report on dependents? How does this compare with Census 2000?

Of the 40 agencies participating in the overseas count program, ten reported they had no overseas employees. Twenty-eight of the 30 agencies reporting employees by home state also reported dependents. The Department of Health and Human Services and the U.S. Postal Service do not track data on dependents. The Peace Corps was able to provide counts by home state for dependents of staff, but does not collect data on dependents of volunteers (Table A5).

For Census 2000, of the 39 participating agencies, nine reported they had no overseas employees. Of the 25 agencies reporting overseas employees by home state, 24 reported dependents. The Department of Health and Human Services did not report on dependents for overseas employees. The Peace Corps provided counts by home state for staff dependents, but

did not collect data on volunteer dependents. Four agencies did not have a form in the Census 2000 files and one could not allocate employees to a home state.

In 1990, 30 of 40 agencies reported overseas employees by home state. Of these, 20 included dependents and 10 did not (Mills, 1993).

5.3 What did we learn about the completeness of the data across the agencies?

Administrative records have limitations. The two biggest limitations to the 2010 Census Federally Affiliated Overseas Count Operation were the lack of data standardization across the agencies and the incomplete counts received. Some agencies do not collect the information that was requested by the Census Bureau for the Federally Affiliated Overseas Count Operation. Some agencies could not provide home state information for their overseas employees. Some do not collect data on dependents. Some agencies did not rely exclusively on administrative records. They used them only for part of the information and conducted internal surveys to collect the other data necessary for the program.

In reviewing the forms and through conversations with the agencies, we learned that seven agencies individually surveyed their employees, five in addition to using administrative records. The Broadcasting Board of Governors sent requests to each overseas employee via e-mail in addition to using administrative records. The American Battle Monuments Commission individually surveyed their employees. National Aeronautics and Space Administration employees were contacted for information on dependents and to ensure unduplicated reporting. The U.S. Agency for International Development reported that they were conducting a survey of dependents. The Department of Interior and the Millennium Challenge Corporation surveyed employees for information on both state of residence and dependents. The Social Security Administration also reported that they conducted a survey.

Seven of the 30 agencies reporting federally affiliated personnel residing overseas used the National Finance Center's Personnel and Payroll System as their source of information. This system was developed by the Department of Agriculture and provides personnel and payroll support for numerous agencies. In addition, seven agencies used the National Business Center's Federal Personnel Payroll System as their source of information. The Federal Personnel Payroll System was developed by the Department of Interior and also provides personnel and payroll support for agencies. An additional ten agencies used different personnel and payroll systems when reporting counts. The Census Bureau should research whether we can obtain access to these payroll files. Perhaps the National Finance Center could produce a report to facilitate the counts for the 2020 Census.

If administrative records from federal agencies are used in the 2020 Census, the Census Bureau should research what information is included in the National Finance Center and Federal Personnel Payroll System databases and work to ensure in 2020 that information on home state and dependents can be derived from these systems.

5.4 How many agencies reported that the counts of dependents were unduplicated according to the guidelines and how does this compare with Census 2000?

The D-55 form includes the following question on unduplication:

Figure 2. Question on Duplicate Reporting

4. Are counts of dependents unduplicated according to the guidelines?	☐ Yes ☐ No

The guidelines for completing Form D-55 include a section on unduplicating the counts that states the following:

Figure 3. Guidelines for Avoiding Duplicate Reporting

Item 4: Avoiding Duplicate Reporting-
Indicate whether you were able to unduplicate your counts according to the following guidelines:

- Do not include any employee of your department/agency who is married to, or is the dependent of, an overseas member of the military or a Federal civilian employee of the Department of Defense. These persons will be counted as dependents of the Defense Department employee.
- If both spouses of an overseas married couple work for your department/agency, count them as two employees but do not count either as a dependent. If they have additional dependents living with them, count the dependents with either spouse, but not with both spouses. This same rule applies to any situation where two or more overseas persons work for your agency and have some type of dependent relationship, such as parent and child.
- If your employee is married to, or is the dependent of, an overseas employee of a Federal agency, other than the Department of Defense, include the employee and dependents in your counts. Explain in the notes section:
  - **(1)** the extent to which this occurred;
  - **(2)** the other agencies involved;
  - **(3)** the states involved;
  - **(4)** the number of persons added to each particular state.

  If you cannot provide such detail, indicate in the "Notes" the extent to which this occurred.

In the 2010 Census, 93 percent of agencies that reported on dependents reported that they were able to unduplicate counts of dependents according to the Census Bureau guidelines, compared with 88 percent of the agencies reporting on dependents in Census 2000. (A question on unduplication was not included on the 1990 form.) (Table A4)

For the 2010 Census, 26 agencies reported that their counts of dependents were unduplicated according to program guidelines. Two agencies reported that their counts were not unduplicated. The remaining twelve agencies either had no overseas employees or they do not collect information on dependents.

In Census 2000, 21 agencies reported that their counts of dependents were unduplicated according to program guidelines. One agency reported that their counts were not unduplicated. The remaining seventeen agencies had no overseas employees, had no form in the Census 2000 files, did not answer the unduplication question, or did not collect information on dependents.

The Census Bureau has no way to assess the accuracy of how agencies unduplicated their records unless the agency wrote a detailed explanation in the notes section on the form. We found that only the Department of State documented their unduplication. We should revisit for the 2020 Census the usefulness of this question on the form. This question primarily serves as a reminder to the agency that they should unduplicate following the "Avoiding Duplicate Reporting" guidelines on the form. Also, the guidelines on Duplicate Reporting need to be clarified.

5.5 How useful were the overseas guidelines for the Department of Defense and other federal departments/agencies? (Guidelines For Completing Form D-55 Counts of Federally Affiliated Overseas Personnel and Dependents by Home State of Residence 2010 Census – See Appendix C)

Figure 4. Residence Situations for the 2010 Census

Residence Situation	Counted At
8. U.S. MILITARY PERSONNEL LIVING OUTSIDE THE U.S.	
8.4 U.S. military personnel living on or off a military installation outside the U.S., including dependents living with them	Not included by the stateside enumeration[1]
8.5 U.S. military personnel on U.S. military vessels with a homeport outside the U.S.	Not included by the stateside enumeration[1]
11. U.S. CITIZENS AND THEIR DEPENDENTS LIVING OUTSIDE THE U.S.	
11.1 U.S. citizens living outside the U.S. and employed as civilians by the U.S. Government, including dependents living with them	Not included by the stateside enumeration[1]
11.2 U.S. citizens living outside the U.S. and not employed by the U.S. Government and not dependents as described in 8.4 and 11.1	Not enumerated or counted in the census

[1]Included in state counts for apportionment purposes based on *Franklin v. Massachusetts*, 112 S. Ct. 2767 (1992).
Source: Lamas, E.J. (2009), "Residence Rule and Residence Situations for the 2010 Census," Population Division Memorandum, April 24, 2009.

The guidelines about citizenship status are ambiguous. The guidelines state "For the personnel column include each employee of a U.S. Federal agency who is a U.S. citizen stationed at an overseas post." This statement does not apply to the U.S. military because their employees are not required by DoD to be U.S. citizens. Also, the Census Bureau residence situation does not state that military personnel outside the U.S. have to be U.S. citizens and the stateside enumeration does not require residents to be citizens (See 8.4 and 8.5 in the chart above).

The guidelines for the 2010 Census Federally Affiliated Overseas Count Operation were designed for federal civilian agencies and not appropriate for the military. This resulted in limitations to the guidelines regarding the counting of overseas DoD employees. For example, the guidelines did not include information on the variables the military were asked to use to

allocate a home state (home of record, legal residence, last duty station) to their overseas employees or instructions on the order in which to use these variables. The guidelines did not include information on allocating a home state to dependents of overseas military personnel; this is done differently than the guidelines given for federal civilian agencies. (The procedures were discussed with the DoD in our meetings with them and we provided them with additional instructions.)

The guidelines for all federal agencies should specify that for the "total" column, the "personnel" and "dependents" column should be added together. A few agencies misunderstood the purpose of the column and had to resubmit a corrected version of their form as a result.

The guidelines were unclear about how to include dependents. For dependents of federal civilian overseas employees, the guidelines stated, "Include each dependent living overseas for whom a home state of residence is shown on your records or use the home state of residence of the employee as the residence of the dependent." These instructions left it unclear which method agencies should use when filling out the form. The instructions should state a preference for allocating a dependent's home state.

The guidelines on Avoiding Duplicate Reporting regarding unduplication of counts were unclear (Figure 3). They need to be reevaluated for 2020.

In the 2010 Census, an exception was made for overseas military in the spirit of the residence rule to include spouses who lived in countries (outside the U.S.) other than that of the sponsor, such as Germany. This also applied to dependents of DoD civilian employees. The DoD refers to the sponsors as "geographic bachelors." This issue should be discussed when determining the residence rules for the military in 2020. The guidelines should be changed to remove the instruction not to include any dependents "in countries other than the one to which your employee is assigned."

The document "Residence Rule and Residence Situations" for the 2010 Census is used "to guide decisions on where people should be counted"[3] in the 2010 Census and is therefore a basis for census operations. The guidelines for the 2020 Census Federally Affiliated Overseas Count Operation should be written in accordance with the 2020 Residence document.

The guidelines for the 2010 Census could have been more useful for the DoD and federal civilian departments/agencies. The Census Bureau needs two separate sets of guidelines for the 2020 Census, one for the DoD and another set of guidelines for federal civilian employees. The 2020 residence rules should be vetted prior to establishing the guidelines for counting the overseas population. The guidelines should clearly match the residence rules and the information on citizenship in the residence rules.

[3] Lamas, E.J. (2009), "Residence Rule and Residence Situations for the 2010 Census," Population Division Memorandum Series, April 24, 2009.

5.6 Did Census Bureau staff experience any issues with coordinating the enumeration with the contact persons from each agency?

