



# Appeals Processes and the Population Estimates

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Count Question Resolution	Population Estimates Challenge Program	Special Censuses
<p>Begins after delivery of Redistricting data ~Oct 2021 and goes through June 2023.</p> <p>Allows challenges to census counts for population or housing units based on a narrow criteria related to technical, data processing issues</p>	<p>Begins after release of 2021 population estimates in 2022, and every year thereafter ending with 2029 estimates.</p> <p>Jurisdictions have 90 days after release to submit</p> <p>Allows challenges to improve intercensal population estimates by correcting a processing error or the erroneous use of data or processes in calculating estimates</p>	<p>Under section 196 of Title 13, the Census Bureau can conduct a basic enumeration of an area through the Special Census program at the request of a governmental unit.</p> <p>Local officials might request this enumeration if there has been a significant population change in their community due to growth or annexation. The governmental unit requesting a special census is financially responsible for its cost.</p>

Program	Federal Register Notice (Expected)	Program Start	Program End	Notes
Count Question Resolution (CQR)	September 2021	January 2022	June 2023	While the program will go through 2023, it is in the best interest of those who challenge to do so early.
Population Estimates Challenges	Late 2021 / Early 2022	Summer 2022	Late 2029 / Early 2030	While the program runs throughout the decade, challenge opportunities occur only for the 90 days after a data product is released.

## Figure 2. State-Level Changes Resulting from the 2010 Count Questions Resolution Program Were Relatively Small

Original 2010 Census total population and housing unit counts and the corrected counts resulting from the 2010 Count Question Resolution program

State	Original Tabulation		Corrected (Revised)		Absolute Change	
	Total population	Total housing units	Total population	Total housing units	Change in Population	Change in Housing units
Alabama	4,779,736	2,171,853	4,779,753	2,171,862	17	9
Alaska	710,231	306,967	710,235	306,970	4	3
Arkansas	2,915,918	1,316,299	2,915,919	1,316,300	1	1
District of Columbia	601,723	296,719	601,767	296,739	44	20
Florida	18,801,310	8,989,580	18,801,332	8,989,592	22	12
Georgia	9,687,653	4,088,801	9,687,850	4,088,882	197	81
Idaho	1,567,582	667,796	1,567,652	667,796	70	0
Maryland	5,773,552	2,378,814	5,773,626	2,378,860	74	46
Michigan	9,883,640	4,532,233	9,883,706	4,532,269	66	36
New Jersey	8,791,894	3,553,562	8,791,909	3,553,569	15	7
New Mexico	2,059,179	901,388	2,059,181	901,390	2	2
Ohio	11,536,504	5,127,508	11,536,504	5,127,509	0	1
South Dakota	814,180	363,438	814,191	363,442	11	4
Texas	25,145,561	9,977,436	25,145,565	9,977,438	4	2

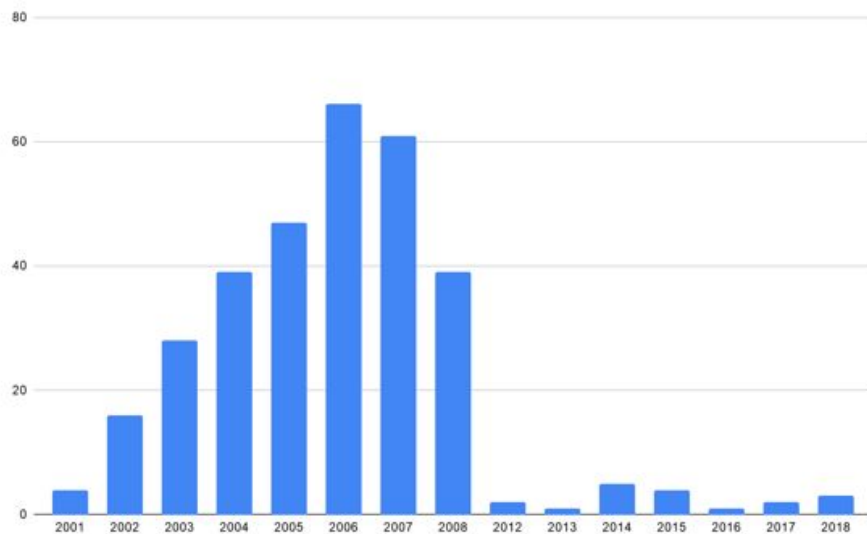
**Note:** [DRAFT FIGURE] The table only shows states where total population and housing unit counts differed between the original and corrected tabulation at the state level. While there can be large relative changes in the population counts for small geographic units, the increase in population or housing units for one area is usually offset by a loss in a neighboring area. Consequently, there is typically little change in the population and housing unit totals at the state and national level.

