



**PREPARED STATEMENT OF  
STEVE H. MURDOCK  
DIRECTOR  
US CENSUS BUREAU**

*2010 Census Status Update*

**Before the House Committee on Oversight and Government Reform**

**11 June 2008**

Mr. Chairman, Members of the Committee, I would like to thank you for this opportunity to brief you again on the status of the 2010 Census, and in particular, our ongoing efforts to address the problems associated with the Field Data Collection Automation (FDCA) Program.

Recent hearings have appropriately focused on our contract with Harris Corporation, and our efforts to re-scope the FDCA program. As you know, addressing the problems associated with FDCA has been my priority since I arrived five months ago. The problems with FDCA had become apparent as a result of the Address Canvassing Dress Rehearsal, and they were clarified as a result of the work of our Integrated Program Team established by our Deputy Director. When we received the contractor's rough order of magnitude and recognized additional difficulties, I established the Risk Reduction Task Force, chaired by former Deputy Director William Barron. The task force's work was then reviewed by an Expert Panel established by the Secretary. The Task Force's recommendation, confirmed by the Expert Panel and the Secretary, was to move to a paper-based Nonresponse Follow-up (NRFU) operation while retaining the use of the handheld computers in address canvassing. This is a decision I fully support because it increases our control of 2010 Census systems development while allowing us to leverage Global Positioning System technologies by using handheld computers in the Address Canvassing operation. This will improve the accuracy of our address list, which is fundamental to an accurate census.

In addition to our decision to move to a paper-based Nonresponse Follow-up (NRFU) operation, we have been laying the groundwork to ensure that the remaining FDCA operations are successful. We are making progress in our work with Harris and have begun embedding Census Bureau staff in Harris's operation and incorporating staff from Harris into the 2010 Census operations. As a result, communication has improved. We produced our final requirements for the paper-based NRFU operation on June 6, 2008, and we have secured an agreement from Harris to provide their final cost estimate by July 15. We also have initiated a contingency planning process that is assessing our options relative to the FDCA process and contract.

You will hear today about the independent cost estimate we asked MITRE Corporation to develop as part of our preparation for the upcoming negotiations with Harris, which we initiated in response to Subcommittee Chairman Clay's recommendation. This work by MITRE has been extremely valuable to us. As we work with Harris to finalize the terms for building and implementing an efficient and successful FDCA system, we will consider the independent cost estimate as well as the specific information in Harris's cost estimate and our own understanding of the critical functionality that the FDCA system must contain to ensure a successful 2010 Census. . My commitment to the Committee is that our final contract will be clearly justified, and that our management of the contract will be transparent and rigorous.

It is important to remember that the FDCA contract is only one part of the 2010 Census. Mr. Chairman, in our work together it is vital for this Committee to be fully apprised on the full range of ongoing decennial census operations.

I last appeared before this committee on April 9. At that time I committed the Census Bureau to meeting three significant deliverables: In 30 days, (by May 9), we would produce the detailed plan for the paper-based NRFU operation; in 45 days (by May 24) we would complete development of the integrated schedule for all 2010 Census operations; and in 60 days (by June 8) we would establish the testing plan for the Address Canvassing operation. We regarded these dates as internal deadlines for producing the work products. Since that hearing, our decennial census staff have been working around the clock, and I am proud to report that we met our deadlines for completing each of these three key building blocks, and as you requested, we also have briefed your staff on each of these deliverables. In addition, we finalized a 2010 Program Management Plan, developed the 2010 Census Risk Register, and finalized the 2010 Census Risk Management Plan.

This is a substantial body of work, and it reflects the commitment of the Census Bureau's staff and leadership to establishing a framework to ensure a high quality 2010 Census. I would like to take a few minutes to outline each of these products, which I am submitting to the Committee along with my testimony.