The Census Bureau sent letters containing the count form to agencies on February 12, 2010. We requested that the count form be sent back to the Census Bureau by July 9, 2010. This gave agencies approximately 5 months to submit their counts. This time frame was too long. Some agencies set their forms aside and forgot about them. This resulted in more work for the Census Bureau since staff had to follow up with agencies and remind them to submit their counts. Some agencies misplaced their form and Census Bureau staff sent them a replacement electronic fillable form through e-mail. Others changed their contact during the five months. The Census Bureau had to reestablish communication with the agency and send the new contact the necessary documents to submit their counts.

The Census Bureau sent a follow-up e-mail in March 2010 to those agencies that had not yet responded with their counts asking them if they had received their form. We advised them that they had the option to fill out an electronic fillable form if they requested one. In late May 2010, Census Bureau staff began calling the remaining 24 agencies that had not sent in their counts. This follow-up communication with contacts was instrumental in receiving responses from all 40 agencies.

Decreasing the time frame for returning forms will help ensure a more timely response from agencies.

5.7 How effective was the D-55 count form for the DoD and for other departments/agencies? What improvements need to be made to the instrument? What guidelines need to be clarified? How do we automate collection?

Improvements to the data collection instrument are stated below.

- The operation in the next census should be automated. The information with specific criteria would be entered into a secure online database, into an electronic fillable data collection instrument.

- We do not need to mention the estimate of respondent burden in the advance letters. We can just include this information on the data collection instrument.

- The estimated burden for the respondent to complete the form was too high. The agencies do not need two months to prepare this information and we actually gave them five months. We estimated that it would take the appointed contacts between 40 and 320 hours to prepare the counts of federally affiliated personnel living overseas and this is a gross overstatement of the amount of time required to extract information from administrative records. We need to prepare more accurate burden hours.

- We should incorporate an automated calculation for total overseas personnel and dependents into an electronic data collection instrument in order to mitigate error.

- The "Home State Not Reported" field should be expanded into more categories, such as "other countries."

- We need to further deliberate if the home state information for Puerto Rico and each Island Area (American Samoa, Guam, CNMI, and the U.S. Virgin Islands) should be collected and excluded from apportionment.

5.8 Should the Census Bureau consider other methods for collecting this information in 2020? What new avenues need to be explored in obtaining data on the federally affiliated overseas population?

In January of 2007, the Census Bureau issued a memorandum on the "Decision to Enumerate Federally-Affiliated Americans Living Overseas in the 2010 Census." The memorandum stated, "The Census Bureau will repeat for the 2010 Census the same process that was used in the 1990 and 2000 censuses, and has been twice approved by the U.S. Supreme Court."[4] In February 2009 when the Overseas OIT began meeting, we learned that the variable "Home of Record" used in the 1970, 1990, and 2000 censuses for counting the military was used less frequently by the military than in earlier years. Home of record availability was at 94 percent for military personnel in Census 2000. The DMDC predicted 74 percent availability during our 2010 planning discussions. In actuality, only 59 percent of the 2010 DoD records contained home of record.[5] Other appropriate variables are available at DMDC and they have stated strongly that these other variables need early consideration for 2020.

The entire operation for the 2010 Census remained basically the same as in Census 2000. The above January 2007 memo gave a directive not to change the process for 2010. In our OIT meetings we saw that improvements could have been made to the operation. However, it was too late because the form had already cleared OMB.

Our starting premise for the Federally Affiliated Overseas Count Operation in 2020 should be that we will consider new methods of collecting data on the federally affiliated population living overseas.

The operation in the next census should be completely automated.

The Census Bureau should consider using the "Residence Mailing Address" variable or some future variable collected by the DoD to count overseas employees and dependents. The "Home of Record" variable used in the 2010 Census has diminished in value since Bill H.R. 4903 in 1990 and a new source is necessary for the 2020 Census (See question 5.20).

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[4] Waite, Preston, J. (2007), "Decision to Enumerate Federally Affiliated Americans Living Overseas in the 2010 Census," 2010 Decennial Census Program Decision Memorandum Series, No. 16, January 17, 2007.

[5] USD (Personnel and Readiness)/DHRA/DMDC (2010), Counting Military Members for 2010 Decennial Census, March 3, 2010.

The Census Bureau should research for the next Census if it is possible to obtain all the information on individual departments and agencies from one or two agencies. Perhaps we could get information for all federal civilian employees from the State Department and the military and DoD federal civilian employees from the DoD. There is also the possibility of using the National Finance Center's Personnel and Payroll System and the Federal Personnel Payroll System.

Prior to the 2020 Census, staff should consider sending data requirements or a sample form to agencies to find out what data they have available or if they will have to obtain information from another source. It is important to be aware of the kinds of records agencies keep for their employees and whether a new source of data will be needed for the 2020 Census. We need to learn more about the National Finance Center's Personnel and Payroll System and the Federal Personnel Payroll System. These two systems were used by most federal civilian agencies in the 2010 Census.

5.9 Should the Overseas Count OIT begin earlier in preparation for 2020? What divisions should be included on the team? What other organizational changes need to be made?

The Federally Affiliated Overseas Count OIT should begin meeting earlier in the decade to plan for the 2020 Census. The 2010 Census OIT did not begin meeting until February 2009. By this time, many planning decisions had already been made. The OIT should start meeting in 2012 to review letters, data collection instruments and systems and descriptions of the program that need to go through OMB for clearance. The team should review all federally affiliated overseas definitions and procedures before the next census. The team for the 2020 Census should include members from the Office of the Chief Council (Legal), the Policy Coordination Office, Population Division, the Decennial Statistical Studies Division and DMD.

The Federally Affiliated Overseas Count Operation had to go through an OMB clearance process in the 2010 Census for the first time. The Federal Register Notice describing the Federally Affiliated Overseas Count Operation was published on March 26, 2008. The data collection instrument cleared OMB on December 2, 2008. This clearance process requires that we have a plan in place by December 2017.

We need to begin meeting with DoD immediately to address the home of record issue.

Stateside and overseas military enumeration should be better coordinated with the overseas operation. This would allow for a cohesive planning view of the military. It would speed up the process of responding to letters and e-mails from the public and Congress. It would provide the DoD with one contact for the Census Bureau instead of multiple contacts.

The Census Bureau should handle stateside military and overseas military enumeration separately from group quarters enumeration. The stateside military and overseas military should be handled by one office and the group quarters enumeration by a separate office.

5.10 Should the federally affiliated overseas count be included in the research and policy development projects earlier in the decade before OIT/operational planning begins?

Yes, the overseas count should be included in research and policy development projects earlier in the decade. Participating in research studies would give the Census Bureau an opportunity to plan ahead for the 2020 Census Federally Affiliated Overseas Count Operation and determine the weaknesses in data from departments and agencies. It also would allow Census Bureau staff to determine what changes are necessary to the data collection instrument and guidelines, as well as the methodology and procedures used during the overseas count.

We need to reengineer the methodology for counting the federally affiliated population residing overseas. We need to understand and plan for how this relates to our methodology to enumerate the overseas military and the stateside military.

5.11 Should there be a length of stay criteria before an individual is considered overseas?

For the 2010 Census, there was no specific length of stay requirement for federally affiliated military or federal civilian employees residing outside the U.S. at the time of the census. This is consistent with our stateside residence rule. The Census Bureau does not have a definition for "temporarily" or "length of stay" in the Residence Rule and Residence Situations but this does not make sense for the overseas population. Federal agencies requested guidance.

During the 2010 Census, we received inquiries as to whether there was a length of stay criteria for the federally affiliated population residing overseas. For example, the Veterans Benefits Administration asked if they would be required to account for employees that were in temporary status overseas performing outreach or if they should be excluded from the overseas count. Our answer was that they should be included, but this needs to be revised for 2020. No guidance was given about length of stay in the 2010 Census.

With regard to military, temporary duty or TDY, is not a separate variable from deployed status. All deployments are considered TDY.

There are two different populations identified as "military overseas."

- Stationed
  Military personnel identified by their permanent duty station as being overseas – there are no TDY personnel in this population.

- Deployed
  Military personnel that have been temporarily moved from their normal duty station to a combat zone or other hazardous location. These personnel are on TDY for their service overseas.

The Census Bureau should not distinguish between deployed and stationed or assigned military. For the 2020 Census, the Census Bureau needs to reexamine the residence rules as they relate to temporary duty for the federally affiliated population residing overseas. We need a length of stay criteria for all the overseas population.

5.12 What improvements need to be made to the guidelines to be specific about citizenship for both the military and federal civilian employees?

The 2010 Census guidelines for completing the overseas form state, "For the 'Personnel' column, include each employee of a U.S. Federal agency who is a U.S. citizen stationed at an overseas post." This is consistent with the 2010 residence situation for federal civilian employees employed overseas. (This is a departure from stateside where persons counted do not have to be a citizen.) Persons in the U.S. military are not required by DoD to be citizens and the census residence situation for the U.S. military says to include "U.S. military personnel living on or off a military installation outside the U.S., including dependents living with them." It does not mention citizenship.

As stated earlier, the 2020 Census guidelines should be specific about whether citizenship is required for the U.S. military and federal civilian employees and their dependents. The guidelines should specifically follow the Residence Situations as outlined in the Residence Rule and Residence Situations for the 2020 Census.

We should not have a requirement for citizenship status for the overseas population as one does not exist for the stateside population.

5.13 What improvements need to be made to the correspondence sent to the federal departments and agencies?

As noted earlier, as part of the 2010 Census Federally Affiliated Overseas Count Operation, each agency received a contact letter and a count request letter. Two different contact letters were created, one for departments and one for agencies. A contact letter also was tailored for the Department of Homeland Security since they oversee the U.S. Coast Guard.

We are confident that our letters were well received and were understood by the agencies.

For the 2020 Census, some improvements can be made to the correspondence to federal departments and agencies. First, the DoD should have a tailored count letter that explains the unique procedures they need to follow to submit their counts. The Census Bureau also should consider other departments and agencies with special circumstances to determine if customized letters are necessary. For example, the Peace Corps should have a customized letter that states that counts are needed separately for volunteers, civilian employees and their dependents. The Department of Homeland Security again should have a letter that states whether or not the Coast Guard is to be included in the department's counts and if so, that separate counts are necessary for military, staff and their dependents.

