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2010 CENSUS PLANNING MEMORANDA SERIES

No. 214

MEMORANDUM FOR   The Distribution List

From: Burton Reist *[signed]*
                           Acting Chief, Decennial Management Division

Subject: 2010 Census Field Office Administration and Payroll Assessment

Attached is the 2010 Census Field Office Administration and Payroll Assessment. 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 any questions about this document, please contact Brian De Vos at (301) 763-3422.

Attachment

2010 Census Program for Evaluation and Experiments

2010 Census Field Office Administration and Payroll Assessment

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

Brian De Vos and Andrew Ciango

Decennial Management Division

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Executive Summary

The 2010 Decennial Census of Population and Housing was the largest mobilization of a civilian workforce conducted by the Federal Government. To complete the 2010 Census, the Census Bureau hired, trained, and paid 857,185 census workers to complete this task.

Although the number of Regional Census Centers and the Puerto Rico Area Office remained the same for the 2010 Census when compared to Census 2000, there were 494 Local Census Offices for the 2010 Census compared to 520 Local Census Offices in Census 2000. The Regional Census Centers opened first and supervised the Local Census Offices. They remained open until all data collection operations in the Local Census Offices finished. During the 2010 Census, the office staff managed data collection operations and handled the daily office administration activities such as: hiring, auditing, and tracking employee hours and productivity.

Field Division headquarters staff trained the managers in the Regional Census Centers. Regional Census Center managers were required to complete four training courses; Regional Census Center Overview Training, Regional Field Management and Regional Technician Training, Regional Census Center Managers' Interaction and Communication Discussion, and Equal Employment Opportunity Training. Additional Computer Based Training, Job Aids and DVDs were available to managers throughout the 2010 Census. After the completion of the training courses, Regional Census Center managers began to train the Local Census Office managers.

The Local Census Office management staff were required to complete a number of training courses prior to and during the 2010 Census. Local Census Office managers were required to complete three Computer Based Training course prior to attending classroom training. The first management classroom training session was an overview of all the Local Census Office management duties. This training was followed by job specific training, called Operational Lifecycle/Management Role training, an All Manager Lifecycle training and an Equal Employment Opportunity training course. The Assistant Manager for Recruiting, Assistant Manager for Administration and the Assistant Manager for Technology were also required to complete an additional course that was related to their specific job duties. Just-In-Time training courses, which covered details about individual operations, were available to the managers two or three months in advance of the individual operations. Additional Computer Based Training, Job Aids and DVDs were available to managers throughout the 2010 Census.

The Census Bureau initially planned to conduct field operations and employee work attendance and payroll via hand held computers for the 2010 Census Address Canvassing and 2010 Census Nonresponse Followup operations, and paper payroll forms (D-308s) for the remaining 2010 Census operations. The employees work progress and payroll data were sent electronically to the Early Local Census Offices instead of completing paper-based documents during the Address Canvassing operation. However, several factors resulted in a decision not to use the hand held computers after the 2010 Census Address Canvassing operation in mid 2009, negating the need for the electronic payroll forms (E-308). As a result, the 2010 Census Nonresponse Followup and

all other 2010 Census operations used paper payroll forms (D-308) along with the paper questionnaires that increased the office workload during 2010 Census activities.

The total cost of the office and administrative programs in the Regional Census Centers was $285.9 million dollars. The cost came slightly under budget with approximately 98 percent of the budget spent. The cost of administrative programs was over budget for fiscal years 2009 and 2010 and this overage was directly related to increased travel and communication expenses. Travel related expenses included Area Managers looking for viable Local Census Office space, Area Managers observing operations, Area Managers conducting and observing training and relocation expenses of headquarters staff temporarily reassigned to the regions. Telecommunications costs were higher than expected due to increases in the use of Blackberrys and cell phones.

The total cost of the office operations and administrative programs in the Local Census Offices was $843.9 million dollars or approximately 86 percent of the amount budgeted. The cost of the office operations was under budget due to lower recruiting costs. Fiscal year 2011 was the only year that went over budget and this was due to the closeout of the Local Census Offices taking longer than expected.

The total cost of the office operations for the Puerto Rico Area Office was significantly under budget with only 50 percent of the budget being spent. The cost of office operations was under budget because there were some difficulties in acquiring office space in fiscal year 2008 and the office closed early in fiscal year 2011. This lead to a reduced number of staffing hours needed for the 2010 Census period.

In summary, the Census Bureau hired, trained, and paid 857,185 temporary employees that worked on the 2010 Decennial Census. Over the span of October 2008 to September 2010, the Census Bureau hired a total of 94,758 office employees that worked in the Early/Local Census Offices. The foundation of this success was management training, field office procedures, and training manuals. The management training, office procedures, and manuals enabled the office administration to effectively hire and manage the temporary workforce to ensure 2010 Census operational requirements were met. The Field Office Administrative and Payroll Programs in the field offices were implemented in accordance with program directives and timelines. No major payroll problems were encountered during the 2010 Census. All employees were paid on-time and all regulatory reporting and recordkeeping requirements were met.

1. Introduction

1.1   Scope

The purpose of conducting the 2010 Census Field Office Administration and Payroll Assessment report is to document the results in managing the Regional Census Centers (RCCs) and Local Census Offices (LCOs) administrative operations.

1.2   Intended Audience

The information addressed in this assessment is beneficial to stakeholders and individuals making decisions concerning office operations during a decennial Census. This report will benefit the 2020 Census planners through the use of lessons learned from the 2010 Census and recommendations for the 2020 Census.

2. Background

2.1   Program Description

The 2010 Decennial Census of Population and Housing was the largest mobilization of a civilian workforce conducted by the Federal Government. To complete the 2010 Census, the Census Bureau hired 857,185 temporary census workers, whose tenure lasted from a few days to several months in a LCO. In addition, there were 3,450 management positions, including Administrative Assistants (AA).

The 2010 Census required a wide variety of positions, but enumerators were by far the largest number of positions filled. Enumerators worked in their own neighborhoods and communities to gather census data.

The 2010 Census Operating Plan outlined the staffing, payroll, RCC, and LCO roles in achieving a successful census. The *D-501, LCO Administrative Manual*, provided detailed instructions for the RCC and LCO staff in the daily operations of a field office.

During peak operations, it was estimated that the Census Bureau employed 585,882 employees in one week. This document provides an outline of the staffing process for the RCCs, Early Local Census Offices (ELCOs), and LCOs.

For the 2010 Census, there were 494 LCOs compared to 520 during Census 2000. Managing a geographically dispersed group of offices to handle large data collection operations was challenging, especially in light of the short duration of census activities.

According to the Department of Labor Statistics[1], the labor market in 2009 and 2010 (8.9 percent unemployment in April 2009 and 9.8 percent unemployment in April 2010) was experiencing the highest rate of unemployment in almost 20 years. In light of this, the Census Bureau was able to

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[1] Labor Statistics from the November, 2011 Current Population Survey Series Report

more easily hire an experienced and able workforce than during prior censuses. In comparison, the labor market during Census 2000 (4.3 percent unemployment in April 1999 and 3.8 percent unemployment in April 2000) was tight with low unemployment.

LCO personnel supported and managed data collection operations completed by the field staff. LCO personnel handled the daily administration tasks such as hiring, auditing work, and entering employee hours and operations worked (payroll). The LCOs were supervised by the RCCs, which opened earlier than the LCOs and remained open until all data collection operations in the LCOs were completed.

Each LCO employed an Office Manager, Assistant Manager for Field Operations (AMFO), Assistant Manager for Administration (AMA), Assistant Manager for Recruiting (AMR), Assistant Manager for Technology (AMT), Assistant Manager for Quality Assurance (AMQA), Administrative Assistant, Field Operations Supervisors (FOS), Crew Leaders (CL), Crew Leader Assistants (CLA), Enumerators, Office Operations Supervisors (OOS), Clerks, Recruiting Assistants, and Partnership Assistants. A detailed outline of the RCC and LCO staffing process is outlined in the 2010 Census Operational Plan for the Field Infrastructure Operation Group. See Appendix A for a 2010 Census LCO Organization chart.

This assessment will also cover field administration and payroll which includes:

- Payroll Process
- Personnel Actions
- Shipping (Fed Ex)
- Purchase Cards
- Travel Checks
- Property Claims
- Administrative Training
- Office and Staffing
- Workflows
- Regulatory Compliance
- Schedule

The Census Bureau initially planned to conduct field operations, including 2010 Census Address Canvassing (AC) and 2010 Census Nonresponse Followup (NRFU), via hand-held computers (HHCs), and employee work attendance and payroll in the same manner. The work data and payroll data (called E-308, Electronic Pay and Work Record) were sent electronically to ELCOs instead of filing paper-based documents during AC. However, several factors resulted in a decision not to use the HHCs after AC in mid 2009, negating the need for the electronic E-308 forms. As a result, NRFU used paper based payroll forms (D-308, Daily Pay and Work Record).

2.2   Staffing Operations

In order for the Census Bureau to conduct the 2010 Census, the Census Bureau had to develop procedures for hiring and training staff for the necessary RCCs, ELCOs, and LCOs. These

procedures resulted in the development of the RCC Staffing Operations and LCO Staffing Operations. A brief description of the operations, along with the major tools used can be found in the information below.

Conduct RCC Staffing Operations (RSO)

The Human Resource Management Specialists (HRS) recruited, hired, selected, and released temporary management staff for the RCCs, the Puerto Rico Area Office, and LCOs. The RCCs provided support to field operations, trained RCC staff and LCO management staff, designated independent space for Census Coverage Measurement (CCM) field operations, and managed field staff assignments for all CCM field operations. The HRS supported CCM field operations staffing. The HRS performed supervisory and non-supervisory functions and maintained Quality Assurance (QA), as specified by Census Headquarters.

In the Regional Offices, management began filling RCC positions in July 2007. Below is the number of employees who worked in the RCCs by year. These numbers do not include Geography, Partnership or Census Coverage Measurement staff. See Appendix B for the 2010 Census RCC Organization chart.

- 2008 - - 794 employees

- 2009 - - 1,922 employees

- 2010 - - 2,485 employees

  2011 - - 1,335 employees

Conduct LCO Staffing Operations (LSO)

The Field Division (FLD) developed budgetary information and recruiting guidelines for the 2010 Census staffing based on workload requirements, regional pay rates, and other factors. The FLD defined the recruiting goals by Census Tract and developed a National Recruiting Plan. The Census Bureau was able to code 98 percent of the hires/recruits to a Census Tract and coded the remaining hires/recruits to their county of employment. The LCOs recruited field staff positions according to the National Recruiting Plan. Applicant information and test data were keyed into the Decennial Applicant, Personnel and Payroll System (DAPPS) and a list of potential candidates was generated using test scores, personal information checks, and geocoding results. Eligible applicants completed job-specific training, were sworn-in to protect Title 13 data, and fingerprinted before they started their work in the field.

LCO Staffing – LCO management staff were recruited, selected, and hired by the RCC. Recruiting goals for many operations were based on AC and NRFU numbers in accordance with budget models. Listers were recruited for early address list development operations and enumerators for later data collection operations.

Hiring of ELCO staff started in September 2008 and hiring of LCO staff started in July 2009. As seen in Figure 1 below, the peak staffing month for hiring temporary office during the 2010 Census was in April 2010 with 57,475 employees hired.