**Source:** Georgetown Center on Poverty & Inequality, 2021; "Notes and Errata: 2010 Census Population and Housing." U.S. Census Bureau, last revised May 2018. Available at <https://www.census.gov/library/publications/2010/dec/sf10-1.html>.

# Population Estimates Challenge

**Figure 3. The Number of Successful Population Estimate Challenges Have Declined**

Accepted challenges to the vintage population estimates during the 2000s and 2010s

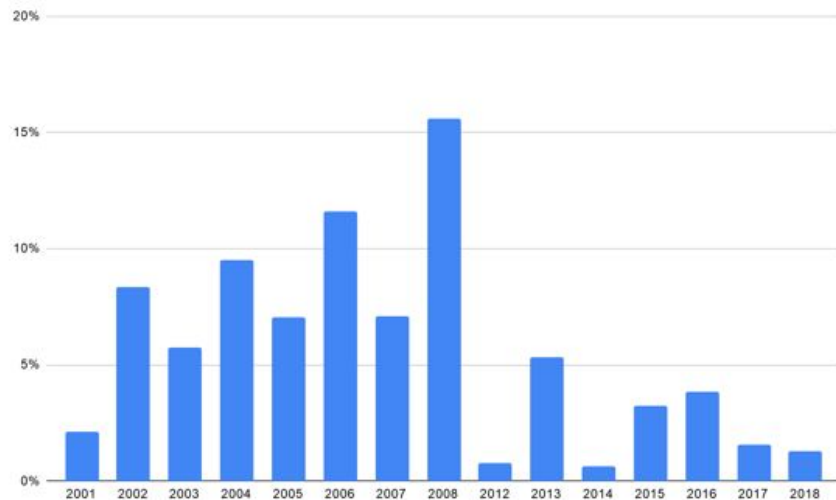


**Note:** [DRAFT FIGURE] Population Estimates Challenge program results are available for the vintage estimates for the years 2018 to 2012, 2008 to 2001, and 1998. The available data for the successful 1998 challenge (for Collier County) is not reflected in the figure.

**Source:** Georgetown Center on Poverty and Inequality, 2021. "Challenge Results." U.S. Census Bureau, last revised February 2020. Available at <https://www.census.gov/programs-surveys/popest/about/challenge-program/results.html>.

**Figure 4. Successful Challenges Have Resulted in Smaller Percent Changes to Population Totals**

Average percent change in a governmental unit's vintage population estimate by year following a successful challenge during the 2000s and 2010s



**Note:** [DRAFT FIGURE] Population Estimates Challenge program results are available for the vintage estimates for the years 2018 to 2012, 2008 to 2001, and 1998. The available data for the successful 1998 challenge (for Collier County) is not reflected in the figure.

**Source:** Georgetown Center on Poverty and Inequality, 2021. "Challenge Results." U.S. Census Bureau, last revised February 2020. Available at <https://www.census.gov/programs-surveys/popest/about/challenge-program/results.html>.

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# Count Question Resolution



## What is Count Question Resolution (CQR)?

- Formal process where Census Bureau “reviews cases received to determine whether the 2020 Census count of housing (e.g., housing units and/or group quarters) and associated population has been impacted by any geographic or processing errors.” (emphasis added)
- Only program that permits changes to census numbers
- Only mechanism for cities to request review of official 2020 Census results



## CQR Scope and Process

- Focus is on housing units and group quarters:
  - Geographic errors – housing units put in the wrong location
  - Processing errors related to data already collected in the enumeration
  - Only population corrections would be those “associated with” corrected housing/GQ errors
- Corrections do not affect reapportionment or redistricting data and will not be reflected in 2020 Census data products
- Corrections will affect annual population estimates, which are used for the distribution of federal dollars for 10 years