5.14 What type of electronic instrument should be created for the 2020 Census? Should there be a separate instrument for DoD and other departments/agencies?

We should have a separate instrument for DoD. As discussed earlier, the guidelines for the 2010 Census Federally Affiliated Overseas Count Operation were designed for federal civilian employees and not the military.

The operation in the next census should be completely automated. The information with specific criteria would be entered into a secure online database, into an electronic fillable data collection instrument.

5.15 Is there a way, and a benefit, to standardize what we want from the non-DoD Federal departments and agencies?

The Federally Affiliated Overseas Count Operation would benefit from standardizing data collection from non-DoD federal departments and agencies. Standardization would ensure that data collected would be consistent and complete.

Data for the departments/agencies could be standardized by providing departments/agencies with specific criteria that their data must meet. Another method for standardization would be to receive all non-DoD federal department and agency data from one agency, such as the State Department. This would ensure consistent data and comparability across the agencies.

For the 2010 Census, seven agencies used the National Finance Center's Personnel and Payroll System to obtain their counts, while another seven used the National Business Center's Federal Personnel Payroll System. For the 2020 Census, we need to review these and any other newer employee payroll systems utilized by federal agencies.

U.S. Military

5.16 What did we learn from the congressional letters we received concerning counting of deployed military in the 2010 Census?

The Census Bureau and the DoD received letters prior to the 2010 Census concerning the counting of deployed military personnel. For example, letters came from Texas, North Carolina, and Georgia, where several large U.S. military installations are located.

One of the first letters regarding the counting of deployed military personnel was sent to the Secretary of Defense in October 2009 with a copy sent to the Census Bureau Director. The letter was from a county judge in Gatesville, Texas, regarding the counting of deployed military personnel from Fort Hood, the largest populated installation in the United States located in Coryell County, Texas. The focus of the letter was that just as military service members and DoD civilian employees serving out of the U.S. on April 1, 2010, would be administratively counted at the state level, the same methodology should be used to count those same citizens for

local jurisdictions. Failing to count U.S. citizens at local jurisdictional levels who are supporting military operations on Census Day would have a significant impact on the ability of tax authorities in Coryell County to provide services and programs for military personnel and their dependents during the following ten year period. The DoD responded that they were complying with Census Bureau procedures. The issue here is whether the Census Bureau should collect overseas counts at the level of precision needed for state and federal funding.

The Honorable Kay Hagan, senator from North Carolina and the Honorable Gary Locke, Secretary of Commerce, received in March 2010 a letter from Beverly Eaves Perdue, the Governor of North Carolina, where six military installations are located. Again, the issue was that the deployed military personnel were not being assigned to any specific county or town. The governor asked that the Census Bureau simply reverse the order of priority of their data sources, using "last duty station" as the first priority for counting deployed service members and that the deployed populations actually be allocated to their last base of deployment. The Census Bureau also received an e-mail from Senator Hagan supporting the request.

The Secretary of Commerce answered Governor Perdue's letter by stating that the Census Bureau established the order of priority for determining overseas military personnel's home state in the 1990 Census. This order resulted from discussions with Congress and the DoD at that time.

The letter stated that in 1990 a bill requiring the inclusion of overseas military personnel and dependents in the apportionment population (H.R. 4903) mandated the use of home of record. It also said that a June 1990 Congressional Research Service report found home-of-record data most closely resembled the state-by-state distribution of the resident population. The Secretary of Commerce closed the letter to the Governor by stating, "the decennial census is the largest peacetime mobilization that our country undertakes. Planning for this once-a-decade civic procedure requires years of testing and coordination. While it is too late in the process to consider such a change for the 2010 Census, we will consider revisiting the issue as we begin planning for the 2020 Census."[6] The Census Bureau committed to reconsider the order of priority of DoD variables in consultation with DoD early in the decade leading up to the 2020 Census.

In March of 2010, the Honorable Jack Kingston, a Congressman from Georgia, received a letter from the Chairman of the Georgia Coastal Regional Commission, home of Kings Bay Naval Submarine Base and Fort Stewart/Hunter Army Airfield. The concern expressed in this letter was again that when a deployment ends, soldiers return to their home base – not their original home town and that many state and federal funding formulas are based on population counts.

The Census Bureau has learned from these letters and others that members of Congress and state and local officials in areas of the country with large numbers of deployed troops at the time of the 2010 Census were not content with using home of record information from the DoD to

[6] Locke, Gary (2010), letter, April 7, 2010.

allocate these troops and count these personnel only for apportionment. They preferred to use last duty station and to have this population group assigned to their local jurisdictions so that they could be included in funding allocations. The Census Bureau made a commitment in our response to stakeholders to revisit this issue for the 2020 Census. An important point here is that the Census Bureau relies heavily on precedent and the intentions of Congress when deciding how to conduct this count so deliberation about these issues needs to occur early in the decade.

The Federally Affiliated Overseas Count Operation will always be one of high visibility and political sensitivity because the American people want to know how the U.S. Armed Forces are being counted. We need to have discussions early with internal stakeholders. We need to develop talking points far in advance of the census to address questions from outside stakeholders.

The Census Bureau developed 2010 Census Frequently Asked Questions on the Federally Affiliated Overseas Count Operation that were issued on the Census Bureau website in February 2010. The questions should be ready well in advance of our submission to OMB for clearance.

In the 2020 Census, there should be an earlier dialogue and more information on the Federally Affiliated Overseas Count Operation developed for and distributed to outside stakeholders.

5.17 What were the issues regarding counting the military deployed overseas (on land or on ships)?

The major issue regarding counting the overseas deployed military as expressed in the Congressional correspondence we received (see question 5.16) was that members of Congress and state and local officials in areas of the United States with large numbers of deployed troops at the time of the 2010 Census wanted to use "last duty station" as the DoD variable to count this population group and have them assigned to their local jurisdictions so that they could be included in funding allocations. They did not want to use "home of record."

For the 2010 Census, as in earlier censuses, members of the U.S. Armed Forces on military vessels assigned to a homeport in a foreign country or U.S. territory were included in the federally affiliated overseas population. U.S. military personnel on board Navy and Coast Guard vessels with a U.S. homeport received a Shipboard Census Report (SCR) to complete. If they had an onshore address, they could claim it as their home address. If not, they were counted on board the ship at its homeport.

With regard to military ships with a foreign homeport, stakeholders wanted to know why the Census Bureau can mail to stateside homeported vessels, but not to military vessels with a homeport outside the U.S.

During the 2010 planning process the Census Bureau decided to mail materials to the vessels assigned to a foreign homeport in case their homeport changed between the initial mailing and Census Day. The vessels assigned to a foreign homeport should have been notified after

April 1, 2010, that they did not need to complete their materials. This was overlooked and completed materials were received from 13 U.S. Navy vessels assigned to a foreign homeport. An e-mail was sent out on May 18, 2010, to the remaining vessels assigned to a foreign homeport clarifying that they did not need to complete the 2010 Census materials and that the materials should be destroyed.[7]

The DMD completed an analysis of the materials received from Navy vessels with a foreign homeport and the analysis showed that very few individuals provided a stateside Usual Home Elsewhere (UHE). The Census Bureau may want to further evaluate this for 2020.[8]

In 2020, the Census should consider asking the Navy to provide us with a list of Navy vessels with a U.S. homeport that are in a war zone on April 1. We learned in the 2010 Census that it is possible that persons on these ships were reported to us by DMDC as part of the overseas population and also may have completed a Shipboard Census Report.

5.18 What were the issues regarding counting military vessels assigned to a homeport in a foreign country?

There was some confusion among this population during the census. They questioned why they were not receiving a Shipboard Census Report. The Census Bureau should preserve the administrative count of U.S. military personnel on U.S. vessels assigned to a homeport outside the United States. The Census Bureau should consider counting all military vessels in 2020 using administrative records.

5.19 What were the issues regarding ensuring the overseas personnel were not counted in stateside military group quarters, or vice versa?

Duplication between stateside and overseas military could occur in several scenarios, including:

- Stateside homeported vessel is in a war zone on Census Day, for which the crew is getting hazardous duty pay, and which results in the crew being included on the report that DMDC generates for the overseas population.

- Additional duplication can occur if one of those crewmembers is assigned to a military barrack stateside.

- A Navy crewmember can be associated with two Group Quarters, the vessel and a barrack.

[7] Brian De Vos, "stateside – foreign homeported vessel info," e-mail message, March 16, 2011.

[8] Lessons Learned Meeting: 2010 Census Federally Affiliated Overseas Count Operation, Meeting Minutes, U.S. Census Bureau, September 22, 2010.

Originally, Census Bureau staff thought that military personnel were no longer assigned to a barrack after they were sent for deployment, but we later learned that they could still be assigned a bed after deployment. Field Division updated their Military Group Quarters Enumeration Point of Contact Manual to ask that everyone that was assigned to a barrack but was not deployed complete a census questionnaire.[9]

For 2020, we recommend counting this population using administrative records through the overseas program to avoid duplication and reduce confusion.

5.20 What steps does the Census Bureau need to take to establish the best DoD variable to measure "Home State" in the 2020 Census?

In Census 2000, home of record was used to obtain home state reported for 94 percent of military personnel. In 2010 Census discussions, DMDC reported that home of record information was available for 74 percent of military personnel. In March 2010 the DMDC issued a fact sheet that reported that home of record information had fallen to 59 percent of military personnel. The Air Force has not reported on home of record since 2001. Also, home of record is collected for only about 55 percent of Navy officers.

Discussions with the DMDC should be initiated in 2012 to achieve the best measure of "home state" for the U.S. Armed Forces. We made a commitment in our October 21, 2010, lessons learned meeting with DMDC that we will do this. The DMDC preferred that we use legal residence for the 2010 Census.[10]

The Census Bureau needs a complete study of the best variable to use for the 2020 Census to obtain information on home state for the military. In the 2010 Census only 59 percent of the 2010 records contained home of record. The home of record variable has diminished in value.