Figure 1: Number of Temporary LCO Employees

	Oct-09	Nov-09	Dec-09	Jan-10	Feb-10	Mar-10	Apr-10	May-10	Jun-10	Jul-10	Aug-10	Sep-10
■	5,048	10,196	12,105	17,979	23,806	50,928	57,475	51,491	40,972	32,123	20,495	8,071
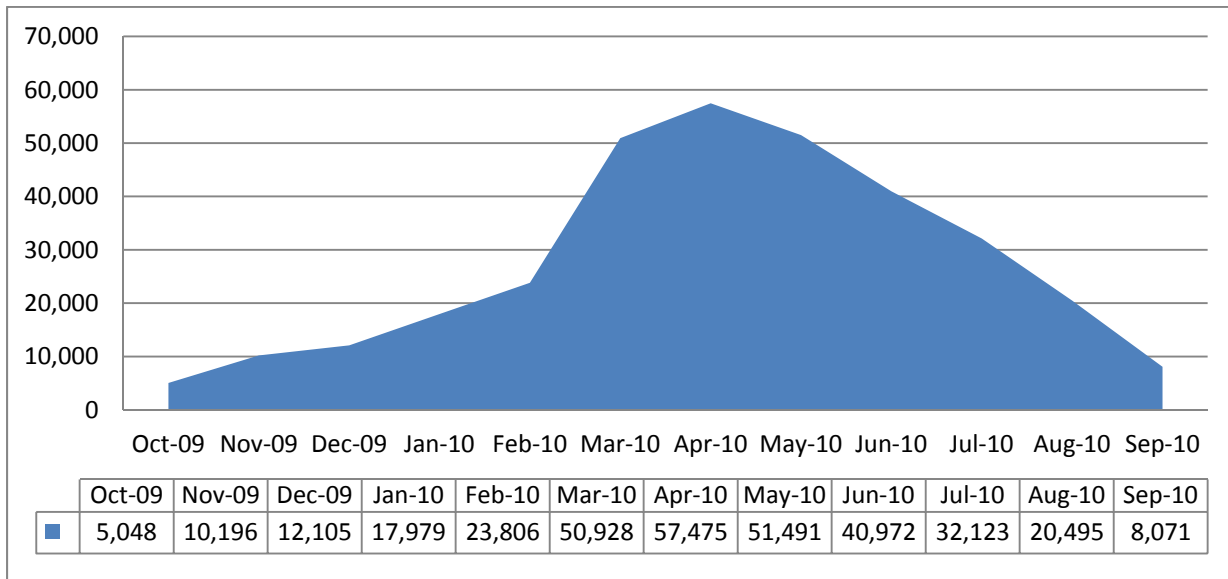
Source: DAPPS

Decennial Applicant, Personnel and Payroll System (DAPPS) - DAPPS was a fully integrated system that focused on the following areas: recruitment, human resources, time and attendance, and payroll. The system was developed by the U.S. Census Bureau to support the administrative work in the local and regional field offices, including Census Bureau Headquarters (HQ) offices. DAPPS processed applicants, including hiring, personnel actions, and time and expenses entries, including the computation, payments and posting costs related to Decennial temporary workforce payrolls. DAPPS interfaced to internal and external systems and also generated mandated and non-mandated reports.

Applicant Geocoding System (AGS) – AGS is a Census Bureau designed production control software that is managed by the Geography Division. AGS used an interface provided by the DAPPS System to verify that the address coding for applicants matched the Census geography file. AGS utilized the Topologically Integrated Geographic Encoding and Referencing System (TIGER) database to ensure that applicants being considered for temporary Census employment had the correct census geography data, based on the applicant's address.

2.3   Payroll Overview

Detailed procedures regarding the preparation and audit requirements of timesheets and supporting documents for intermittent employees were covered in the D-581, *Decennial Applicant, Personnel and Payroll System (DAPPS) Operating Manual*. For full-time employees (FTE) paid through the National Finance Center (NFC), detailed procedures regarding Time and Attendance (T&A) were covered in the Department of Commerce, *Time and Attendance Manual,* the Census Bureau's D-501, LCO Administrative Manual and the D-581, DAPPS Operating Guide.

Types of Pay Systems

There were two types of payroll systems available for LCO employees: NFC and DAPPS. NFC employees were full-time, paid bi-weekly, earned leave, and received their pay through the NFC system. DAPPS employees were usually LCO employees and thus worked intermittently, paid weekly, and their pay was processed through DAPPS.

Full-Time NFC Employees

NFC employees included:

- RCC staff
- Local Census Office Manager (LCOM)
- Administrative Assistant (AA)
- Assistant Manager for Administration (AMA)
- Assistant Manager for Field Operations (AMFO)
- Assistant Manager for Recruiting (AMR)
- Assistant Manager for Technology (AMT)
- Assistant Manager for Quality Assurance (AMQA)

NFC employees pay periods began at 12:01 a.m. Sunday and ended midnight on the *second* Saturday. NFC employees recorded their hours worked and leave taken on a BC-27, *Time, Attendance and Cost Report,* and submitted the reports to the AA. The AA forwarded the BC-27s to the LCOM for approval. The AA then faxed a copy of the approved documents to the RCC for processing. The RCC forwarded final forms CD-440, *Time and Attendance Daily Report*, to the LCOM for signature and an attachment of receipts for approved expenses.

NFC employees claimed expenses for official mileage, per diem, local travel, telephone expenses, and other reimbursable items on a BC-27A, *Field Employee's Reimbursement Expenses*. Detailed information on travel policy and procedures was contained in the D-520, *Regional Census Center Administrative Manual*.

Office Intermittent DAPPS Employees

Office Intermittent DAPPS employees include the following positions:

- Office Operations Supervisor (OOS)
- Clerk

Office DAPPS employees pay periods began at 12:01 a.m. Sunday and ended midnight on the following Saturday. Office DAPPS employees were scheduled to work when needed. If overtime was necessary, the appropriate assistant manager had to approve the overtime hours before employees began working overtime. If an employee worked overtime without supervisory approval then he/she was subject to termination. If an office DAPPS employee worked in excess of five consecutive hours in any day, they had to take an unpaid meal period of 30 minutes.

LCO employees used the D-308, *Daily Pay and Work Record* to record their hours, mileage, telephone, and miscellaneous expenses. Payrolls for intermittent DAPPS office employees were keyed daily in the LCO. Once keyed, the payroll information was then processed by the RCC. Official overnight travel was documented on a D-308A, *Per Diem Expense Record.* All approved expenses were paid in the same paycheck along with the hours for the pay period. The D-308 and D-308A are exhibited in Appendix A of the *D-501, LCO Administrative Manual*.

A nationwide toll free number (1-877-233-4776) was established to assist decennial intermittent employees who had payroll problems or needed assistance with any administrative issues.

The diagram below explains the paper based payroll process.

Figure 2: Overview of DAPPS Payroll Process

A → 1 Audit D-308s to ensure accuracy of entries

2 Batch D-308s for data entry with no more than 25 forms per batch

3 Prepare the D-301, Batch Control Log; record batch name and clerk initials

4 Prepare the D-292, Batch Transmittal and attach to the D-308 batch

5 Enter data from the batch into DAPPS Enter Hours and Expenses and save upon completion

5 Access E-308 batches "Not Submitted" and SAVE

6 Review the Batch Summary/Error Report ←— Errors? —→ 6a Make required corrections

7 Record final batch totals on the D-301, Batch Control Log

Source: D-581, DAPPS Operating Guide, Chapter 10

2.4 Training

FLD headquarters trained the managers in the RCCs. RCC managers were required to complete four training courses;
- Regional Census Center Overview Training (2.5 days)
- Regional Field Management and Regional Technician Training (2 days)
- Regional Census Center Managers' Interaction and Communication Discussion (0.5 day)
- Equal Employment Opportunity Training (0.5 day)

Additional Computer Based Training, Job Aids and DVDs were available to managers throughout the 2010 Census. After the completion of the training courses, RCC managers began to train the LCO managers.

The LCO management staff were required to complete a number of training courses prior to and during the 2010 Census.
- Pre and Post Classroom Computer Based Training (CBT) (1 day)
- LCO Management Overview Training (3 days)
- Job-Specific Training (1 day)
- All Manager Operational Lifecycle/Management Role Training (1.5 day)
- Equal Employment Opportunity Training (0.5 day)

The AMR, AMA, and the AMT were also required to complete an additional course that were related to their job duties. A Just-In-Time training course, which covered details about individual operations, was available to the managers two or three months in advance of the individual operations. Additional CBT, Job Aids and DVDs were available to managers throughout the 2010 Census.

2.5 Costs

The total budget for the LCO administrative operations and FTE costs for fiscal years 2008 through 2011 was $975,874,429. As seen in Table 1 below, the actual cost of the LCO administrative operations and FTE costs for fiscal years 2008 through 2011 was less than the amount allocated with $843,898,821 or 86.48 percent spent. The LCO administrative operations and FTE costs were mainly less than the amount allocated due to a larger applicant pool than expected. The large applicant pool resulted in lower recruiting cost than was budgeted. Fiscal year 2011 was over budget due to the LCO office closeout taking longer than expected.

Table 1. LCO Budget and Actual Cost for FY 2009-2011

LCO Office Operations	Total Budget	Actual Cost	Percent of Budget Spent
FY 2009	$159,735,475	$138,166,428	86.49%
FY 2010	$800,234,556	$691,778,571	86.45%
FY 2010 for Puerto Rico	$9,273,710	$6,468,517	69.75%
FY 2011	$6,518,986	$7,474,844	114.66%
FY 2011 for Puerto Rico	$93,702	$10,461	11.16%
Total	**$975,874,429**	**$843,898,821**	**86.48%**

Source: CBS Data Warehouse FY09-FY11

The total budget for the RCC administrative operations and FTE costs for fiscal years 2008 through 2011 was $290,256,141. The actual cost of the RCC administrative operations and FTE costs for the fiscal years 2008 through 2011 was less than the amount allocated with $285,895,614 or 98.50 percent spent. As seen in Table 2 below, fiscal year 2009 and fiscal year 2010 exceeded the amount allocated by 103.22 percent of the budget for fiscal year 2009 and 101.89 percent of the budget for 2010. The primary reason for the RCC office staff going over budget for fiscal year 2009 was due to travel. Travel related expenses included acquiring LCO space, Area Managers observing operations, and Area Managers conducting and observing training. Additional expenses for fiscal year 2009 included relocation expenses for permanent employees and increased telecommunication (cell phones) costs. Telecommunication costs were the primary reason for fiscal year 2010 being over budget.

Table 2. RCC Office Budget and Actual Cost for FY 2008-2011

RCC Office Operations	Total Budget	Actual Cost	Percent of Budget Spent
FY 2008	$29,244,910	$27,497,974	94.03%
FY 2009	$83,943,080	$86,647,017	103.22%
FY 2010	$134,333,285	$136,875,918	101.89%
FY 2011	$42,734,866	$34,874,705	81.61%
Total	**$290,256,141**	**$285,895,614**	**98.50%**

Source: CBS Data Warehouse FY08-FY11

The total budget for the Puerto Rico administrative operations and FTE costs for fiscal years 2008 through 2011 was $7,218,326. As seen in Table 3 below, the actual cost of the Puerto Rico administrative operations and FTE costs for fiscal years 2008 through 2011 was less than the amount allocated with $3,640,564 or 50.44 percent spent. The Puerto Rico Area Office cost for fiscal year 2008 was significantly under budget due to problems in acquiring office space in Puerto Rico. This reduced the number of possible staffing hours. Fiscal year 2011 was also significantly under budget due to the Puerto Rico offices closing earlier than expected, which once again reduced the number of possible staffing hours.

Table 3. Puerto Rico Area Office Budget and Actual Cost for FY 2008-2011

Puerto Rico Area Office	Budget	Actual Cost	Percent of Actual Cost
FY 2008	$1,257,945	$306,380	24.36%
FY 2009	$1,847,369	$1,415,229	76.61%
FY 2010	$2,066,258	$1,780,085	86.15%
FY 2011	$2,046,754	$138,870	6.78%
Total	**$7,218,326**	**$3,640,564**	**50.44%**

Source: CBS Data Warehouse FY08-FY11

In total $1,133,434,999 was spent in administration support and training for the 857,185 employees that were hired to work on the 2010 Census. This comes to an average of $1,322 spent per 2010 Census employee to ensure that the employees were properly trained, paid on time, and received or had access to proper resources to conduct their work.