**2010 Census NRFU Re-Plan (Completed May 9)**

Once we made the decision to re-scope the FDCA program, we needed to re-design the NRFU operation, the largest, most complex and costly operation in the 2010 Census. NRFU must be conducted within a tight 10-week time frame in order to preserve data quality and meet our Constitutionally mandated deadlines. In the absence of hand-held devices, NRFU will now be conducted using paper maps, paper address registers, paper assignment tracking reports and paper enumerator questionnaires and forms. It will leverage information technology from the FDCA operations control system to manage and control assignments in the field. The detailed re-plan for NRFU is now complete, and it includes important new innovations that will allow us to update enumerator assignments four times, compared to just once during Census 2000. Removing households that responded to the census after the NRFU operation begins saves money by decreasing the number of households we have to contact directly. Incorporating additional updates is a significant improvement over Census 2000.

**2010 Census Integrated Schedule (Completed May 23)**

The 2010 Census is a complex program composed of 44 major independent operations incorporating over 11,000 unique activities needed to conduct the census. The 2010 Census Integrated Schedule delineates the time schedules relative to these operations and activities and outlines their interrelationships. These are sequenced, and dependent upon one another. Census Bureau staff have established the detailed schedule that outlines when each activity must begin and end. This schedule will be managed utilizing computer software that monitors and reports on the detailed components of each activity, allowing staff and leadership to understand and respond to the ramifications of schedule changes. It is easy to underestimate the complexity of the decennial census. The schedule itself tracks over eleven thousand distinct activities, some of which summarize bundles of additional sub-activities. The software we use was proven in Census 2000, and reports from the system identify potential problems early so that management can act quickly to make sure that the 2010 Census, which is already underway, stays on track.

**2010 Census Address Canvassing Testing Plan (Completed June 6)**

The current plan for the Decennial Address Canvassing operation relies primarily on the Field Data Collection Automation (FDCA) contract to supply substantial portions of software for the operation. Given the experience in the Dress Rehearsal, a comprehensive, logical test plan is critical leading up to the production field activity in April 2009. The Census Bureau's test plan is organized into five comprehensive categories: FDCA testing, Large Block testing, Geography Division's testing, Interface testing (primarily FDCA interfaces with the Census Bureau), and an Operational Field Test. This plan lays out a logical flow of test activities, involves Census Bureau stakeholders throughout, details the dates and purposes of each test, and ends with a confirmation test that puts all the pieces together in an environment that replicates actual census conditions.

**2010 Census Program Management Plan**

The 2010 Census Program Management Plan will inform decennial census staff and contractors how issues are resolved and decisions are made regarding the 2010 Census. The Census Bureau is a matrix organization with functional and operational responsibility distributed among the various divisions and offices of the agency. There are eight key implementing divisions for the decennial census: The Decennial Management Division, the Decennial Contracts Management Office, The Decennial Systems and Processing Office, the Decennial Statistical Studies Division, the Geography Division, the Technologies Management Office, the Field Division, and the National Processing Center. The Management Plan ensures coordination throughout the organization involved with myriad, interconnected census operations and activities, and establishes clear lines of authority and mechanisms enabling leadership to focus on problems as they arise. An important and essential component of this plan is that it outlines the decision making process and structure to ensure that timely decisions are made.

**2010 Census Risk Register and Management Plan**

Risk mitigation is an ongoing process that involves the highest levels of the agency. The 2010 Census Risk Register and Management Plan ensures that risks are identified and managed by the teams overseeing each of the key 2010 Census operations. High risks are reported immediately to senior management, and mitigation plans are developed and adjusted as appropriate. To date, 25 program-level risks have been identified, and we have established a Risk Review Board to monitor these risks to ensure their effective management.

The work I have outlined does not begin to cover the full range of 2010 Census Operations. My intent has been to show that the fundamental components of our work to address the problems with FDCA are now in place, and that key work products are at or nearing completion to ensure a successful 2010 Census. I will come back to the Committee to discuss other crucial operations including the Communications program, the Partnership program, the Local Update of Census Addresses program, and our other automated systems.

Thank you for this opportunity to bring you up to date on the 2010 Census. I am joined by Arnold Jackson, Associate Director for Decennial Census; and Jay Tyler, Chief of our Budget Division. We are happy to take your questions.