There is no sub-state geographical information in home of record. Legal residence contains a state code and is pulled from the Finance Accounting Center where the employee's check is sent and taxes are paid. Last duty station contains information at the state level and ZIP Code level.

The DoD has a fourth variable "Residence Mailing Address" that they have asked us to consider for the 2020 Census. This variable includes complete U.S. address. Residence mailing address contains state and ZIP Code. For a complete address, it is linked to the Defense Enrollment Eligibility Reporting System.

As we approach the 2020 Census there may be other newer DoD variables we want to consider.

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[9] D-678.22 Military Group Quarters Enumeration POC Manual, D-678.21, January 2010.

[10] Lessons Learned Meeting: U.S. Census Bureau meeting with DMDC: Federally Affiliated Americans Overseas Count Operation Lessons Learned from the 2010 Census (2010), Meeting Minutes, U.S. Census Bureau, October 21, 2010.

We need to research the methodology for counting members of the Armed Forces outside the U.S. and their dependents using home of record. The Congressional guidance given to the Census Bureau in H.R. 4903 in 1990 is outdated and must be revisited.

Census staff should give proposals and reports of progress to the Joint Service Working Group for comment. A larger audience will provide more input and ideas.

The Federally Affiliated Overseas Count OIT needs to focus on what data will be available in 2018.

The Census Bureau needs to work more closely with DMDC to improve the data collection for DoD federal civilian employees. The response to "Home State Not Reported" is high for this group. For the DoD Civilians and their dependents, the source database did not carry home of record or legal residence. The database variable called State of Residence has predominantly non-U.S. codes reflecting that it contains the actual overseas location of the individual.

6. RELATED EVALUATIONS, EXPERIMENTS, AND/OR ASSESSMENTS

- 2010 Census Group Quarters Enumeration (GQE) Operational Assessment: The 2010 Group Quarters Assessment documents how the operation was implemented and records the population data by defined GQ types. The 2010 Census Military Enumeration is a sub-operation of GQE, thus the GQE Assessment will document how military enumeration was implemented and its results.
- 2010 Census Shipboard Enumeration Assessment: The 2010 Census Shipboard Enumeration Assessment will document the results of the enumeration to be used for historical and informational purposes, as well as provide recommendations and best practices that can be used during the next planning cycle to support the 2020 Census Shipboard Enumeration operation. In addition, the assessment will record data on the two vessel types (military and maritime), the creation of the Shipboard Enumeration universe, management of the Shipboard Enumeration universe, geocoding of the vessels, and the outcome of the Shipboard Enumeration Operation.

7. LESSONS LEARNED, RECOMMENDATIONS, AND CONCLUSIONS

7.1 Key Lessons Learned

1. For the 2020 Census, the Census Bureau should design and test new methods for collecting data on the federally affiliated population living overseas, including but not limited to an internet option.
2. We should have an Overseas Count OIT starting in 2012 before the testing cycle begins. The team for the 2020 Census should include representatives from the Office of the Chief Council, the Policy Coordination Office, Population Division, the Decennial Statistical Studies Division and DMD. This group should review and have input into any letters, data

collection instruments, systems, and descriptions of the program that go to OMB for clearance. The team should have input into all federally affiliated overseas definitions and procedures.

3. The use of the Home of Record has diminished markedly. Other variable(s) for military personnel need to be addressed earlier in the decade. The Census Bureau needs a complete study in collaboration with DoD of the best variable(s) to use for the 2020 Census to obtain information on home state for the military.
4. Obtaining the data from the DoD should continue to be handled with distinct procedures. The DMDC should have clearer guidelines with specifications. The 2010 Census D-55A Guidelines do not fit the military. Decisions about counting the military should be thoroughly evaluated and finalized in conjunction with determining the residence of the overseas military for the 2020 Census.
5. The Census Bureau should discuss whether deployed military should be included with the resident population in the 2020 Census.
6. The 2020 Census DoD address variables will allow the Census Bureau to put military personnel back to local jurisdictions and not just the state level.
7. We should continue to have a very strong working relationship with DoD. We should never lose sight of the fact that the U.S. Armed Forces and their dependents comprise 96 percent of the federally affiliated population living overseas.
8. The Census Bureau needs to work more closely with DMDC to improve the data collection for DoD federal civilian employees. Many of their addresses are overseas.
9. The operation in the next census should be completely automated. The information with specific criteria would be entered into a secure online database into an electronic fillable data collection instrument.
10. The Census Bureau should continue to count dependents and ask for home state information. We need comparability between censuses. The Census Bureau needs to work with Congress, OMB, etc. to insure that agencies collect information on home state and dependents.
11. The Federally Affiliated Overseas Count Operation had to go through an OMB clearance process in the 2010 Census for the first time. The Federal Register Notice describing the Federally Affiliated Overseas Count Operation was published on March 26, 2008. The data collection instrument cleared OMB on December 2, 2008. This clearance process requires that we have a plan in place by December 2017 for the 2020 Census that has been discussed with and approved by our data providers and Congress.

7.2 Recommendations for the 2020 Census

1. Begin with the premise that the methodology for counting the federally affiliated population living overseas should be reengineered for the 2020 Census.
2. Fully investigate improvements in the methodology for counting the federally affiliated population living overseas for the 2020 Census. New technology and more complete address information on the military are a consideration for 2020. We should include this population group in one or more of the tests that will occur between fiscal year 2014 and 2017.
3. The operation should be completely automated.
4. The Federally Affiliated Overseas Count OIT should begin meeting in 2012 to plan for the 2020 Census.

5. The OIT team for the 2020 Census should include members from the Office of the Chief Council (Legal), the Policy Coordination Office, Population Division, Decennial Statistical Studies Division and DMD. A team charter should be drafted to structure the planning phase and it should be updated regularly.
6. Maintain a strong relationship with the DoD.
7. Recognize that the U.S. Armed Forces and dependents comprise 96 percent of the federally affiliated population living overseas.
8. Discussions with the DMDC should be initiated in 2012 to reconsider the best measure of "home state" for the U.S. Armed Forces. Home of record availability was at 94 percent for military personnel in Census 2000. The DMDC predicted 74 percent availability during our 2010 planning discussions. In actuality, only 59 percent of the 2010 DoD records contained home of record. Other variables are available as proxies for state of residence and DoD has stated strongly that these need consideration for 2020.
9. Standardize data for federal civilian employees. These steps will improve the consistency and completeness of the federally affiliated overseas data.
10. If administrative records from federal agencies are used in the 2020 Census, the Census Bureau should have a discussion about what information is included in the National Finance Center and Federal Personnel Payroll System databases and work to ensure in 2020 that information on home state and dependents is included in these systems.
11. The Census Bureau needs two separate sets of guidelines for the 2020 Census, one for the DoD and another set of guidelines for federal civilian employees. The 2020 residence rules should be vetted prior to establishing the guidelines for counting the overseas population. The guidelines should clearly match the stateside residence rules and the information on citizenship in the residence rules.
12. The guidelines on Avoiding Duplicate Reporting regarding unduplication of counts were unclear. They need to be reevaluated for 2020. Consider dropping the question that asks if the federal agency unduplicated according to the guidelines.
13. Decrease the time frame for returning forms to help ensure a more timely response from agencies. The Census Bureau should require that all information be delivered by April 30, 2020.
14. Have discussions early with internal stakeholders. Develop talking points far in advance to address questions from outside stakeholders.
15. The issue of counting all Americans overseas will need to be reevaluated for 2020. In preparation for 2020, we should test an administrative records enumeration of non-federally affiliated Americans living overseas.

7.3 Conclusion

Counting the federally affiliated population residing overseas will continue to be a challenge in the 2020 Census. One of the greatest challenges will be how to continue to gather high quality data for this population, given that the data are collected and maintained for other purposes by the federal agencies. Maintaining a strong relationship with the Department of Defense is key to a successful operation in the 2020 Census. We need to reexamine how we collect data for the Department of Defense federally affiliated overseas population and the stateside U.S. military.

Congress needs to be approached as a strong stakeholder during this reexamination. The Federally Affiliated Overseas Count Operation is critical for 2020 planning.

8. ACKNOWLEDGEMENTS

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APPENDIX A: TABLES

Table A1. U.S. Federally Affiliated Overseas Population by State: 2010, 2000, 1990 and 1970

State	Percent Change: 2000 to 2010	2010	2000	1990	1970
United States	**80.9**	**1,042,523**	**576,367**	**922,819**	**1,580,998**
Alabama	65.7	23,246	14,030	22,021	31,720
Alaska	464.3	11,292	2,001	1,904	1,894
Arizona	105.8	20,683	10,051	12,757	15,138
Arkansas	62.8	10,311	6,333	11,514	19,008
California	48.8	88,033	59,150	79,229	145,729
Colorado	48.1	15,734	10,621	13,518	19,512
Connecticut	89.7	7,531	3,970	8,553	18,476
Delaware	100.5	2,943	1,468	2,528	3,824
District of Columbia	41.1	2,875	2,037	3,009	6,461
Florida	113.8	99,463	46,512	65,436	66,259
Georgia	94.5	39,913	20,522	30,203	37,731
Hawaii	28.5	6,561	5,105	7,045	14,988
Idaho	78.2	5,917	3,321	5,237	6,913
Illinois	70.9	33,748	19,749	36,080	70,344
Indiana	72.7	17,780	10,297	20,069	34,487
Iowa	32.7	7,432	5,599	10,669	21,879
Kansas	97.8	10,695	5,406	8,026	16,775
Kentucky	46.7	11,239	7,662	13,673	27,170
Louisiana	82.3	20,590	11,295	18,243	28,828
Maine	67.8	4,713	2,808	5,295	12,657
Maryland	43.7	16,377	11,400	17,154	31,299
Massachusetts	85.7	12,015	6,471	12,626	37,506
Michigan	61.0	27,986	17,385	33,487	62,113
Minnesota	76.9	10,954	6,191	11,930	28,104
Mississippi	32.3	10,943	8,269	13,227	16,936
Missouri	104.1	22,551	11,049	20,731	40,635
Montana	60.2	5,001	3,121	4,590	7,164
Nebraska	33.6	5,484	4,106	6,232	13,029
Nevada	135.3	8,881	3,775	4,319	3,658
New Hampshire	89.2	4,975	2,629	4,663	8,603
New Jersey	56.0	15,607	10,004	18,446	39,871
New Mexico	69.5	8,094	4,775	6,710	10,664
New York	50.6	42,953	28,516	54,050	96,789
North Carolina	65.0	30,298	18,360	28,993	43,171