2.6 Schedule

There were no significant schedule issues with the Field Office Administration training schedule. All training started within one week of the scheduled baseline start date. All training, except for one activity, ended within one week of the baseline finish date. The Figure 3 below provides the scheduled and actual training dates.

Figure 3. Training Schedule				
Activity Name	**Baseline Start**	**Actual Start**	**Baseline Finish**	**Actual Finish**
Train RCC and PRAO Staff on 2010 DAPPS (Includes Automated Geocoding System (AGS) Training)	5/15/08	5/15/08	10/1/08	10/5/08

Train ELCO Staff on 2010 DAPPS (Include AGS Training)	10/3/08	10/4/08	12/31/08	12/31/08
Train LCO Staff on 2010 DAPPS (Includes AGS Training)	10/5/09	10/5/09	11/30/09	11/27/09
Conduct RCC and Approving Officer Management Job Specific Training	6/2/08	6/9/08	6/30/08	8/7/08
Conduct ELCO Senior Management Overview Training	10/1/08	9/30/08	12/31/08	12/31/08
Conduct ELCO Management Job Specific Training	10/1/08	10/6/08	12/31/08	12/31/08
Conduct LCO Senior Management Overview Training	10/1/09	10/1/09	12/31/09	12/31/09
Conduct LCO Management Job Specific Training	10/1/09	10/1/09	12/31/09	12/31/09

Source: Master Activity Schedule

2.7 Recommendations from the Census 2000 Assessment

In the "2000 Decennial Census RCC and LCO Administrative Review Programs Branch Report", the following recommendations were made for the 2010 Census planners:

- The three-tier (Training Site Observation, RCC, and LCO) administrative review process worked well. Continue with this approach.

- LCO reviews should be done more frequently and earlier in the Census cycle.

- Create a RCC Compliance Review Team and share best practices between RCCs.

- Continue weekly conference calls with RCC/LCO administrators/field staff.

- Increase the number of Administrative Regional Technicians and hire earlier.

- At the discretion of the Regional Director, allow the RCC Administrative staff to have input into the selection of the LCO AMA.

- Most administrators recommended a formalized, hands-on training process specifically designed for the LCO Administrative Staff, Field Operations Supervisor, Crew Leaders and Enumerators.

- Cross-train all LCO management positions on administrative operations.

- Develop a Computer Based Training program for completing forms. Automate forms and process on-line.

- Create a Team of regional and headquarters staff to revise administrative forms.

- Interactive administrative manuals, on-line keyword search capability.
- More comprehensive hands-on training in module form (finance, workers' compensation, performance and conduct).
- On-line check inquiry system for D-308 employees (like employee express).
- Communicate clearer policy for intermittent employees. Address overtime, premium pay, and holiday pay in the employment agreements.
- Streamline employment agreements, less number of forms.
- Make earnings statement user friendly (list days/dates, overtime breakout).
- Automated tracking system for re-certified payments.
- Include LCO phone number and Payroll and Administrative Support System hot-line number on earnings statements.
- Establish RCC hotline for accident and injury inquiries.
- Enhanced Decennial Applicant Name Check

Of these recommendations, the 2010 Census planners incorporated the following:
- Incorporated a three-tier (Training Site Observation, RCC, and LCO) administrative review process
- LCO reviews were done more frequently and earlier in the Census cycle
- Weekly conference calls were held with the RCC/LCO administrative staff/field staff
- The number of Administrative Regional Technicians was increased from Census 2000
- The RCC Administrative staff had input into the selection of the LCO AMA.
- LCO Administrative Staff Training was created and used a hands-on training process
- Computer Based Training program for completing forms was designed but was not implemented due to lack of resources
- A team of regional and headquarters staff revised the administrative forms
- Administrative manuals were created in PDF format which allowed for keyword search capability
- A hands-on training module was designed to cover finance, workers' compensation, performance and conduct
- Communication concerning overtime, premium pay, and holiday pay policies for intermittent employees was made more clear
- A LCO phone number and hot-line number was included on earnings statements
- A RCC hotline for accident and injury inquiries was established

3. Methodology

3.1 Methods

The Census Bureau utilized the following reports and lessons learned in section 3.2 to answer the questions outlined in section five. The following sources were gathered by the Decennial Management Division (DMD) to specifically address each of the following questions.

3.2 Questions to be answered and data sources used to answer them

	Question	Data Sources
1	What revisions were made to prevent any LCO payroll problems that occurred in Census 2000 or the 2008 Dress Rehearsal?	Memorandum from Chief of Field Division to Regional Directors describing review process of the OF-306, Declaration of Federal Employment for DAPPS employees
2	What discrepancies were discovered between what was entered and what employees reported?	DAPPS procedures on the use of the Batch Summary/Error Report
3	Did staff feel that they received useful training on field staff administrative procedures defined in the D-501, LCO Administrative Manual and D-581, DAPPS Manual?	LCO Management Final Analysis
4	Did the training properly prepare LCO staff to perform the personnel functions?	LCO Management Final Analysis
5	Specifically, was LCO staff adequately trained in processing payroll?	D-501, Administrative Manual for Local Census Offices and the D-581, DAPPS Operating Guide
6	What training techniques were used? Did they differ between regions?	LCO Management Final Analysis
7	What changes are recommended for training materials for the 2020 Census?	LCO Management Final Analysis
8	Was there sufficient LCO staff to perform the administrative (personnel and payroll) office processes?	Local Census Office (LCO) Management Debriefing Report
9	Were there enough computers?	Local Census Office (LCO) Management

		Debriefing Report
10	Was there sufficient storage space available to secure the administrative documents under lock and key?	Local Census Office (LCO) Management Debriefing Report
11	How many shifts did the administrative staff need to complete their work during peak operations?	Field e-mail documentation
12	What was the peak staffing number and when?	DAPPS
13	How were office conflict or personnel problems resolved?	D-501, Administrative Manual for Local Census Offices
14	In debriefing responses, did the Regions find the office manuals effective?	LCO Management Final Analysis
15	How were the Cultural Facilitators handled administratively?	D-501, Administrative Manual for Local Census Offices
16	What did the regional staff think of the administrative process for LCO closeout? What recommendations are recommended for the 2020 Census?	Regional Census Center Management Debriefing Report
17	Effective office administration includes office security; did each LCO designate the Assistant Manager for Administration (AMA) as security officer according to the instruction manual? If not, why not?	Regional Census Center Management Debriefing Report
18	Were there any major security breaches or property/personal crimes on site of any LCO? What could have prevented them?	Data are not available at the LCO level.
19	What situations required the use of Fed Ex or other forms of express mail? How much was spent on this from 2009 through 2010?	D-501, Administrative Manual for Local Census Offices
20	How many Equal Employment Opportunity (EEO) complaints were filed against the LCOs in 2009 and 2010?	EEO Report: Case Informal Issues
21	Did staff comply with regulations when	Administrative Review of RCC and ELCO

	handling EEO violations?	
22	Did staff conform to Grievance Procedures regarding timeliness and problem resolution?	RCC/LCO Administrative Review Results
23	What were the audit results pertaining to Personnel Action Workflow rules, including for terminations?	RCC/LCO Administrative Review Results
24	What were the audit results pertaining to promotion documentation (D-291 forms) and other personnel changes?	RCC/LCO Administrative Review Results
25	What were the audit results pertaining to Freedom of Information/Privacy Act requests per regulations?	RCC/LCO Administrative Review Results
26	Did staff comply with recordkeeping regarding the D-308 Daily Pay and Work Record forms?	Administrative Review of RCC and ELCO
27	Did staff comply with Local Travel policies?	Administrative Review of RCC and ELCO
28	What were major successes for the administrative personnel and payroll program during the 2010 Census?	RCC Administrative Debriefing
29	Did RCC staff comply with the JP Morgan Corporate Cards regulations?	Administrative Review of RCC and ELCO
30	Did RCC staff comply with Purchase Cards regulations?	Administrative Review of RCC and ELCO
31	Did RCC staff comply with Convenience Checks regulations?	Administrative Review of RCC and ELCO
32	Did RCC staff comply with Traveler Check regulations?	Administrative Review of RCC and ELCO
33	Did the RCCs process vendor payments per the instruction manual?	Administrative Review of RCC and ELCO
34	Were there any major security breaches or property/personal crimes on site of any RCC? What could have prevented them?	ACSD Personal Property and Tort Claims Comprehensive Report

35	What were the audit results regarding RCC management compliance training for EEO and No FEAR act complaints?	Administrative Review of RCC and ELCO
36	Did RCCs follow procedures maintaining Official Personnel Folders (OPFs)?	D-501, Administrative Manual for Local Census Offices
37	Did RCC staff comply with Blanket Travel Order policies?	D-520, Regional Census Center Administrative Manual and the RCC Administrative Review Results
38	Did LCO staff forward safety and accident forms timely to the RCC?	D-520, Regional Census Center Administrative Manual and data from the Census Bureau's Safety Officer
39	What revisions were made to prevent any RCC payroll problems that occurred in Census 2000 or the 2008 Dress Rehearsal?	Procedural Documentation and DAPPS Change Requests
40	What revisions were made from 2009 through 2010, if any, to the automated tax payment system?	Procedural Documentation and DAPPS Change Requests

3.3   Quality Assurance Procedures

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 and software, design and review computer systems, develop clerical and computer procedures, analyze data, and to prepare this report.

4. Limitations

Information could not be provided for question number 18, "Were there any major security breaches or property/personal crimes on site of any LCO? What could have prevented them?". The Federal Protective Service was responsible for receiving local reports on property/personal crimes and that information was not provided to the Census Bureau.

Many of the questions were answered through the use of debriefing or audit reports. These reports provided information from individuals who attended these sessions. Individuals who did not attend these sessions may have a had a different opinion.

5. Results

The following questions include all sub questions as presented in the Field Office Administration and Payroll Study Plan followed by data that answer each question.

This assessment will address how efficiently administrative and payroll processes were handled by the local census offices.

5.1 What revisions were made to prevent any LCO payroll problems that occurred in Census 2000 or the 2008 Dress Rehearsal?

No major payroll problems were encountered during the 2010 Census. However, reports were added to the DAPPS system to help managers in LCOs monitor costs and to help answer inquiries from employees, tax authorities, and other managers.

These reports included:

- Employee Without Active Payroll - This report listed active employees who had not submitted any Time and Labor for a specified pay period. This report listed the LCO number, Employee Identification (ID) and Name. The RCC was able to run this report for the region or a specific LCO.

- Average Hours by Position and Task Code Report - This report provided the regions with a tool to monitor the charges to task codes, by position and to determine the average number of hours charged per pay period or a date range per position by LCO and region.

- Employee Payment Information - This report listed the employee name, Employee ID Number, Effective Date, Bank Account Number, Routing Number and Type of Account for employees recently hired within the region.

- Employee Position Info - This report listed the total employees by position (FOS, CL, CLA, Enumerator, CCM CLA, CCM Enumerator, Clerk, OOS, Research Assistant, CCM FOS, and CCM CL) and by the task code associated with each employee by LCO over a specific time frame.