## CQR Scope and Process (continued)

- Highest elected official (or their rep) for state and local governments, and tribal chairpersons, may submit CQR case through mail or by email; then they may designate one or more city/state/tribal reps to work with the bureau
- Documentation submitted in paper format or electronically using secure Census Bureau system
- Census Bureau will research the issues related to the challenged counts; make corrections to the data, as appropriate; and issue revised official population and housing counts



## 2020 vs 2010: It Got More Complicated!

- Confusion over “usual residence”
- Dislocation of college students on and off-campus
- Poor verification of addresses without Census IDs
- Incomplete Group Quarters listing, advance verification, and enumeration operations
- Rushed and uncertain/shifting schedule in the field and for back-end processing



# Proposal to Expand the Scope of CQR Challenges

1. **Omission** of Group Quarters facilities/population
2. **Omission** of housing units - major inconsistencies between number of housing units and population



## The Effort to Update CQR

- Cities are well-positioned to provide administrative data on housing units and GQs
- Enlist members of the Federal-State Cooperative for Population Estimates (FSCPE) and/or Census State Data Center (SDC) networks to act as proponents and liaisons with Census Bureau for CQR challenges
- Major Issue: Undercounts or miscounts may be due to the data collection and/or the application of confidentiality protections (Stay tuned!)



## The Path Forward

- Final Federal Register Notice (FRN) on CQR, expected in September 2021
- CQR is scheduled to begin in January 2022 and will last until June of 2023
- Begin gathering documentation on group quarters facilities and on housing units for possible CQR challenges
- It pays to challenge early (literally)!



## Prior Federal Register Notices for 2020 Census CQR

FR Notice: August 2020

<https://www.federalregister.gov/documents/2020/08/04/2020-16962/agency-information-collection-activities-submission-to-the-office-of-management-and-budget-omb-for>

FR Notice: August 2020 correction to the original Notice

<https://www.federalregister.gov/documents/2020/08/14/2020-17797/agency-information-collection-activities-submission-to-the-office-of-management-and-budget-omb-for>

**Note:** The comment period for the original FRN, setting forth proposed scope of 2020 Census CQR program, has closed.

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# Population Estimates: Why Do We Care?



# Population Estimates: The Year Doesn't End in 0? These Data Have You Covered!

1. The Official measure of the population in all years that don't end in zero
2. Key in weighting for the American Community Survey and so many other key surveys such as the CPS (unemployment estimates), AHS, and the SIPP.
3. The basis for school district, health insurance, and income and poverty estimates
4. Underlies many of the key data that are used for federal funding allocations \$1.5 Trillion/year
5. Drives state bonding authority
6. *Extremely* cost effective to produce