State	Percent Change: 2000 to 2010	2010	2000	1990	1970
North Dakota	113.0	3,314	1,556	2,564	6,420
Ohio	49.5	31,991	21,400	40,210	78,183
Oklahoma	65.7	13,531	8,165	12,019	26,233
Oregon	145.4	17,532	7,144	11,412	19,425
Pennsylvania	65.8	32,526	19,616	43,067	90,405
Rhode Island	99.6	2,680	1,343	2,520	8,075
South Carolina	58.0	20,611	13,049	19,004	26,804
South Dakota	174.9	5,581	2,030	3,995	6,990
Tennessee	172.7	29,326	10,754	19,456	36,896
Texas	135.5	122,857	52,174	73,295	102,057
Utah	94.1	6,880	3,545	4,934	8,537
Vermont	332.4	4,596	1,063	2,206	3,595
Virginia	65.5	36,712	22,187	29,210	42,248
Washington	98.0	28,829	14,563	21,249	34,318
West Virginia	44.1	6,821	4,733	8,148	19,094
Wisconsin	49.2	11,244	7,535	14,976	29,080
Wyoming	207.1	4,674	1,522	2,387	3,303

Source: Data for 2010 from the 2010 Census. United States Summary: 2000 Population and Housing Units counts, PHC-3-1, April, 2004: Table A, p. II-4 (2000 Data). U.S. Census Bureau Technical Paper 62: Americans Overseas in U.S. Censuses (1970, 1990 Data; p.44, p.61).

Table A2. Overseas U.S. Armed Forces, Federal Civilian Employees and Dependents, by Federal Agency: 2010, 2000 and 1990

Agency	2010[1]	2000[2]	1990[3]
United States	**1,042,523**	**576,367**	**922,819**
ACTION	*	*	0
Agency for International Development	2,108	2,305	1,154
American Battle Monuments Commission	108	98	110
Broadcasting Board of Governors	79	*	*
Corporation for National and Community Service	0	0	*
Department of Agriculture	400	439	258
Department of Commerce	567	708	514
Department of Defense[4]	1,006,141	551,626	901,880
Department of Education	1	0	0
Department of Energy	51	17	10
Department of Health and Human Services	180	42	20
Department of Homeland Security	1,724	*	*
Department of Housing and Urban Development	0	0	1
Department of the Interior	11	107	81
Department of Justice	2,423	2,555	1,025
Department of Labor	0	†	26
Department of State	20,290	9,900	13,561
Department of Transportation	7	392	1,271
Department of Treasury	65	539	152
Department of Veterans Affairs	71	21	20
Environmental Protection Agency	10	11	4
Equal Employment Opportunity Commission	0	*	*
Federal Communications Commission	0	0	1
Federal Deposit Insurance Corporation	0	0	0
Federal Emergency Management Agency	*	4	‡
Federal Maritime Commission	*	*	0
General Accounting Office	*	0	90
General Services Administration	3	106	47

Agency	2010[1]	2000[2]	1990[3]
International Joint Commission	0	6	9
Library of Congress	12	†	17
Marine Mammal Commission	0	*	*
Millennium Challenge Corporation	96	*	*
National Aeronautics and Space Administration	25	66	8
National Credit Union Administration	*	0	0
National Labor Relations Board	0	2	0
National Science Foundation	2	5	8
Nuclear Regulatory Commission	6	*	*
Office of Personnel Management	37	0	17
Office of the U.S. Trade Representative	36	15	13
Panama Canal Commission	*	†	2,287
Peace Corps	7,967	7,336	§
Small Business Administration	0	†	0
Smithsonian Institution	45	52	33
Social Security Administration	1	3	*
U.S. Courts	17	0	0
United States Information Agency	*	*	138
United States Postal Service	40	12	8
United States Trade Development Agency	*	¶	*
United States Secret Service	*	*	56

[1]U.S. Postal Service, Department of Health and Human Services and Peace Corps (volunteers only) did not include dependents in their counts for 2010.

[2]Department of Health and Human Services and Peace Corps (volunteers only) did not include dependents in their counts for 2000.

[3]Ten agencies did not include dependents in their counts: International Development, Department of Agriculture, Department of Health and Human Services, Department of Housing and Urban Development, Department of the Interior, Department of Transportation, Environmental Protection Agency, General Services Administration, National Aeronautics and Space Administration, and United States Information Agency.

[4]Department of Defense totals include U.S. Armed Forces, federal civilian employees and dependents overseas.

*Agency was not part of the Overseas Enumeration Program.

†For 2000, the Library of Congress, the Department of Labor, the Small Business Administration and the Panama Canal Commission did not have a form in their archived files.

‡FEMA reported that its employees did not respond to its survey for Home State information.

§Peace Corps declined to participate because their administrative records did not include Home State information.

¶The United States Trade Development Agency had employees overseas but could not allocate them to a home state.

Note: Data by Agency are not available for years prior to 1990.

Source: Data for 2010 from the 2010 Census. Data for 2000 from Census 2000 Department/Agency files. Data for 1990 from U.S. Census Bureau Technical Paper 62: Americans Overseas in U.S. Censuses (p.62).

Table A3. Home State Reported/Not Reported by Agency for the Federally Affiliated Overseas Population: 2010 Census and Census 2000

Agency	Total Overseas Population		Home State Reported[1]		Home State Not Reported		Percent Home State Reported		Percent Home State Not Reported	
	2010	2000	2010	2000	2010	2000	2010	2000	2010	2000
All Agencies	1,198,306	641,139	1,042,523	576,367	155,783	64,772	87%	90%	13%	10%
Agency for International Development	2,831	2,553	2,108	2,305	723	248	74%	90%	26%	10%
American Battle Monuments Commission	108	98	108	98	0	0	100%	100%	0%	0%
Broadcasting Board of Governors	80	*	79	*	1	*	99%	*	1%	*
Corporation for National and Community Service	0	0	0	0	0	0	NA	NA	NA	NA
Department of Agriculture	400	443	400	439	0	4	100%	99%	0%	1%
Department of Commerce	571	710	567	708	4	2	99%	100%	1%	0%
Department of Defense	1,156,003	613,659	1,006,141	551,626	149,862	62,033	87%	90%	13%	10%
Department of Education	1	0	1	0	0	0	100%	NA	0%	NA
Department of Energy	51	17	51	17	0	0	100%	100%	0%	0%
Department of Health and Human Services	224	42	180	42	44	0	80%	100%	20%	0%
Department of Homeland Security	1,920	*	1,724	*	196	*	90%	*	10%	*
Department of Housing and Urban Development	0	0	0	0	0	0	NA	NA	NA	NA
Department of the Interior	14	107	11	107	3	0	79%	100%	21%	0%
Department of Justice	2,516	2,565	2,423	2,555	93	10	96%	100%	4%	0%
Department of Labor	0	†	0	†	0	†	NA	†	NA	†
Department of State	20,989	12,245	20,290	9,900	699	2,345	97%	81%	3%	19%
Department of Transportation	350	392	7	392	343	0	2%	100%	98%	0%
Department of the Treasury	65	637	65	539	0	98	100%	85%	0%	15%

Agency	Total Overseas Population		Home State Reported[1]		Home State Not Reported		Percent Home State Reported		Percent Home State Not Reported	
	2010	2000	2010	2000	2010	2000	2010	2000	2010	2000
Department of Veterans Affairs	3,876	21	71	21	3,805	0	2%	100%	98%	0%
Environmental Protection Agency	10	23	10	11	0	12	100%	48%	0%	52%
Equal Employment Opportunity Commission	0	*	0	*	0	*	NA	*	NA	*
Federal Communications Commission	0	0	0	0	0	0	NA	NA	NA	NA
Federal Deposit Insurance Corporation	0	0	0	0	0	0	NA	NA	NA	NA
Federal Emergency Management Agency	*	4	*	4	*	0	*	100%	*	0%
General Accounting Office	*	0	*	0	*	0	*	NA	*	NA
General Services Administration	3	106	3	106	0	0	100%	100%	0%	0%
International Joint Commission	0	6	0	6	0	0	NA	100%	NA	0%
Library of Congress	12	†	12	†	0	†	100%	†	0%	†
Marine Mammal Commission	0	*	0	*	0	*	NA	*	NA	*
Millennium Challenge Corporation	96	*	96	*	0	*	100%	*	0%	*
National Aeronautics and Space Administration	25	66	25	66	0	0	100%	100%	0%	0%
National Credit Union Administration	*	0	*	0	*	0	*	NA	*	NA
National Labor Relations Board	0	2	0	2	0	0	NA	100%	NA	0%
National Science Foundation	2	5	2	5	0	0	100%	100%	0%	0%
Nuclear Regulatory Commission	6	*	6	*	0	*	100%	*	0%	*
Office of Personnel Management	37	0	37	0	0	0	100%	NA	0%	NA

Agency	Total Overseas Population		Home State Reported[1]		Home State Not Reported		Percent Home State Reported		Percent Home State Not Reported	
	2010	2000	2010	2000	2010	2000	2010	2000	2010	2000
Office of the U.S. Trade Representative	36	15	36	15	0	0	100%	100%	0%	0%
Panama Canal Commission	*	†	*	†	*	†	*	†	*	†
Peace Corps	7,967	7,354	7,967	7,336	0	18	100%	100%	0%	0%
Small Business Administration	0	†	0	†	0	†	NA	†	NA	†
Smithsonian Institution	55	52	45	52	10	0	82%	100%	18%	0%
Social Security Administration	1	3	1	3	0	0	100%	100%	0%	0%
U.S. Courts	17	0	17	0	0	0	100%	NA	0%	NA
U.S. Postal Service	40	12	40	12	0	0	100%	100%	0%	0%
U.S. Trade Development Agency	*	2	*	0	*	2	*	0%	*	100%

NA Not Applicable

[1]We only include Home State Reported in the Census.