5.2 What discrepancies were discovered between what was entered and what employees reported?

Many edits and error reports were added into DAPPS. These edits allowed the user to edit the data entered into DAPPS and compare the hours and amount of reimbursement employees reported on their payroll form (D-308). The D-308s were batched into groups of 25 forms per batch for data entry. A Form D-292, Batch Transmittal, was prepared for each batch. All categories (Regular, Training, Overtime, Night Differential, Night Differential Overtime, mileage, Telephone, Other Expenses such as, Per Diem, or Continuation of Pay) were totaled. The totals were entered into DAPPS. Each individual D-308 was keyed into DAPPS on the TL Data Entry page. When staff completed entering a batch into DAPPS, the system checked the batch for errors. The Batch Summary/Error Report displayed any errors detected as a result of comparing the totals against the data entered from the D-308s. Staff was not able to complete the batch entry/submission process until all errors identified on the Batch Summary/Error Report were corrected. This means that the final printout of the Batch Summary/Error Report had to show the "no errors found for batch" statement in the bottom section of the report. The batch was ready for payroll processing when DAPPS detected no errors in the batch. The DAPPS system also included on screen edits. For example, if a clerk accidently typed in an incorrect task code not registered in DAPPS or entered a future date, an error would occur on screen. The clerk was not allowed to proceed until the on screen edits were fixed.

Another report the LCOs ran to identify any discrepancies between the job position in the DAPPS and the Operation Control System (OCS) was the Battlefield Promotion report. This

report displayed employees whose position between OCS and DAPPS was different. The report was run at the end of payroll processing for the week in the LCO. This report was mandatory and an LCO could not closeout payroll unless this report was run. If discrepancies were found, the clerk had to review the individual's assigned position in DAPPS and make appropriate corrections, if necessary.

5.3 Did staff feel that they received useful training on field staff administrative procedures defined in the D-501, LCO Administrative Manual and D-581, DAPPS Manual?

Management staff felt that they received useful training on the D-501, LCO Administrative Manual and the D-581, DAPPS Manual. A large majority, at least 91 percent of the managers, found the D-501, LCO Administrative Manual to be very useful or useful, while 90 percent of the managers found the D-581, DAPPS Manual to be very useful or useful. Table 4 below shows the percent ratings from the LCO management debriefing on this topic. The results below combine the responses for very useful and useful into one percentage.

Table 4. Adequacy of Management Training (Percent who said training was "very useful" or "useful")

Management Tool	Local Census Office Manager	Assistant Manager for Field Operations	Assistant Manager for Quality Assurance	Assistant Manager for Administration	Assistant Manager for Recruiting	Assistant Manager for Technology
D-501, LCO Administrative Manual	99%	93%	91%	Nearly 100%	94%	96%
D-581, DAPPS Operating Guide	93%	91%	90%	Nearly 100%	93%	92%

Source: LCO Management Final Analysis_7-19-2011

5.4 Did the training properly prepare LCO staff to perform the personnel functions?

The LCO management staff were required to complete a number of training courses prior and during the 2010 Census. LCO managers were required to complete a Computer Based Training course prior to attending classroom training. The first management classroom training session was an overview of all the LCO management duties. This training was followed by job specific training, Operational Lifecycle/Management Role training, and an Equal Employment Opportunity training course. The AMR, AMA and the AMT were also required to complete an additional course that was related to their job duties. At the end of the 2010 Census, the LCO managers were asked if they found these trainings to be 'Very Useful', 'Useful', 'Somewhat Useful', or 'Not Useful'. Table 5 below shows the percentage of managers who found the training to be 'Very Useful' or 'Useful'. By looking at this table, it can be seen that the managers found these trainings to be useful and are recommended in the future.

Table 5. Management Preparedness to Perform Duties (Percent who said training was "very useful" or "useful")

	Local Census Office Manger	Assistant Manager for Field Operations	Assistant Manager for Quality Assurance	Assistant Manger for Administration	Assistant Manager for Recruiting	Assistant Manager for Training
Pre-classroom Computer Based Training	97%	95%	93%	93%	96%	95%
LCO Management Overview Training	96%	96%	95%	93%	98%	97%
LCOM Manager Job Specific Operational Lifecycle	92%	92%	91%	94%	95%	93%
Equal Employment Opportunity Training	92%	94%	88%	92%	93%	92%

Source: LCO Management Final Anaylsis_7-19-2011

5.5   Specifically, was LCO staff adequately trained in processing payroll?

The Decennial Administrative Branch, of FLD, trained the RCC staff during a "Hands on Training" session which was offered to RCC administrative staff in 2008. This training was provided in three regions. Listed below are the sites, dates and which region attended the sessions:

- Dallas – May 20 – May 22, 2008 - Detroit, Charlotte, Atlanta, Dallas
- Boston – June 3 – June 5, 2008 - Boston, New York, Chicago, Philadelphia
- Los Angeles – June 10 – June 12, 2008 - Kansas City, Seattle, Denver, Los Angeles

After the completion of Address Canvassing, a "Refresher Training" session was offered to RCC administrative staff, in which three regions attended.

The LCO office staff received verbatim payroll training from the RCC administrative staff. After the training, the LCO staff had access to a DAPPS training database (with training data) which allowed them to complete training exercises in the LCO payroll process.

Throughout the training, LCO administrative office staff used the D-581, DAPPS Operating Guide that included, screen shots, flow charts, and explanations on the functions within DAPPS.

5.6   What training techniques were used? Did they differ between regions?

The verbatim technique, a process of reading text directly from the manual to a class of trainees, was used across the country for the first session of management training. Additional CBT, Job Aids, and DVDs along with hands on job specific training were available after the initial

management training session. Table 6 below shows that most of the managers found the verbatim training technique acceptable.

Table 6 Acceptability of Verbatim Training Technique

	Local Census Office Manager	Assistant Manager for Field Operations	Assistant Manager for Quality Assurance	Assistant Manager for Administration	Assistant Manager for Recruiting	Assistant Manager for Technology
Acceptability of the Verbatim Training Technique*	73%	78%	77%	65%	74%	70%

*Percent reporting verbatim as "Acceptable"

Source: LCO Management Final Anaylsis_7-19-2011

5.7 What changes are recommended for training materials for the 2020 Census?

At the LCO management debriefing recommendations were made to improve the training by using other types of media such as, videos or web-based training modules. In addition to more hands-on, role playing, and more job-specific training.

5.8 Was there sufficient LCO staff to perform the administrative (personnel and payroll) office processes?

There were no reports of lack of staff to perform the administrative office duties. The largest complaint among the administrative staff was the lack of privacy. The lack of privacy was a concern in several areas. Administrative staff stated that they would like more privacy for entering Personally Identifiable Information (PII) or Title 13 data into computers. The AMT said that they needed more privacy when dealing with passwords and setting up accounts. Another suggestion was to have a separate room to conduct meetings with employees.

5.9 Were there enough computers?

During the LCO debriefings, most managers replied that there were not enough computers in the LCOs. During peak enumeration periods there were not enough workstations for efficient processing. Shifts were established to keep up with the data entry requirements. If more computers were available during peak times then the number of shifts could have been reduced.

5.10 Was there sufficient storage space available to secure the administrative documents under lock and key?

In the LCO debriefing it was stated that there was insufficient space to contain and secure PII and Title 13 materials. The Administration Area lacked sufficient cabinet space due to the high number of PII folders.

5.11 How many shifts did the administrative staff need to complete their work during peak operations?

During the peak operations, the administrative staff used three shifts. These shifts varied by LCO. Each LCO set up three shifts that would best suit the needs for their office to meet the demands of the Nonresponse Followup operation.

5.12 What was the peak staffing number and when?

The peak office staff was reached in April 2010, with 57,475 temporary employees staffed in LCOs.

5.13 How were office conflict or personnel problems resolved?

The Census Bureau established an Administrative Grievance Process to resolve office conflicts or personnel problems.

When employees voiced displeasure about their working environment, supervisors attempted to resolve the matter by discussing the issue with the employees. Most of these concerns were resolved informally through dialogue between the supervisors and their employees. However, employees were able to file a formal grievance under the Administrative Grievance Procedure, if they felt that they could not resolve the issue informally.

A grievance was a request by employees for personal relief in a matter of concern or dissatisfaction regarding their employment that was subject to the control of Census Bureau or Department of Commerce management officials.

Employees were considered to have elected the Decennial Administrative Grievance forum at the time they completed, the D-244, *Administrative Grievance Intake Form,* and presented it to a management official at the LCO. Once the LCOMs received a grievance, they immediately notified the RCC Administrative Coordinator who then contacted the Equal Employment Opportunity (EEO) Specialist. If an employee had already filed an EEO complaint about the same issue, the grievance was dismissed.

Employees had to submit the D-244, *Administrative Grievance Intake Form*, to their supervisors within 15 calendar days following the date of the act or occurrence or on the date the employee become aware of the grievable issue.

After it was confirmed that the D-244, *Administrative Grievance Intake Form*, was completed correctly, a date was set to discuss the grievance with the applicable parties. The issue was discussed and then the deciding officials completed the back portion of the D-244, *Administrative Grievance Intake Form*, documenting the acceptance or rejection of the grievance, the reasons for the rejection, if applicable, and the final written grievance decision.

5.14 In debriefing responses, did the Regions find the office manuals effective?

The Regional Census Center (RCC) Management Debriefing Report did not provide specifics on the effectiveness of the office manuals. The report did provide the following recommendations:

- Distribute manuals earlier
- Manuals should include: Cliff Notes, Index, Quick Reference guide

- Eliminate paper manuals

5.15 How were the Cultural Facilitators handled administratively?

Supervisors were required to arrange for paid cultural facilitators when no employees, including FOSs, were available to overcome language and/or cultural barriers. Interpreter/cultural facilitators were required to complete Title 13 training and were paid an hourly rate equivalent to that of an Enumerator pay rate. The Form D-477, *Contract for Interpreter Services*, was completed by the supervisor and sent to the LCO for processing. The LCO submitted the *white* (original) copy of the D-477, *Contract for Interpreter Services* to the RCC for recordkeeping. The field supervisor claimed the expense on their own D-308, *Daily Pay and Work Record* for reimbursement.

5.16 What did the regional staff think of the administrative process for LCO closeout? What recommendations are recommended for the 2020 Census?

Most RCCs approved of the administrative process that was implemented to close the LCOs at the completion of the field operations. However, some suggested that employees should be employed longer to assist in the closeout process. Several RCCs assigned a staff member to coordinate all of the LCO closeouts for their region.

5.17 Effective office administration includes office security; did each LCO designate the Assistant Manager for Administration (AMA) as security officer according to the instruction manual? If not, why not?

At all LCOs, the AMA was designated the security officer role. The LCOM was responsible for designating the AMA as the security officer for the LCO. As part of the AMA's security duties, the AMA maintained control over a facility's key system by storing, issuing, and accounting for all keys under the facility's control. The manual specified that issuance of keys needed to be kept to a minimum. Keys were issued only to authorized personnel. No keys were destroyed or discarded, whether considered to be "no longer needed" or not; rather all keys remained in inventory that were not used.

5.18 Were there any major security breaches or property/personal crimes on site of any LCO? What could have prevented them?

The Federal Protective Service was responsible for receiving local reports on property/personal crimes and that information was not provided to the Census Bureau.

5.19 What situations required the use of FedEx or other forms of express mail? How much was spent on this from 2009 through 2010?

Overnight shipment of Title 13 and PII materials required the use of FedEx or other forms of express mail for tracking purposes.

The LCO/RCC staff selected the method of shipment that provided overnight delivery at the lowest cost. If for some reason using the least expensive method failed to meet delivery requirements, another shipping service was used.

There were two approved express service providers, FedEx and Air Freight.

The LCOs and RCCs used FedEx for routine shipping of census materials containing Title 13 and/or PII data. The contract called for mandatory government use for next day express small package (50 lbs. or less) transportation services, unless the level of service provided for the individual location did not meet the requirements.