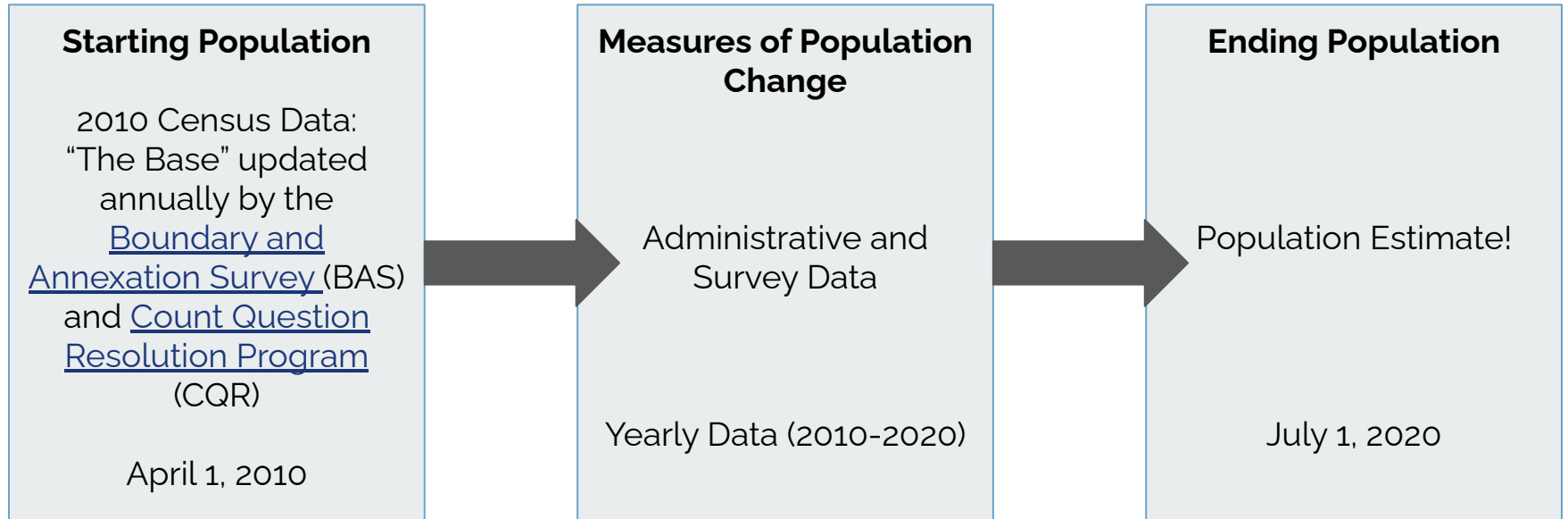


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# Population Estimates: How They Are Developed



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# Population Estimates: What Data Are Used?

## County and Above

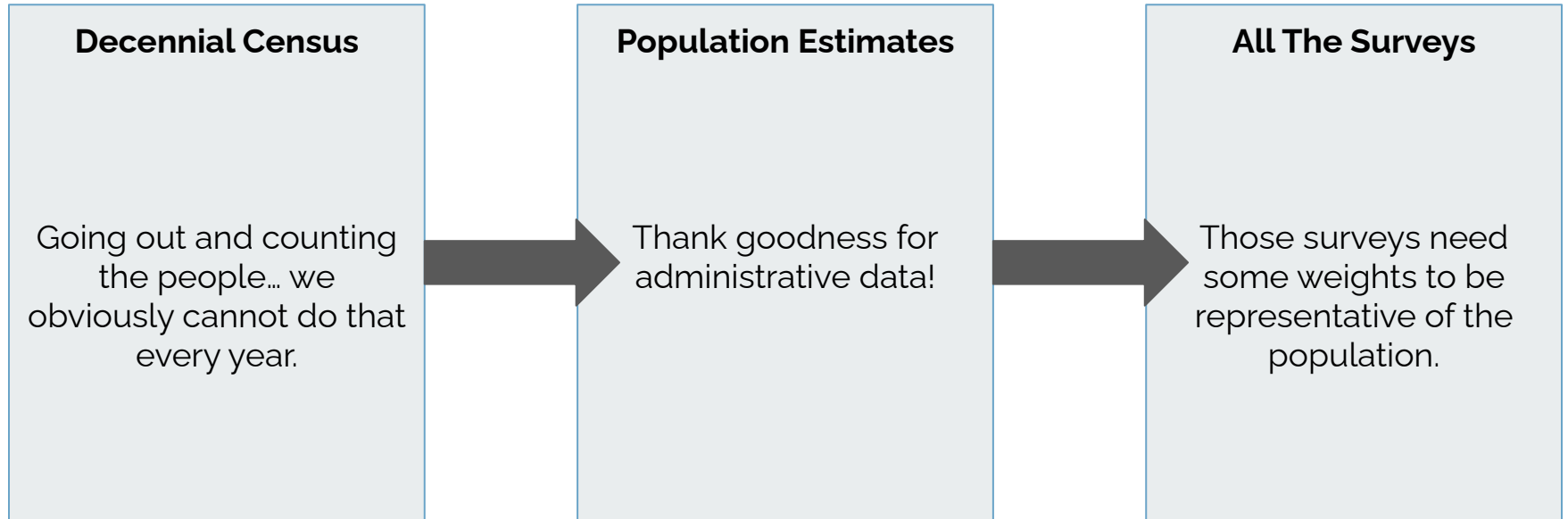
1. Birth Records
2. Death Records
3. IRS Filings
4. Medicare
5. American Community Survey (International Migration)
6. Other Country Census Data (International Migration)
7. Group Quarters Report

## Below County Level (Including Cities and Towns)

1. Building Permits Survey (BPS)
2. Survey of Construction (Completes and Non-permitted Construction)
3. Manufactured Homes Survey
4. American Housing Survey (Loss)
5. Local Building Permits, MH Placement, Demolitions, Certificates of Occupancy
6. Group Quarters Report



## Population Estimates: Where They Fit.



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# Population Estimates and the Challenge Process



# What is the Challenge Process?

The Population Estimates Program has a mechanism for dealing with errors in their methodology or data called the “Challenge Process”\*

It allows certain entities to officially challenge the population estimates for a given vintage (changes are then incorporated into future vintages as well), given certain criteria and rules.