*Agency was not part of the Overseas Enumeration Program for that year.
† For 2000, the Library of Congress, the Department of Labor, the Small Business Administration and the Panama Canal Commission did not have a form in their archived files.

Source: Data for 2010 from the 2010 Census. Data for 2000 from Census 2000 Department/Agency files.

Table A4. Agencies that Unduplicated Counts of Dependents According to the Guidelines for the Federally Affiliated Overseas Population: 2010 Census and Census 2000

Agency	Counts Unduplicated?	
	2010	2000
Agency for International Development	Yes	Yes
American Battle Monuments Commission	Yes	Yes
Broadcasting Board of Governors	Yes	*
Corporation for National and Community Service	No overseas employees	No overseas employees
Department of Agriculture	Yes	No
Department of Commerce	Yes	Yes
Department of Defense	Yes	Yes
Department of Education	No	No overseas employees
Department of Energy	Yes	Yes
Department of Health and Human Services	Do not collect information on dependents	Do not collect information on dependents
Department of Homeland Security	Yes	*
Department of Housing and Urban Development	No overseas employees	No overseas employees
Department of the Interior	Yes	Yes
Department of Justice	Yes	Yes
Department of Labor	No overseas employees	†
Department of State	Yes	Back of the form not submitted
Department of Transportation	Yes	Yes
Department of the Treasury	Yes	Yes
Department of Veterans Affairs	Yes	Yes
Environmental Protection Agency	Yes	Yes

Agency	Counts Unduplicated?	
	2010	2000
Equal Employment Opportunity Commission	No overseas employees	*
Federal Communications Commission	No overseas employees	No overseas employees
Federal Deposit Insurance Corporation	No overseas employees	No overseas employees
Federal Emergency Management Agency	*	Yes
General Accounting Office	*	No overseas employees
General Services Administration	No	Not answered on the form
International Joint Commission	No overseas employees	Yes
Library of Congress	Yes	†
Marine Mammal Commission	No overseas employees	*
Millennium Challenge Corporation	Yes	*
National Aeronautics and Space Administration	Yes	Yes
National Credit Union Administration	*	No overseas employees
National Labor Relations Board	No overseas employees	Yes
National Science Foundation	Yes	Yes
Nuclear Regulatory Commission	Yes	*
Office of Personnel Management	Yes	No overseas employees
Office of the U.S. Trade Representative	Yes	Yes
Panama Canal Commission	*	†
Peace Corps	Yes[1]	Yes[1]
Small Business Administration	No overseas employees	†

Agency	Counts Unduplicated?	
	2010	2000
Smithsonian Institution	Yes	Yes
Social Security Administration	Yes	Yes
U.S. Courts	Yes	No overseas employees
U.S. Postal Service	Dependents are not tracked; are not reportable	Yes
U.S. Trade Development Agency	*	Agency could not allocate employees to home state

[1]Agency provided counts by home state for dependents of staff, but did not collect data on dependents of volunteers.

*Agency was not part of the Overseas Enumeration Program for that year.
† For 2000, the Library of Congress, the Department of Labor, the Small Business Administration and the Panama Canal Commission did not have a form in their archived files.

Source: Data for 2010 from the 2010 Census. Data for 2000 from Census 2000 Department/Agency files.

Table A5. Agencies that Reported Dependents for the Federally Affiliated Overseas Population: 2010 Census and Census 2000

Agency	Dependents Reported?	
	2010	2000
Agency for International Development	Yes	Yes
American Battle Monuments Commission	Yes	Yes
Broadcasting Board of Governors	Yes	*
Corporation for National and Community Service	No overseas employees	No overseas employees
Department of Agriculture	Yes	Yes
Department of Commerce	Yes	Yes
Department of Defense	Yes	Yes
Department of Education	Yes	No overseas employees
Department of Energy	Yes	Yes
Department of Health and Human Services	Do not collect data on dependents	No
Department of Homeland Security	Yes	*
Department of Housing and Urban Development	No overseas employees	No overseas employees
Department of the Interior	Yes	Yes
Department of Justice	Yes	Yes
Department of Labor	No overseas employees	†
Department of State	Yes	Yes
Department of Transportation	Yes	Yes
Department of the Treasury	Yes	Yes
Department of Veterans Affairs	Yes	Yes
Environmental Protection Agency	Yes	Yes

Agency	Dependents Reported?	
	2010	2000
Equal Employment Opportunity Commission	No overseas employees	*
Federal Communications Commission	No overseas employees	No overseas employees
Federal Deposit Insurance Corporation	No overseas employees	No overseas employees
Federal Emergency Management Agency	*	Yes
General Accounting Office	*	No overseas employees
General Services Administration	Yes	Yes
International Joint Commission	No overseas employees	Yes
Library of Congress	Yes	†
Marine Mammal Commission	No overseas employees	*
Millennium Challenge Corporation	Yes	*
National Aeronautics and Space Administration	Yes	Yes
National Credit Union Administration	*	No overseas employees
National Labor Relations Board	No overseas employees	Yes
National Science Foundation	Yes	Yes
Nuclear Regulatory Commission	Yes	*
Office of Personnel Management	Yes	No overseas employees
Office of the U.S. Trade Representative	Yes	Yes
Panama Canal Commission	*	†
Peace Corps	Yes[1]	Yes[1]
Small Business Administration	No overseas employees	†
Smithsonian Institution	Yes	Yes

Agency	Dependents Reported?	
	2010	2000
Social Security Administration	Yes	Yes
U.S. Courts	Yes	No overseas employees
U.S. Postal Service	Do not collect data on dependents	Yes
U.S. Trade Development Agency	*	Agency could not allocate employees to home state

[1]Agency provided counts by home state for dependents of staff, but did not collect data on dependents of volunteers.

*Agency was not part of the Overseas Enumeration Program for that year.
† For 2000, the Library of Congress, the Department of Labor, the Small Business Administration and the Panama Canal Commission did not have a form in their archived files.

Source: Data for 2010 from the 2010 Census. Data for 2000 from Census 2000 Department/Agency files.

Table A6. Overseas Counts Received for the Federally Affiliated Overseas Population: 2010

	Agency	Date Received	Total Overseas Personnel and Dependents
1	Small Business Administration	12/16/2009 (e-mail/no form)	0
2	Marine Mammal Commission	3/8/2010	0
3	Corporation for National and Community Service	3/10/2010 (e-mail/no form)	0
4	Department of Energy	3/21/2010	51
5	Department of Housing and Urban Development	4/12/2010	0
6	Office of Personnel Management	4/12/2010	37
7	National Science Foundation	4/13/2010	2
8	Millennium Challenge Corporation	4/15/2010	96
9	Federal Communications Commission	4/19/2010	0
10	U.S. Postal Service	4/20/2010	40
11	Department of the Treasury	5/17/2010	65
12	American Battle Monuments Commission	5/24/2010	108
13	Federal Deposit Insurance Corporation	5/24/2010	0
14	Peace Corps	5/27/2010	7,967
15	National Aeronautics and Space Administration	6/1/2010	25
16	Office of the United States Trade Representative	6/4/2010	36
17	National Labor Relations Board	6/7/2010	0
18	Library of Congress	6/15/2010	12
19	Nuclear Regulatory Commission	6/24/2010	6
20	Department of Justice	6/24/2010	2,423
21	Department of Education	10/30/2009 (e-mail), 6/24/2010 (form)	1

	Agency	Date Received	Total Overseas Personnel and Dependents
22	Department of Transportation	6/25/2010	7
23	Equal Employment Opportunity Commission	11/10/2009 (e-mail), 6/26/2010 (form)	0
24	Administrative Office of the U.S. Courts	6/28/2010	17
25	Department of Agriculture	6/29/2010	400
26	Broadcasting Board of Governors	6/29/2010	79
27	General Services Administration	7/6/2010	3
28	Department of Defense	7/7/2010	1,006,141
29	Department of Commerce	7/8/2010	567
30	Department of Labor	7/8/2010	0
31	Environmental Protection Agency	7/8/2010	10
32	Social Security Administration	7/9/2010	1
33	U.S. Agency for International Development	7/9/2010	2,108
34	Smithsonian Institution	7/9/2010	45
35	Department of Veterans Affairs	7/9/2010	71
36	Department of the Interior	7/13/2010	11
37	Department of Health and Human Services	7/15/2010	180
38	Department of State	7/16/2010	20,290
39	International Joint Commission	7/19/2010	0
40	Department of Homeland Security	7/20/2010	1,724
	Total		1,042,523

Table A7. Overseas Military and Federal Civilian Population: 2010 and 2000

Total Overseas Military Population: 2010 and 2000		
Overseas Military Population	**2010**	**2000**
Armed Forces	410,696	226,363
Military Dependents	592,153	303,621
Total	1,002,849	529,984
Total Overseas DoD Civilian Population: 2010 and 2000		
Overseas DoD Civilian Population	**2010**	**2000**
DoD Civilian Employees	2,346	12,876
DoD Civilian Dependents	946	8,766
Total	3,292	21,642
Total DoD Overseas Population: 2010 and 2000		
Overseas DoD Military and Civilian Population	**2010**	**2000**
Total	1,006,141	551,626
Total Overseas Federal Civilian Population: 2010 and 2000		
Overseas Federal Civilian Population	**2010**	**2000**
Civilian Employees	23,686	30,576
Civilian Dependents	15,988	15,807
Total	39,674	46,383

Sources for Military:
Data for 2010 from the 2010 Census. Data for 2000 from United States Summary: Table 1 Population and Housing Units: 1980 to 2000; and Area Measurements: 2000, p.1 and Census 2000 data.