Air Freight was a comparatively expensive service that provided overnight (or sooner) pickup and/or delivery to and from airports or individual addresses. This service was used for shipping packages or bulk shipments over 50 lbs. to the same destination. LCOs requested prior approval from the RCC before using this service.

As shown in Table 7 below, the total shipping cost for fiscal years 2009 through 2011 was $16,344,141 and the total budget for shipping was $31,540,475. This resulted in an average cost of $19.07 (total shipping cost of $16,344,141 divided by 857,185 employees hired to complete the 2010 Census) to ship required work materials to an individual during the 2010 Census. The total shipping costs were under budget during each of the fiscal years. The Boston and Seattle RCCs shipping costs were inflated because Boston mailed materials to and from Puerto Rico and Seattle mailed to and from Alaska. The Los Angeles and New York RCCs had relatively low shipping cost due to small land area that they covered. The Los Angeles and New York RCCs only covered the cities' metropolitan areas.

Table 7 Shipping Cost by Regional Census Center and Associated Local Census Offices

RCC	FY 2009	FY 2010	FY 2011	Total
Boston	$253,954	$1,130,171	$62,549	$1,446,674
New York	$39,004	$281,028	$14,474	$334,506
Philadelphia	$180,626	$862,524	$50,637	$1,093,787
Detroit	$141,629	$720,793	$56,636	$919,058
Chicago	$362,156	$1,365,856	$108,154	$1,836,167
Kansas City	$115,391	$886,610	$47,542	$1,049,543
Seattle	$386,744	$1,213,569	$59,497	$1,659,811
Charlotte	$156,491	$884,912	$48,924	$1,090,327
Atlanta	$409,739	$1,462,600	$70,840	$1,943,180
Dallas	$453,365	$1,749,151	$78,948	$2,281,463
Denver	$256,285	$1,448,335	$87,782	$1,792,403
Los Angeles	$142,841	$693,791	$60,590	$897,223
Budget	**$4,380,000**	**$20,646,105**	**$619,524**	**$25,645,629**
Total Actual Cost	**$2,898,226**	**$12,699,340**	**$746,574**	**$16,344,141**

Source: CBS Data Warehouse FY08-FY11 Field Regional Cost

5.20 How many Equal Employment Opportunity (EEO) complaints were filed against the LCOs in 2009 and 2010?

From Fiscal Year (FY) 2008 through FY 2011 there were 4,034 informal complaints filed by LCO employees. The total number of complaints, 4,034, was less than 0.5 percent of the number of employees, 857,185, hired for the 2010 Census. Seventy-seven percent of the complaints were filed in FY 2010. As shown in Appendix C, the most common complaint filed was for termination, which resulted in 36.5 percent (1,473) of the total complaints. Other common complaints were; "unknown", "other" and "hostile environment".

5.21 Did staff comply with regulations when handling EEO violations?

There were no reports of staff not complying with regulations in handling EEO violations.

5.22 Did staff conform to Grievance Procedures regarding timeliness and problem resolution?

Ten of the twelve RCCs reported that no grievances had been filed. The grievances were resolved informally for both of the RCCs.

Generally, LCO employees filed a grievance with the assistant manager who supervised their work. In cases where the assistant manager did not have responsibility for the matter being grieved or did not have authority to grant the requested relief, the assistant manager forwarded the grievance directly to the LCOM and advised the grievant of such. When LCOMs were unsure who the appropriate deciding official should be, they consulted with the Assistant Regional Census Manager (ARCM), the Area Manager or the Administrative Coordinator. No issues were stated in the audits regarding the timeliness of resolutions concerning the Grievance Procedures.

5.23 What were the audit results pertaining to Personnel Action Workflow rules, including for terminations?

LCOs were required to create a Decennial Adverse Action File (DAAF) for each person who was terminated for cause. The documentation was filed in the D-283, Documentation of Termination for Performance and/or Conduct Reason.

For the administrative review, auditors reviewed the Working Personnel Payroll Folder (WPPF) for each employee terminated for cause or performance and checked to see if the SF-50, Notification of Personnel Action, was generated and was consistent with procedural guidance. The auditors found that all 12 RCCs met record keeping requirements.

5.24 What were the audit results pertaining to promotion documentation (D-291 forms) and other personnel changes?

Supervisors in the LCOs were instructed to update the D-291, *DAPPS Update Form*, to notify the administrative staff when a personnel action was required. Personnel actions were processed in accordance with procedural guidance, and deadlines were met. The D-423, *LCO Checklist for New Hire Form*, was used as instructed. Actions for administrative staff were approved by the AMFO, AMQA, LCOM or AMA prior to being processed.

5.25 What were the audit results pertaining to Freedom of Information/Privacy Act requests per regulations?

All of the RCCs and LCOs complied with guidance on handling Freedom of Information Act and the Privacy Act requests. The auditors found that the AMAs had a clear understanding of the policy. All inquiries were documented and dated to show when the information was released.

5.26 Did staff comply with recordkeeping regarding the D-308 Daily Pay and Work Record forms?

For the audit, auditors reviewed the LCO WPPFs and conducted an audit of the D-308, Daily Pay and Work Report. The auditors then generated the D-308, Look up Report, and compared the information on the report to the D-308, Daily Pay and Work Report. The audit results did not show any major issues with the recordkeeping of the D-308s.

5.27 Did staff comply with Local Travel policies?

There were no reports of staff not complying with regulations in handling Local Travel policies.

5.28 What were major successes for the administrative personnel and payroll program during the 2010 Census?

Some of the major success for the administrative personnel and payroll programs during the 2010 Census were:

- DAPPS was an excellent system for hiring and paying all of the intermittent employees for the 2010 Census. No performance issues were reported and each weekly payroll was processed. All weekly payroll deadlines were met for the entire decennial census. During peak production time, April 25 through June 19, 2010, an average of 473,954 employees were successfully paid each week. The highest weekly volume, 585,729, was processed during pay period 19, with a pay period start of May 2, 2010 and end date of May 8, 2010. The 2010 Census peak week paid 72,900 more employees than in Census 2000. Census 2000 peak week paid 512,826 employees.

- The AMA in the LCOs and the Administrative Coordinator in the RCCs electronically reviewed background information on the BC-170D, Census Employment Inquiry and electronically reviewed the OF-306, Declaration of Federal Employment for employees. With the large number of individuals applying for Census jobs, this process helped the bureau identify and resolve potential hiring problems. This process was explained in Field Decennial Administrative Memorandum Number 10-38.

- E-Verify was considered a major success because it saved the Census Bureau from manually having to enter information for over 877,000 individuals into the Department of Homeland Security website.

5.29 Did RCC staff comply with the JP Morgan Corporate Cards regulations?

The Corporate Charge Card is a centrally-billed travel card generally issued in the name of an RCC administrative manager. The Administrative and Customer Services Division administers the Corporate Charge Card program.

The corporate card was used for the following:

- Group lodging
- Rental of facilities
- Equipment to train employees

The corporate card was used to pay for individual lodging, for the following situations:

- A new employee who has not yet received his/her travel charge card.
- Employees that did not qualify for travel charge cards.
- Multi-day training where only one employee may be outside the 50 mile radius for local travel and does not have a travel charge card due to falling into the first two situations.

- Employee is asked to temporarily cover for another enumerator and the area to be covered is outside the local travel radius and involves overnight travel. This includes short notice emergency field assignments, and the employee did not have a travel charge card due to falling in to one of the first two situations.

- Employee is required to travel on per diem to an assignment area and does not have the ability to pay for the lodging and the employee did not have a travel charge card due to falling in to one of the first two situations.

The corporate card was not to be used for the following:

- Individual lodging for an employee whose card has been taken away and is required to travel

- Personal expenses

- Telephone calls, telegrams, paid TV, meals, etc.

- Alcoholic beverages

- Entertainment

- Room Service

- Tips of all kinds

- Transportation of taxi/cab, bus, train, airplane

The Census Bureau corporate cardholder was required to carry the corporate card when it was required in the performance of official duties. At all other times, the card was to be kept in a locked container, locked file cabinet, or safe that provided access to the cardholder.

All of the twelve RCCs followed the guidelines for the use of the JP Morgan Corporate Cards. The corporate cards were locked in a file cabinet and the RCC Administrative Staff completed monthly reconciliations to account for all charges. According to the audit results, each RCC managed this program effectively and procedural compliance was met. When Use/Misuse Reconciliation Reports were received, appropriate action was taken by the manager. Results were submitted to the Chief of Field Division for review.

5.30 Did RCC staff comply with Purchase Cards regulations?

The government purchase card was the preferred method for making micro-purchases. The micro-purchase limits were $3,000 for goods, $2,500 for services covered by the Service Contract Act, and $2,000 for construction.

Each cardholder account had a single (SPL) and monthly (MPL) purchase limit. With very rare exceptions, RCC cardholders had SPLs at the micro-purchase limit. A cardholder was not allowed to split a transaction to stay under his or her SPL. The typical RCC cardholder's SPL was $3,000 and his/her MPL was $5,000.

Physical security of the purchase cards:

Before a cardholder could make a transaction with the government purchase card, the Regional Director, ARCM, or other designated management staff had to request or approve the transaction via a form, email, memorandum, or other written documentation. An end user, office clerk,

Approving Officer (AO), or someone else other than the cardholder who placed the order, must verify receipt of the goods or services in writing (Monaghan, 2008).

Cardholders could only purchase from commercial sources when required sources were unable to meet the needs. Required sources, listed below in descending order of priority, were:

Purchase of Supplies

- Agency inventories (e.g., excess property)

- Excess property from other agencies

- Federal Prison Industries, Inc. (UNICOR) is not a mandatory source for purchases under $2,500.

- Supplies which are on the Procurement List maintained by the Committee for Purchase from People Who are Blind or Severely Disabled (AbilityOne Program)

- Wholesale supply sources such as stock programs of General Services Administration (GSA), the Defense Logistics Agency or the Department of Veterans Affairs

- Mandatory Federal Supply Schedules

- Optional use Federal Supply Schedules

Purchase of Services

- Services which are on the Procurement List maintained by the Committee for Purchase from People Who are Blind or Severely Disabled (AbilityOne Program)

- Mandatory Federal Supply Schedule

- Optional use Federal Supply Schedules

- Acquiring services from UNICOR is encouraged but not required.

Each cardholder had to maintain records documenting each purchase card transaction. These records were accessible for review purposes and included, at a minimum:

- Request for purchase with available funds, signed and dated by the requestor;

- Any RCC-required pre-approvals;

- Itemized online transaction, cash register, or other receipt that specifies the goods or services ordered and their purchase price;

- Delivery receipt or packing slip, preferably with verification that the goods or services were received from someone other than the cardholder;

- Copy of BC-1766, if accountable property was purchased;

- Any additional required documentation, such as the Cardholder Checklist, special authorizations, or dispute documents.

- Memorandum to the file to explain any unique circumstances about the transaction.

In addition, the cardholder maintained a printout of his or her transaction log and a copy of each monthly statement of account signed by the AO. Cardholders were required to retain all transaction records for 3 years after the end of the fiscal year in which the transaction occurred.

If a cardholder became inactive or left the Census Bureau, the AO had to safeguard these records. At the closure of the RCC, the records were sent to the Regional Office for recordkeeping.

All of the twelve RCCs followed the guidelines for the use of the Purchase Cards. All of the RCCs kept the cards in a locked file cabinet and all purchases were for official purposes.

5.31 Did RCC staff comply with Convenience Checks regulations?

The Convenience Checks were used in addition to the government purchase card. Designated purchase cardholders had authorization to write checks on their purchase card accounts.

DOC regulations required an audit of every convenience check transaction. Therefore, the check-writer was required to photocopy necessary documents and FedEx the materials as soon as possible after the check was written to the Acquisition Division.