The program is suspended and then restarted each decade, often with changes to the rules when it is restarted.

\*What can be challenged can change.



# What are the Rules?

As of the suspension of the program in the beginning of 2020, the challenge programs rules were as follows:

1. Who can challenge: Highest Elected Official for the impacted jurisdiction.
2. What can be challenged:
  - a. Methodology: The method by which the population estimates were calculated (Cohort-Component for the county and above, Distributive Housing Unit for estimates below the county level) are not challengeable.
  - b. Data: Data sources and data errors are challengeable. This includes limited ability to use alternative data sources as long as their quality and time stamp can be validated.
3. Timing: All challenges must be made within 90 days of data release.

# Changes from the 2000's to the 2010's

The rules changed substantially between the 2000's and the 2010's.

Specifically, challenges using alternative *methodologies* were accepted prior to 2010.

Why is this important?

**Figure 3. The Number of Successful Population Estimate Challenges Has Declined**  
Accepted Challenges to the Vintage Population Estimates During the 2000s & 2010s

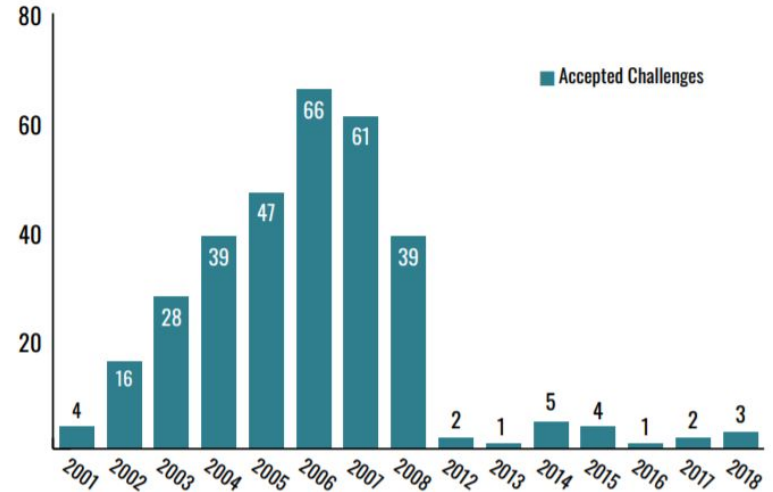


Figure from: [Lee, Jae June, Cara Brumfield, Sheila Naughton, "2020 Census Count Question Resolution & Population Estimates Challenge Programs: Opportunities for Improving Postcensal Population Estimates." Georgetown Center on Poverty and Inequality, 2021.](#)





# What is Different this decade?

The 2020 Census was different than any decennial census we have ever had:

1. Continued historical declines in trust and response.
2. Pandemic
3. Politicization
4. Natural Disasters
5. ... the list goes on

This has caused cascading impacts on other programs, including the population estimates. One to note: the idea of a blended estimates base.



# What Happens Next?

We are still learning about a couple of things:

1. Census Quality
2. Other programs such as CQR

As we learn more about these we can start helping to define what the population estimates challenge process should look like this decade.

A few things to think about:

1. What can be challenged? (The components of change? The Base?)
2. What data can be used to challenge?
3. What methodologies can be used to challenge?
4. How do we define “high quality” and “timeliness”?

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# What Can / Do Now? In the Future?



## Roles for Cities

1. Rest of 2021: Get involved! Be ready to weigh in on ideas before the Census sets the guidelines, and comment on the *Federal Register Notice*.
2. Winter/Spring 2022: Understand the new rules, data, and methodologies that are acceptable
3. Spring/Summer 2022: Acquire/process supplemental data / methodologies that are allowed

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# Thank you!

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