Sources for DoD Civilians:
Data for 2010 from the 2010 Census. Data for 2000 from Census 2000 data.

Sources for Civilians:
Data for 2010 from 2010 Census data. Data for 2000 from United States Summary: Table 1 Population and Housing Units: 1980 to 2000; and Area Measurements: 2000, p.1 and Conference on an Enumeration of Americans Overseas in the 2010 Census, p.7.

APPENDIX B: LIST OF FEDERAL AGENCIES WITH FEDERAL CIVILIAN WORKFORCE OVERSEAS

1.Agency for International Development
2.Broadcasting Board of Governors (BBG)
3.American Battle Monuments Commission
4.Corporation for National and Community Service
5.Department of Agriculture
6.Department of Commerce
7.Department of Defense
8.Department of Education
9.Department of Energy
10.Department of Homeland Security
11.Department of the Interior
12.Department of Justice
13.Department of Health and Human Services
14.Department of Housing and Urban Development
15.Department of Labor
16.Department of State
17.Department of Transportation
18.Department of the Treasury
19.Department of Veterans Affairs
20.Environmental Protection Agency
21.Equal Employment Opportunity Commission
22.Federal Communications Commission
23.Federal Deposit Insurance Corporation
24.General Services Administration
25.International Joint Commission: Canada and United States
26.Library of Congress
27.Marine Mammal Commission
28.Millennium Challenge Corporation
29.National Aeronautics and Space Administration
30.National Labor Relations Board
31.National Science Foundation
32.Nuclear Regulatory Commission
33.Office of Personnel Management
34.Office of the U.S. Trade Representative
35.Peace Corps
36.Small Business Administration
37.Smithsonian Institution
38.Social Security Administration
39.U.S. Courts
40.U.S. Postal Service

Source: List of agencies based on Federal Civilian Workforce Statistics, Employment and Trends, as of April 2009, Table 9.

APPENDIX C: FORM AND GUIDELINES

OMB No. 0607-0919C: Approval expires 12/31/2011

FORM **D-55**
(6-11-2008)

U.S. DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. CENSUS BUREAU

COUNTS OF FEDERALLY AFFILIATED OVERSEAS PERSONNEL AND DEPENDENTS BY HOME STATE OF RESIDENCE
2010 Census

1. Department/Agency name

2a. Name of contact person

b. Telephone — Area code _ Number _

c. E-mail address

3. COUNTS OF FEDERALLY AFFILIATED OVERSEAS PERSONNEL AND DEPENDENTS BY HOME STATE OF RESIDENCE

State (a)	Total (b)	Personnel (c)	Dependents (d)	State (a)	Total (b)	Personnel (c)	Dependents (d)
Alabama				Montana			
Alaska				Nebraska			
Arizona				Nevada			
Arkansas				New Hampshire			
California				New Jersey			
Colorado				New Mexico			
Connecticut				New York			
Delaware				North Carolina			
District of Columbia				North Dakota			
Florida				Ohio			
Georgia				Oklahoma			
Hawaii				Oregon			
Idaho				Pennsylvania			
Illinois				Rhode Island			
Indiana				South Carolina			
Iowa				South Dakota			
Kansas				Tennessee			
Kentucky				Texas			
Louisiana				Utah			
Maine				Vermont			
Maryland				Virginia			
Massachusetts				Washington			
Michigan				West Virginia			
Minnesota				Wisconsin			
Mississippi				Wyoming			
Missouri				Home state not reported			

USCENSUSBUREAU

4. Are counts of dependents unduplicated according to the guidelines?	☐ Yes ☐ No
5. Are the counts as of April 1, 2010?	☐ Yes ☐ No – *Specify date* → Month ☐☐ Day ☐☐ Year ☐☐☐☐
6. What is your source for the counts?	
a. System name	
b. System purpose	
c. Population covered	
7. Enter "0" in the box if your department/agency has no overseas personnel.	☐

NOTES

8. CERTIFICATION

I certify that the official records of my office show the above information, and that to the best of my knowledge, this information is correct.

a. Signature

c. Date Month ☐☐ Day ☐☐ Year ☐☐☐☐

b. Title

RETURN COMPLETED FORM BY JULY 9, 2010

CHIEF, DECENNIAL MANAGEMENT DIVISION
ATTN: PUERTO RICO, ISLAND AREAS
AND OVERSEAS BRANCH
U.S. CENSUS BUREAU
WASHINGTON DC 20233

FORM D-55 (6-11-2008)

D-55A
(6-6-2008)

U.S. DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. CENSUS BUREAU

GUIDELINES FOR COMPLETING FORM D-55
COUNTS OF FEDERALLY AFFILIATED OVERSEAS PERSONNEL AND DEPENDENTS BY HOME STATE OF RESIDENCE
2010 Census

Item 1: Department/Agency Name – Enter the full name of your department and agency.

Item 2: Contact Person – Enter the name, telephone number, and e-mail address of a person we can contact if we have questions about the counts submitted.

Item 3: Counts of Federally Affiliated Overseas Personnel and Dependents by Home State of Residence

- Include as "Overseas," personnel stationed outside the 50 U.S. states and the District of Columbia. This includes personnel stationed in the Commonwealth of Puerto Rico, the U.S. Virgin Islands, American Samoa, Guam, and the Commonwealth of the Northern Mariana Islands.
- For the "Personnel" column, include each employee of a U.S. Federal agency who is a U.S. citizen stationed at an overseas post.
- Assign employees to the state that the employee claims as his/her home state while serving overseas.
- Do not include employees who claim residence in a foreign country or U.S. territory. For example, do not include a person who claims residence in the Commonwealth of Puerto Rico, Guam, the Island Areas, Germany, or the Philippines.
- Include only those employees for whom a home state of residence is not available in the box "home state not reported."
- Assign each person individually to a state or the District of Columbia.
- Do not include "contract employees," even if they are U.S. citizens, hired and employed abroad. Contract employees are individuals hired by firms having a contractual relationship with your agency; they are not paid directly by your agency.
- For the "Dependents" column, include dependents of the employee who are living with the employee at the overseas post. Do not include any dependent who lives stateside or in countries other than the one to which your employee is assigned.
- Include each dependent living overseas for whom a home state of residence is shown on your records or use the home state of residence of the employee as the residence of the dependent.

Item 4: Avoiding Duplicate Reporting – Indicate whether you were able to unduplicate your counts according to the following guidelines:

- Do not include any employee of your department/agency who is married to, or is the dependent of, an overseas member of the military or a Federal civilian employee of the Department of Defense. These persons will be counted as dependents of the Defense Department employee.
- If both spouses of an overseas married couple work for your department/agency, count them as two employees but do not count either as a dependent. If they have additional dependents living with them, count the dependents with either spouse, but not with both spouses. This same rule applies to any situation where two or more overseas persons work for your agency and have some type of dependent relationship, such as parent and child.
- If your employee is married to, or is the dependent of, an overseas employee of a Federal agency, other than the Department of Defense, include the employee and dependents in your counts. Explain in the notes section:

  (1) the extent to which this occurred;

  (2) the other agencies involved;

  (3) the states involved;

  (4) the number of persons added to each particular state.

  If you cannot provide such detail, indicate in the "Notes" the extent to which this occurred.

Item 5: Reference Date – Provide the counts as of Census Day (April 1, 2010) or as close as possible to April 1. If not April 1, enter the date this file was last updated.

Item 6: Source File – Enter the name of the file or system you used to compile the counts, the main purpose of the file (for example, payroll and personnel), and the population covered.

Item 7: No Overseas Personnel – Enter "0" in the box if your department/agency has no overseas personnel.

Item 8: CERTIFICATION – Enter your signature, title, and the date.

APPENDIX D: LETTERS

Agency Contact Letter

D-55-L2
(10-2009)

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

October 20, 2009

The Honorable Max Cleland
Secretary
American Battle Monuments Commission
2300 Clarendon Boulevard
Arlington, VA 22201

Dear Mr. Cleland,

During the 2010 Census, as in the 1990 and 2000 censuses, the U.S. Census Bureau will include U.S. military and federal civilian employees temporarily living overseas and their dependents living with them. These persons stationed overseas will be included in the state totals used to determine allocation of seats in the U.S. House of Representatives. To accomplish this, the Census Bureau will request in February 2010 that your agency provide a count of its overseas employees and their associated dependents by home state. You may use personnel and administrative records to compile these counts. Be assured that any information we receive is subject to the strict confidentiality provisions of Title 13, United States Code.

The Census Bureau is asking all federal agencies with personnel stationed overseas to provide the name, address, and phone number of a contact person within the agency to work with Census Bureau staff in reporting the counts of overseas personnel. Please furnish the name of the contact person for your agency by **November 9, 2009**, by e-mail to <dmd.overseas.program@census.gov>. The Census Bureau will send the request for the counts and census materials in February 2010 to the contact person for your agency with a courtesy copy to you.

We estimate that it will take the appointed contacts between 40 and 320 hours to prepare the counts of federally affiliated personnel living overseas. This includes the time needed to read the count letter and the instructions on how to complete the count form, complete the form with counts of federally affiliated personnel living overseas by state using your administrative records, and send the completed form back to the Census Bureau. Please send comments regarding this burden estimate or any other aspect of this collection of information to: Paperwork Reduction Project 0607-0919-C, U.S. Census Bureau, 4600 Silver Hill Road, Room 3K138, Washington, DC 20233. Alternatively, you may e-mail comments to <Paperwork@census.gov>; use "Paperwork Project 0607-0919-C" as the subject. Please include a copy of your message addressed to: <dmd.overseas.program@census.gov>. Under the Paperwork Reduction Act, we cannot ask you to respond to a collection of information unless it displays a currently valid Office of Management and Budget (OMB) control number. The OMB number is found in the upper right corner of the count form.