Convenience Check transactions were subject to the same reconciliation procedure as purchase card transactions. In addition, the card holder had to fully record information about each check written in the Convenience Check Log. The Convenience Check Log was a separate hard-copy log that the check-writer retained with his or her paper records.

When a cardholder ceased to have check-writing authorization, the Regional Director or designee verified that the AO destroyed all unused convenience checks in a secure manner and provided verification of destruction to the Acquisition Division. Records concerning Convenience Check transactions will be retained for 6.3 years after the end of the fiscal year in which the transaction occurred.

All twelve RCCs used the Convenience Checks and followed the required guidelines.

5.32 Did RCC staff comply with Travelers Check regulations?

The purpose of the American Express Travelers Check Program was to provide supplemental funds to decennial field employees to cover transportation expenses that they would incur during the first days of employment. Initial travel advances could be up to $125. The employees could receive a $50 travelers check at the end of the first day of training and a $75 check at the end of the last day of training. Checks were not to be used for any other purposes. While specific staff may be assigned to operate and control the management and supervision of the program, it was ultimately the responsibility of the Regional Director.

All intermittent field employees such as enumerators, crew leaders and FOSs were eligible to receive these advances during the first week of training. Employees had to work a full day before receiving a check. The purpose for this was to ensure that the Census Bureau only advanced enough money to cover travel expenses that could be recovered from the employee's salary in the event the employee did not return to work after the first day.

The selection clerk asked an applicant during the interview process if they anticipated any problems meeting their travel expenses for the first week of work. If the applicant responded, "yes", the selection clerk recorded the name, applicant/Employee ID, and training information

for the employee needing a travel advance on form D-930, Travelers Check Request Log. Once the log was complete, the selection clerk obtained the Area Manager's signature and date before the log was faxed to the Administrative Coordinator in the RCC.

The Administrative Coordinator or designee prepared travelers checks from the information on the D-930, Travelers Check Request Log. In addition to preparing the travelers checks, the Administrative Coordinator filled out two form D-931, Travelers Check Register and Receipt Log, for those employees who indicated they needed an advance. The Administrative Coordinator recorded the serial number, amount and date check issued on the log. The Employee ID and employee name were left blank for the employee to fill out at training. The checks and a copy of the log were then sent to the LCO to be distributed by field supervisors at the training site.

At the end of the first day of training, employees entered their Employee ID, name, and signed and dated the D-931, Travelers Check Register and Receipt Log, acknowledging receipt of the check(s).

The field supervisor instructed the employees to safeguard the checks as if they were carrying cash and reminded them that the total amount was deducted from their first pay check.

The instructions above were repeated on the last day of training. The trainer returned the log and any unissued checks to the LCO. The LCO collected the materials from all trainers and forwarded them to the Administrative Coordinator at the RCC.

The Administrative Coordinator used the information from the D-931 log to enter a deduction in DAPPS for every employee who received a travel advance.

During the 2010 Census four RCCs used the travel checks and all of these RCCs followed the procedures described above. The remaining eight RCCs did not have a need for Travelers Checks.

5.33 Did the RCCs process vendor payments per the instruction manual?

Yes, all twelve RCCs followed the procedures for processing vendor payments. The RCCs had an automated process to track miscellaneous invoices. The RCCs called the vendors to verify that all purchases were correct for recognized and unrecognized vendors. The RCCs only made payments after receiving their goods or services. All unknown charges were contested. Once the problem was resolved, the RCC requested a corrected invoice.

Vendor invoices were to be paid either by using the Purchase Card, Convenience Check, or Purchase Order. If for some reason a vendor did not accept one of these three forms of payment, the procedures called for the RCC to submit the invoice to the Finance Division for payment. There were no reported cases of miscellaneous invoices submitted to the Finance Division.

5.34 Were there any major security breaches or property/personal crimes on site of any RCC? What could have prevented them?

As shown in Table 8 below, a total of 2,303 personal property claims were submitted covering the 2004 Census Test, 2006 Census Test, 2008 Dress Rehearsal and the 2010 Census. In total, $35,751,603 in value of claims were submitted and only $296,130 (0.8 percent) of claims were awarded to individuals. Reasons for a claim being denied included, improperly submitted

claims, false claims or a claim being out of scope. The Los Angeles RCC accounted for 70.7 percent of the total value of claims submitted.

Table 8. Number of Personal Property Claims

RCC	# of Claims Submitted	Claims Submitted	% of Claims Submitted	# of Claims Rewarded	Claims Rewarded	% of Claims Rewarded
Atlanta	257	$463,335	1.3%	75	$24,729	8.4%
Boston	241	$196,796	0.6%	113	$31,607	10.7%
Charlotte	338	$337,348	0.9%	150	$36,536	12.3%
Chicago	71	$51,347	0.1%	26	$11,582	3.9%
Dallas	170	$3,642,373	10.2%	84	$24,145	8.2%
Denver	177	$2,634,158	7.4%	88	$27,264	9.2%
Detroit	122	$99,446	0.3%	44	$11,826	4.0%
Kansas City	250	$1,456,675	4.1%	110	$33,378	11.3%
Los Angeles	214	$25,269,749	70.7%	81	$31,137	10.5%
New York	78	$101,348	0.3%	26	$9,182	3.1%
Philadelphia	200	$1,206,823	3.4%	77	$30,924	10.4%
Seattle	185	$292,205	0.8%	71	$23,820	8.0%
Total	**2,303**	**$35,751,603**	**100.1%***	**945**	**$296,130**	**100.0%**

Source: ACSD Personal Property and Tort Claims Comprehensive Report

*Note: Total may not sum to 100.0% due to rounding

5.35 What were the audit results regarding RCC management compliance training for EEO and No FEAR act complaints?

The audit showed that all twelve RCCs completed the Notification and Federal Employee Anti-discrimination and Retaliation Act (No FEAR Act) Training, PII, Title 13 and IT Security Awareness mandatory training requirements. Ninety-one percent of the LCO managers felt that the Census procedures and training for meeting data security requirements and proper reporting of loss or disclosure of PII and Title 13 data was either, excellent, very good or good. Less than one percent of the LCO managers felt that they were not aware of their responsibilities in safeguarding PII and Title 13 data.

5.35.1 How many Equal Employment Opportunity (EEO) complaints were filed against the RCCs from 2008 through 2011?

From FY 2008 through FY 2011, 3,699 RCC employees filed an informal EEO complaint. A large majority, 73.3 percent (2,712 of the 3,699 total complaints filed) of the individuals, filed a complaint during FY 2010. Table 9 below shows the total number of complaints by fiscal year and RCC. The two RCCs with the most individuals to file a complaint were Atlanta (526) and Dallas (503). The two RCCs with the fewest number of individuals to file a complaint were Kansas City (169) and Detroit (199).

Table 9. Number of Informal EEO Complaints by RCC

RCC	FY 08	FY 09	FY 10	FY 11	Total
Atlanta	9	130	385	2	526
Boston	0	57	165	5	227
Charlotte	2	80	216	1	212
Chicago	1	54	156	1	299
Dallas	5	121	377	0	503
Denver	3	81	224	5	313
Detroit	2	44	150	3	199
Kansas City	1	35	132	1	169
Los Angeles	8	123	242	3	376
New York	2	57	297	4	360
Philadelphia	1	73	209	3	286
Seattle	4	64	159	2	229
Total	**38**	**919**	**2,712**	**30**	**3,699**

Source: EEO Report: Case Informal Issues

From FY 2008 to FY 2011 there were 1,272 formal EEO complaints filed. Table 10 below shows the total number of formal complaints by RCC and fiscal year.

Table 10. Number of Formal EEO Complaints by RCC

RCC	Number of Formal EEO Complaints
Atlanta	175
Boston	75
Charlotte	89
Chicago	69
Dallas	160
Denver	126
Detroit	71
Kansas City	50
Los Angeles	162
New York	98
Philadelphia	106
Seattle	91
Total	**1,272**

Source: EEO Program Data Files Kathryn Hawker Anderson e-mail 10/21/11

Table 11 below shows that there were a total of 2,284 complaints filed by basis for the 2010 Census. The three most common complaints filed by basis were for race discrimination (436), age discrimination (381) and sex discrimination (344). Table 13 below shows the total number of complaints filed by basis and fiscal year.

Table 11. Complaints Filed by Basis for the 2010 Census

Complaints by Basis	2008	2009	2010	Total
Race	2	85	349	436
Color	1	26	100	127
Religion	0	19	63	82
Reprisal	1	90	236	327
Sex	1	72	271	344
National Origin	0	20	103	123
Equal Pay Act	0	3	1	4
Age	2	76	303)	381
Disability	0	47	188	235
Non-EEO	0	25	200	225
Total	**7**	**463**	**1,814**	**2,284**

Note: Complaints can be filed alleging multiple bases, therefore the sum of the complaints may not equal the total number of complaints filed.

Source: EEO Office, Census No Fear Act FY10 Final

There were 1,727 complaints filed by issue for the 2010 Census. Appendix D shows the total number of complaints filed by issue and fiscal year. By far the most common complaint was over termination with 748 of 1,727 complaints. The other two most common complaints in this category were for non-sexual harassment (212) and appointment/hire (160).

In total 257 complaints were dismissed by the agency for the 2010 Census. Table 12 below shows the number of complaints dismissed by fiscal year. Complaints were dismissed because the complaint was duplicated or the complaint was filed 15 days after the grievance occurred.

Table 12. Number of Complaints Dismissed by Agency for the 2010 Census

	FY 2008	FY 2009	FY 2010	Total
Total Complaints Dismissed by Agency	0	50	207	257

Source: EEO Office, Census No Fear Act FY10Final

5.35.2 How many No FEAR Act complaints were filed against the RCCs from 2008 through 2011?

In total there were 2,354 complaints filed under the No FEAR Act from 2008 through 2010 for the 2010 Decennial Census. Table 13 below shows the number of No FEAR Act complaints that were filed by fiscal year. Of these, a majority were filed in fiscal year 2010, with 1,888 complaints filed.

Table 13. Number of Complaints Filed Under the No Fear Act for the 2010 Census

Complaint Activity	FY 2008	FY 2009	FY 2010	Total
Number of Complaints Filed	3	230	945	1,178
Number of Complainants	3	226	941	1,170
Repeat Filers	0	4	2	6
Total	**6**	**460**	**1,888**	**2,354**

Source: EEO Office, Census No Fear Act FY10Final

5.36 DID RCCs follow procedures maintaining Official Personnel Folders (OPFs)?

An SF-66, Official Personnel Folder (OPF), was established for each employee.

The OPF contained the official records and documents pertaining to the individual's employment with the Census Bureau.

The OPFs, for all LCO office and field intermittent employees were prepared and maintained at the RCC for the duration of the person's employment. It was the RCC staff's responsibility to ensure that the OPFs were prepared, maintained, and retired, appropriately.

The personnel documents for managers, assistant managers, and administrative assistants, and for NFC employees were kept in the OPF in Human Resource Division at Headquarters.

The RCC staff did a good job of maintaining OPF folders for the LCO staff. However, there were instances where an RCC did not properly update all the files contained in an individual's OPF. In addition, the nature of an action on several SF-50s, Notification of Personnel Action did not match the reason stated in the DAAF file. For example, one employee had conduct problems but the SF-50 stated separation due to lack of work. Another employee had conduct problems but the SF-50 stated separation for performance. For another employee, the SF-50 was not in the OPF.

5.37 Did RCC staff comply with Blanket Travel Order policies?

All twelve RCCs followed procedural guidance for authorizing travel prior to the date travel began.

Official Government travel was authorized on the CD-29, Travel Order. The ARCM was the approving official and the RD was the authorizing officer on the CD-29.

The Blanket Travel Order was prepared outside of TMIS+. The blanket travel order was prepared by fiscal year, (October 1 through September 30) and authorized official government travel.

The criteria for establishing a Blanket Travel Order were:

- must have predictable travel costs that could be estimated monthly with a reasonable degree of accuracy, or
- must travel two or more times per month

Travel Expenses incurred for employees paid through the NFC were recorded on the BC-27A, Field Employee's Reimbursements Expenses, and processed using WebTA. Reimbursements were included in the employee's biweekly paycheck. Expenses incurred for LCO intermittent employees were paid through DAPPS. Reimbursements were included in the employee's weekly paycheck. (Refer to the D-501 for more information.)

The Administrative Coordinator in the RCC was responsible for preparing the blanket travel order. The blanket travel order was typed, dated, approved and authorized before the employee left on travel. A copy of the blanket travel order was maintained in the administrative files.

5.38 Did LCO staff forward safety and accident forms timely to the RCC?

In 2010, a full-time Administrative Specialist for Workers' Compensation (ASWC) was hired in each RCC. RCC manuals and supervisory and administrative handbooks directed injured workers to call a 1-800 number to report injuries to the ASWC, who would authorize medical treatment, send the employee forms, and manage the workers' compensation case.

This system worked well, with one notable exception; in spring 2010, worker compensation packets were mistakenly shipped to crew leaders and FOSs nationwide. The procedures

instructed census workers to forward the accident claims from the LCOs to the RCCs. Some claims were forwarded to the LCOs, when the claims should have been filed through the 1-800 number. This resulted in delaying the receipt and processing of employee claims.

In total, there were 5,989 accident claims submitted for the 2010 Census. Table 14 below shows the total number of accident claims for fiscal years 2009, 2010 and 2011. Accident claims for medical reasons were the most common complaint, with 3,457 claims submitted. The Atlanta RCC submitted the most claims with 699 and the New York RCC submitted the least amount of claims with 230.

Table 14. Number of Accident Claims for FY 2009 - 2011

RCC	Info Only*	Medical	Indemnity (Lost Time)**	Total Claims
Atlanta	69	326	304	699
Boston	6	219	184	409
Charlotte	11	425	211	647
Chicago	38	248	145	431
Dallas	2	309	203	514
Denver	5	353	219	577
Detroit	7	227	142	376
Kansas City	32	353	169	554
Los Angeles	55	253	205	513
New York	9	95	126	230
Philadelphia	43	197	164	404
Seattle	81	452	102	635
Total	**358**	**3,457**	**2,174**	**5,989**

*Info Only, refers to claims that did not result in lost time or medical expense.

**Indemnity refers to lost time and/or medical expense resulting from an on the job injury.

Source: Office of Workers' Compensation Programs Timeliness Report

Nationally, the number of days between the time of an accident and the time of filing was fairly quick with a national average of 7.63 days. Table 15 below shows the average number of days between an accident and when the claim was filed for each of the RCCs along with the national average. The Los Angeles RCC had the longest average delay in filing workers' compensation claims with an average of 26.2 days. This was mainly due to the delay in mail services for claims originating from Hawaii.

Table 15. Average number of days between accident and time of filing.

RCC	Average in Days
Atlanta	4.60
Boston	9.40
Charlotte	6.40
Chicago	12.40
Dallas	3.80
Denver	4.20
Detroit	2.00
Kansas City	5.40
Los Angeles	26.20
New York	7.40
Philadelphia	7.00
Seattle	2.80
National Average	**7.63**

Source: Worker's Compensation Program Results, Human Resources Division, Total 2010 Claims (9154)

In total $17,879,040 worth of Worker's Compensation payouts were distributed during the 2010 Census. As seen in Table 16 below, the majority of the compensations were distributed from July 1, 2010 to June 30, 2011.

Table 16. Worker's Compensation Payouts

From	Medical	Non-Fatal	Fatal	Total Compensation	Total Chargeback Billing
7/1/08 – 6/30/09	$159,330	$84	0	$84	$159,414
7/1/09 – 6/30/10	$3,351,817	$709,482	$25,459	$734,941	$4,086,758
7/1/10 – 6/30/11	$9,760,975	$1,658,353	$38,565	$1,696,918	$11,457,893
7/1/11 – 12/31/11	$1,544,088	$587,508	$43,379	$630,887	$2,174,975
Total	**$14,816,210**	**$2,955,427**	**$107,403**	**$3,062,830**	**$17,879,040**

Source: Contract Service Claims, Inc

5.39 What revisions were made to prevent any RCC payroll problems that occurred in Census 2000 or the 2008 Dress Rehearsal?

Reports were added to the DAPPS system to help RCC managers monitor costs and answer inquiries from employees, tax authorities, and other managers. The RCC administrative staff were able to access the following reports from DAPPS to help monitor costs and answer inquiries:

- Employee Without Active Payroll
- Average Hours by Position and Task Code
- Employee Payment Information
- Employee Position Information.

Additional reports included:

- COP – Task Code 007 Summary - This report provided a regional summary of DAPPS Employees and CCM Employees who were paid using a decennial employee task code.
- Tax Deposit Summary – This report was run as part of the RCC closeout procedures.
- Unique Employee Working By LCO - This report provided the number of unique employees who had submitted a D-308, during the specified time frame for a specified task code.

Audit results show there were no significant findings or discrepancies.

5.40 What revisions were made from 2009 through 2010, if any, to the automated tax payment system?

FEDTAX II, the Department of the Treasury System used by the RCCs to submit tax payments, was decommissioned on November 30, 2009. In December 2009, the FEDTAX II System was replaced by the Department of the Treasury, Electronic Federal Tax Payment System (EFTPS). The new system was more efficient and provided one year of historical information for tax payment processing.

6. Related Assessments

- The 2010 Census Recruiting and Hiring Assessment

- The 2010 Census Decennial Applicant, Personnel and Payroll System Assessment

7. Key Lessons Learned, Conclusions, and Recommendations

Lessons Learned Summary

Administrative lessons learned and recommendations were gathered in September 2010 from RCC administrative staff. A second lessons learned and recommendations meeting was held with representatives from the Field Division and the Decennial Management Division. This assessment will discuss key lessons learned collected from those meetings.

- RCCs would prefer to have the ability to reprint W-2s from DAPPS. W-2s were only available at Census Bureau Headquarters and at RCCs through the use of encrypted CDs.

- Continue to provide the purchase cards and convenience checks.

- There were issues with Direct Deposit between individual banks and the Census Bureau payroll system, which delayed some individuals receiving their pay checks. Often the issues were related to individuals providing incorrect account numbers or typos when filing out their initial payroll forms. In the future, a process should be developed that would send an electronic file to a specific finance institution to verify banking account information provided by the employee and entered into DAPPS prior to an employee receiving their first pay check.

- The regions requested that the Employee Batch Locator report be active again in DAPPS. This report showed all currently keyed payroll data and the data for four previous pay periods for an employee. This report was removed prior to Nonresponse Followup because the programmers determined that running this report slowed down overall processing time.

- The Assistant Manager for Administration in the LCOs and the Administrative Coordinator in the RCCs electronically reviewed background information on the BC-170D, Census Employment Inquiry and electronically reviewed the OF-306, Declaration of Federal Employment for employees. With the large number of individuals applying for Census jobs, this process helped the bureau identify and resolve potential hiring problems.

- Continue to provide job aids for office procedures. Users found the job aids to be helpful and were used often as a quick refresher.

Conclusion and Recommendation

In conclusion, the Census Bureau hired, trained, and paid 857,185 employees that worked on the 2010 Decennial Census. The foundation of this success was management training, field office procedures, and training manuals. The management training, office procedures, and manuals enabled the office administration to effectively hire and manage the temporary workforce to ensure the 2010 Census operational requirements were met. The Field Office Administrative and Payroll Programs in the field offices were implemented in accordance with program directives and timelines. No major payroll problems were encountered during the 2010 Census. All employees were paid on-time and all regulatory reporting and recordkeeping requirements were met.

- **Automate the office payroll process.** Many of the payroll office procedures could be more efficient through the use of automation. Some specific office payroll procedure recommendations are:

- **Have office staff key in daily pay hours directly into an automated system for supervisor approval.** For the 2010 Census, office staff had to fill out a D-308, Daily Pay and Work Record at the end of each workday. The D-308, Daily Pay and Work Record was then given to a supervisor for approval. The D-308, Daily Pay and Work Record was then keyed into DAPPS by office staff once the form was approved by a supervisor. This process could be more efficient if office staff are able to key in their individual D-308, Daily Pay and Work Record directly into DAPPS and then have the supervisor approve or disapprove the hours once the data were entered into DAPPS.

- **Automate the ability to track the field staff's daily hours.** In the 2010 Census, the FOS and Crew Leaders had to track the daily hours worked by their staff by completing a D-308C, *Daily Hours and Tracking Form,* daily. This form allowed the supervisors to track their crews hours and to make sure they would not go into overtime. An automated D-308 could populate this form automatically once the D-308 was approved. This would allow the supervisor to view the D-308C on a daily basis without having to track the hours manually.

- **Automate the overtime approval process and allow supervisors to compare weekly pay with approved overtime.** In the 2010 Census, Supervisors had to compare the D-308, Daily Pay and Work Records with the approved CD-81, Overtime Authorization Request. It is recommended that a system is designed so that the D-308, Daily Pay and Work Record be displayed along with any associated CD-81, Overtime Authorization Request and vice versa.

- **Design a system to calculate retroactive pay due to promotions for a group of individuals instead of having to calculate retroactive pay for each individual**. In the 2010 Census, the DAPPS would only allow a user to calculate retroactive pay on an individual basis. This process was time consuming and would be more efficient if a user

could calculate retroactive pay for a group of individuals instead of having to calculate retroactive pay per individual.

- **Continue the use of DAPPS in future censuses.** The DAPPS used for the 2010 Census was reliable and user friendly. DAPPS was able to process payroll for over 857,185 individuals for the 2010 Census without failure. With the use of DAPPS, pay was distributed to employees on time for each of the 2010 Census pay periods.

- **Continue the use of a three day hands on training session for payroll and hiring procedures.** Users found the hands on training session to be beneficial and provided a good knowledge foundation on the payroll and hiring procedures. Users were given test data that they could use during these sessions and these test data were available at anytime during the 2010 Census for refresher training.

8. Acknowledgements

DMD would like to thank the Decennial Administrative Branch in Field Division, for the background information, feedback, and assistance in gathering the program information and metrics for this report.