We appreciate your assistance. Your agency's participation in this program will help to ensure that our U.S. military and federal civilian employees stationed overseas are represented in Congress and that the Congressional apportionment for the country is as complete and accurate as possible. If you have any questions, please have a member of your staff contact Adrienne Oneto, the Assistant Division Chief for Content and Outreach of the Census Bureau's Decennial Management Division, at (301) 763–1538 or by e-mail at <dmd.overseas.program@census.gov>.

Sincerely,

Robert M. Groves

Dr. Robert M. Groves
Director

USCENSUSBUREAU
Helping You Make Informed Decisions
www.census.gov

Department Contact Letter

UNITED STATES DEPARTMENT OF COMMERCE
The Secretary of Commerce
Washington, D.C. 20230

October 9, 2009

The Honorable Hillary Rodham Clinton
Secretary of State
Washington, DC 20520

Dear Madam Secretary: Hillary

The 2010 Census—like the 1990 and 2000 Censuses—will include data for U.S. military and Federal civilian employees temporarily living overseas and their dependents living with them. The counts of such persons stationed overseas will be included in the State totals that are used to determine the allocation of seats in the U.S. House of Representatives. To accomplish this, the Census Bureau will request in February 2010 that your Department provide a count of its overseas employees and their associated dependents by home State. You may use personnel and administrative records to compile these counts. Be assured that any information we receive is subject to the strict confidentiality provisions of Title 13 of the United States Code.

The Census Bureau is asking all Federal Departments with personnel stationed overseas to provide the name, address, and phone number of a contact person within the Department to work with Census Bureau staff in reporting the counts of overseas personnel. Please furnish the name of the contact person for your Department by **November 9, 2009**, by e-mail, to dmd.overseas.program@census.gov. The Census Bureau will send the request for the counts and census materials in February 2010 to the contact person for your Department, and a courtesy copy will be sent to you.

We estimate that it will take the appointed contacts between 40 and 320 hours to prepare the counts of federally affiliated personnel living overseas. This includes the time needed to read both the count letter and the instructions on how to complete the count form, complete the form with counts of federally affiliated personnel living overseas by State using your administrative records, and send the completed form back to the Census Bureau. Please send comments regarding this burden estimate or any other aspect of this collection of information to:

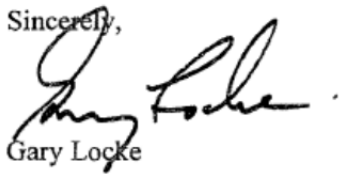
Paperwork Project 0607-0919-C
U.S. Census Bureau
4600 Silver Hill Road
Room 3K138
Washington, DC 20233

Alternatively, you may e-mail comments to Paperwork@census.gov; and enter "Paperwork Project 0607-0919-C" as the subject. In addition, please address a copy of your message to dmd.overseas.program@census.gov.

In accordance with the Paperwork Reduction Act, we cannot ask you to respond to a collection of information unless it displays a currently valid Office of Management and Budget (OMB) control number. The OMB number is found in the upper right corner of the count form.

I appreciate your assistance. Your Department's participation in this program will help to ensure that our U.S. military personnel and Federal civilian employees stationed overseas are included in the 2010 Census and that the decennial census is as complete and accurate as possible. If you have any questions, please have a member of your staff contact Adrienne Oneto, the Assistant Division Chief for Content and Outreach of the Census Bureau's Decennial Management Division, at (301) 763-1538, or by e-mail, at dmd.overseas.program@census.gov.

Sincerely,



Gary Locke

Customized Letter to Homeland Security

UNITED STATES DEPARTMENT OF COMMERCE
The Secretary of Commerce
Washington, D.C. 20230

November 2, 2009

The Honorable Janet Napolitano
Secretary of Homeland Security
U.S. Department of Homeland Security
Washington, DC 20528

Dear Madam Secretary:

The U.S. Census Bureau is preparing for the 2010 Census, the 23rd Decennial Census of Population and Housing for our Nation. The purpose of this letter is to request the assistance of the Department of Homeland Security (DHS) in obtaining the count of DHS's overseas military and civilian personnel and their dependents for the 2010 Census. This count of persons stationed overseas will be included in the State totals used to determine allocation of seats in the U.S. House of Representatives.

In February 2010, the Census Bureau will request that DHS provide a count of its overseas employees and their associated dependents by home State as of April 1, 2010. We will ask that the counts for military personnel and their dependents be separated for the U.S. Coast Guard and DHS civilian personnel and their dependents, and that the counts be returned to us by July 9, 2010. You may use personnel and administrative records to compile these counts. I assure you that any information we receive is subject to the strict confidentiality provisions of Title 13 of United States Code.

The Census Bureau is asking all Federal departments with personnel stationed overseas to provide the name, address, and phone number of a contact person within the department to work with Census Bureau staff to report the counts of overseas personnel. Please furnish the name of DHS's contact person by November 9, 2009, to dmd.overseas.program@census.gov. You may send—if needed—a separate, additional contact for the U.S. Coast Guard and one for DHS civilian employees. The Census Bureau will send the request for the counts as well as census materials in February 2010 to the contact person(s) for DHS, with a courtesy copy to you.

I appreciate your assistance. The participation of DHS in this program will help to ensure that our U.S. military and Federal civilian employees stationed overseas are included in the 2010 Census.

If you have any questions, please contact me or have a member of your staff contact Adrienne Oneto, Assistant Division Chief for Content and Outreach of the Census Bureau's Decennial Management Division, at (301) 763-1538 or dmd.overseas.program@census.gov.

Sincerely,

Gary Locke

Count Request Letter

D-55-L3
(1-2010)

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

February 8, 2010

Ms. Lisa Love-Adams
Corporation for National and Community Service
Human Capital
1225 New York Avenue, NW
Washington, DC 20525

Dear Ms. Love-Adams,

This is the U.S. Census Bureau's request for counts of U.S. military and federal civilian employees stationed overseas and their dependents living with them by home state of residence. Your assistance with the 2010 Census is greatly appreciated. The data you are providing will be used to include U.S. military and federal civilian employees stationed overseas, and their dependents living with them, in the totals used to determine the number of Congressional representatives from each state.

Enclosed are Form D-55, "Counts Of Federally Affiliated Overseas Personnel and Dependents By Home State Of Residence," and Form D-55A, "Guidelines for Completing Form D-55 Counts Of Federally Affiliated Overseas Personnel and Dependents By Home State Of Residence." Please complete the Form D-55 using your most up-to-date records as of April 1, 2010 – Census Day. Be assured that any information we receive is subject to the strict confidentiality provisions of Title 13, United States Code.

We estimate that it will take the appointed contacts between 40 and 320 hours to prepare the counts of federally affiliated personnel living overseas. This includes the time needed to read this letter and the enclosed instructions on how to complete the D-55 form, complete the D-55 form with counts of federally affiliated personnel living overseas by state using your administrative records, and send the completed D-55 form back to the Census Bureau. Please send comments regarding this burden estimate or any other aspect of this collection of information to: "Paperwork Reduction Project 0607-0919-C", U.S. Census Bureau, 4600 Silver Hill Road, Room 3K138, Washington, DC 20233. Alternatively, you may e-mail comments to <Paperwork@census.gov>; use "Paperwork project 0607-0919-C" as the subject. Please include a copy of your message addressed to <dmd.overseas.program@census.gov>. Under the Paperwork Reduction Act, we cannot ask you to respond to a collection of information unless it displays a currently valid Office of Management and Budget (OMB) control number. The OMB number is found in the upper right corner of the D-55 form.

Please return the completed Form D-55 not later than **July 9, 2010**, to:

Chief, Decennial Management Division
Attn: Puerto Rico, Island Areas and Overseas Branch
Bureau of the Census
Washington, DC 20233

The Form D-55A should provide all the information you need to complete the form. However, if you need assistance, please contact Ms. Adrienne Oneto at (301) 763–1538 or by e-mail at <dmd.overseas.program@census.gov>.

Sincerely,

Arnold A. Jackson
Associate Director for Decennial Census

Enclosures

cc: Honorable Nicola O Goren

D-55-L3 (1-2010)

DoD Letter

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

OCT 0 8 2009

Ms. Gail H. McGinn
Deputy Under Secretary of Defense (Plans)
Performing the Duties of the Under Secretary of Defense for Personnel & Readiness
4000 Defense Pentagon
Washington, DC 20301-4000

Dear Ms. McGinn:

The U.S. Census Bureau is preparing for the 2010 Census, the 23rd Decennial Census of Population and Housing for our Nation. The purpose of this letter is to request the assistance of the Defense Manpower Data Center (DMDC) in obtaining the count of the Department of Defense's (DoD's) overseas military and civilian personnel and their dependents in the 2010 Census.

For the 2010 Census, the Census Bureau will include U.S. military and federal civilian employees who are temporarily living overseas and their dependents living with them. These people stationed overseas will be included in the state totals used to determine allocation of seats in the U.S. House of Representatives. To accomplish this, in February 2010 the Census Bureau will request that DMDC provide a count of overseas employees and their associated dependents by home state as of April 1, 2010. We will ask that these counts be provided by July 9, 2010. You may use personnel and administrative records to compile these counts.

In the 1990 and 2000 censuses, DMDC provided the count of DoD's military and civilian personnel stationed overseas and their dependents. In Census 2000, DMDC used the home of record (HOR) designation to assign a home state for military personnel. When HOR data were not available, DMDC used legal residence, or thirdly last duty station to assign home state. The Census Bureau will repeat this same process for the 2010 Census. We only include those employees and dependents for whom a U.S. state of residence is given.

Census Bureau and DMDC officials have held two fruitful meetings this year regarding DMDC's assistance in counting DoD military and civilian employees stationed overseas and their dependents. We would like your support to continue these discussions. A letter from you indicating your personal endorsement will allow our staff to proceed with important planning and preparation work, and will reinforce the importance of making sure the DoD's military and civilian employees stationed overseas are included in the 2010 Census. Dr. Robert Simmons, Chair of the Census Joint Service Working Group, has been our point of contact for this program.

Thank you for your support. We look forward to working with you to obtain an accurate count.

Sincerely,

Robert M. Groves
Director

cc. Dr. Robert Simmons (DMDC)