9. References

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- U.S. Census Bureau (July 19, 2011), Local Census Office Management Final Debriefing Analysis 2010 Census

10. APPENDICES

Appendix A: 2010 Census LCO Organization
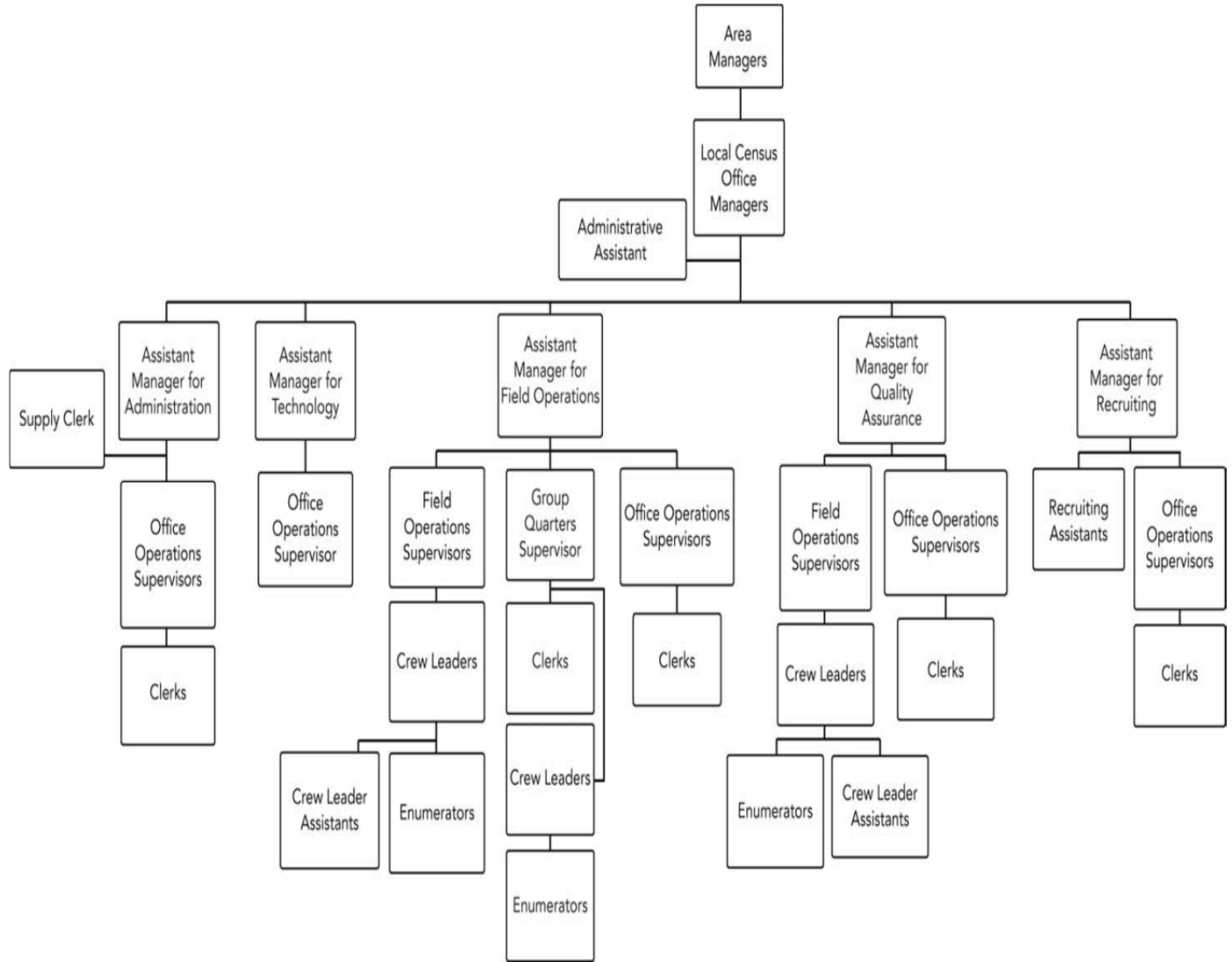
Appendix B: 2010 Census RCC Organization
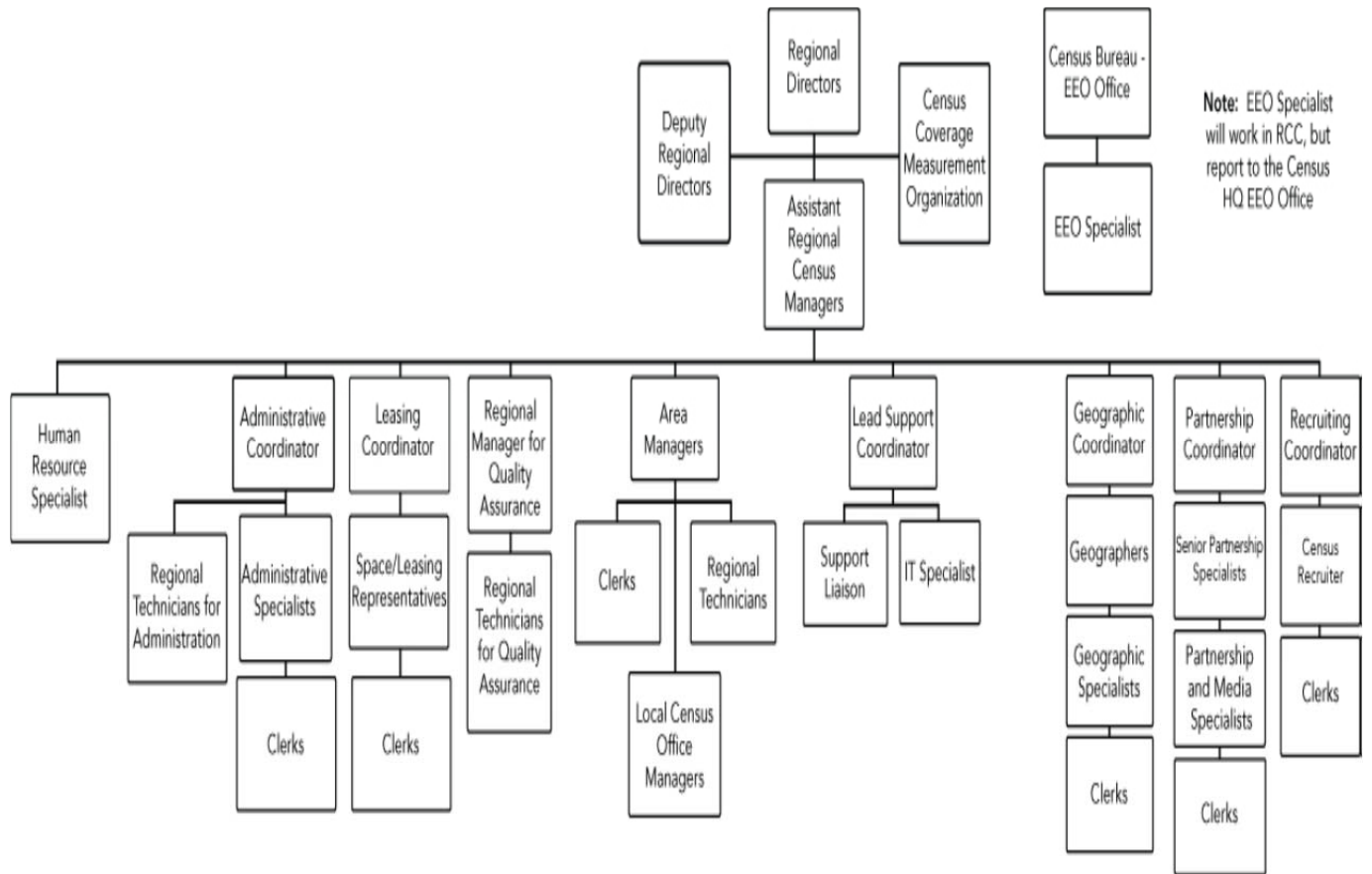
Appendix C: Number of Informal EEO Complaints Filed Against LCOs

Number of Informal EEO Complaints Filed Against LCOs

Complaint	FY 08	FY 09	FY 10	FY 11	Total
Termination	0	344	1,111	18	1,473
Unknown	0	55	621	26	702
Other	1	71	594	18	684
Hostile Environment	0	74	224	3	301
Appointment/Hire	2	115	142	1	260
Harassment Non-Sexual	0	55	121	1	177
Harassment Sexual	0	28	76	2	106
Promotion	1	16	67	3	87
Demotion	0	11	35	0	46
Disability Accommodation	0	9	24	0	33
Terms/Conditions of Employment	1	3	22	0	26
Assignment of Duties	0	18	22	0	40
Duty Hours	0	1	14	0	15
Reassignment	0	5	13	0	18
Pay Including Overtime	0	4	12	0	16
Disciplinary Action	0	2	8	0	10
Reprimand	0	2	6	0	8
Examination/Test	0	5	3	0	8
Evaluation/Appraisal	0	1	2	0	3
Training	0	3	1	0	4
Time and Attendance	0	1	1	0	2

Suspension	0	0	1	0	1
Religious Accommodation	0	3	1	0	4
Reinstatement	0	0	1	0	1
Performance Improvement Plan	0	0	1	0	1
Equal Pay Act Violation	0	4	1	0	5
Complaint Processing	0	1	0	1	2
Settlement Breach	0	1	0	0	1
TOTAL	**5**	**832**	**3124**	**73**	**4,034**

Source: EEO Report: Case Informal Issues

Appendix D: Complaints Filed by Issue for the 2010 Census

Complaints Filed by Issue for the 2010 Census

Complaints by Issue	FY 2008	FY 2009	FY 2010	Total
Appointment/Hire	1	40	119	160
Assignment of Duties	1	11	53	65
Awards	0	0	0	0
Conversion to Full-time	0	0	0	0
Demotion	0	1	26	27
Reprimand	0	4	8	12
Removal	0	0	0	0
Suspension	0	0	0	0
Other	0	0	0	0
Duty Hours	0	0	14	14
Evaluation Appraisal	0	2	5	7
Examination/Test	0	0	8	8
Harassment				
Non-Sexual	1	56	155	212
Sexual	1	8	47	56
Medical Examination	0	0	0	0
Pay (Including Overtime)	0	7	56	63
Promotion/Non-Selection	0	7	50	57
Reassignment				
Denied	0	1	7	8
Directed	1	1	5	7
Reasonable Accommodation	0	9	36	45

Reinstatement	0	5	0	5
Retirement	0	0	0	0
Termination	1	148	599	748
Terms/Conditions of Employment	0	2	70	72
Time and Attendance	0	3	7	10
Training	0	5	8	13
Other	0	22	116	138
Total	6	332	1,389	1,727

Note: Complaints can be filed alleging multiple reasons, therefore the sum of the complaints may not equal the total number of complaints filed.

Source: EEO Office, Census No Fear Act FY10 Final

Appendix E: Acronyms

A	
AA	Administrative Assistant
AC	Address Canvassing
AGS	Applicant Geocoding System
AMA	Assistant Manager for Administration
AMFO	Assistant Manager for Field Operations
AMQA	Assistant Manager for Quality Assurance
AMR	Assistant Manager for Recruiting
AMT	Assistant Manager for Technology
AO	Approving Officer
ARCM	Assistant Regional Census Manager
ASWC	Administrative Specialist for Workers' Compensation
B	
C	
CBT	Computer Based Training
CCM	Census Coverage Measurement
CHEC	Census Hiring and Employment Check
CL	Crew Leader
CLA	Crew Leader Assistant
D	
DAAF	Decennial Adverse Action File
DAPPS	Decennial Applicant, Personnel and Payroll System
DMD	Decennial Management Division
E	
EEO	Equal Employment Opportunity
ELCO	Early Local Census Office
F	
FLD	Field Division
FOS	Field Operations Supervisor
FTE	Full-Time Employee
FY	Fiscal Year
G	
GSA	General Services Administration
H	
HCC	Hand Held Computer
HQ	Census Bureau Headquarters
HRS	Human Resource Management Specialist
I	
IT	Information Technology
L	
LCO	Local Census Office
LCOM	Local Census Office Manager

LSO	LCO Staffing Operations
M	
MPL	Monthly Purchase Limit
N	
NFC	National Finance Center
No FEAR Act	Notification and Federal Employee Anti-discrimination and Retaliation Act
NRFU	Nonresponse Followup
O	
OCS	Operation Control System
OOS	Office Operations Supervisor
OPF	Official Personnel Folder
P	
PII	Personally Identifiable Information
Q	
QA	Quality Assurance
R	
RCC	Regional Census Center
RSO	RCC Staffing Operations
S	
SPL	Single Purchase Limit
T	
T&A	Time and Attendance
T&E	Time and Expense
TIGER	Topologically Integrated Geographic Encoding and Reference System
U	
UNICOR	Federal Prison Industries, Inc.
W	
WPPF	Working Personnel Payroll File