Strength in Numbers

Your Guide to Census 2000 - Puerto Rico Redistricting Data From the U.S. Census Bureau

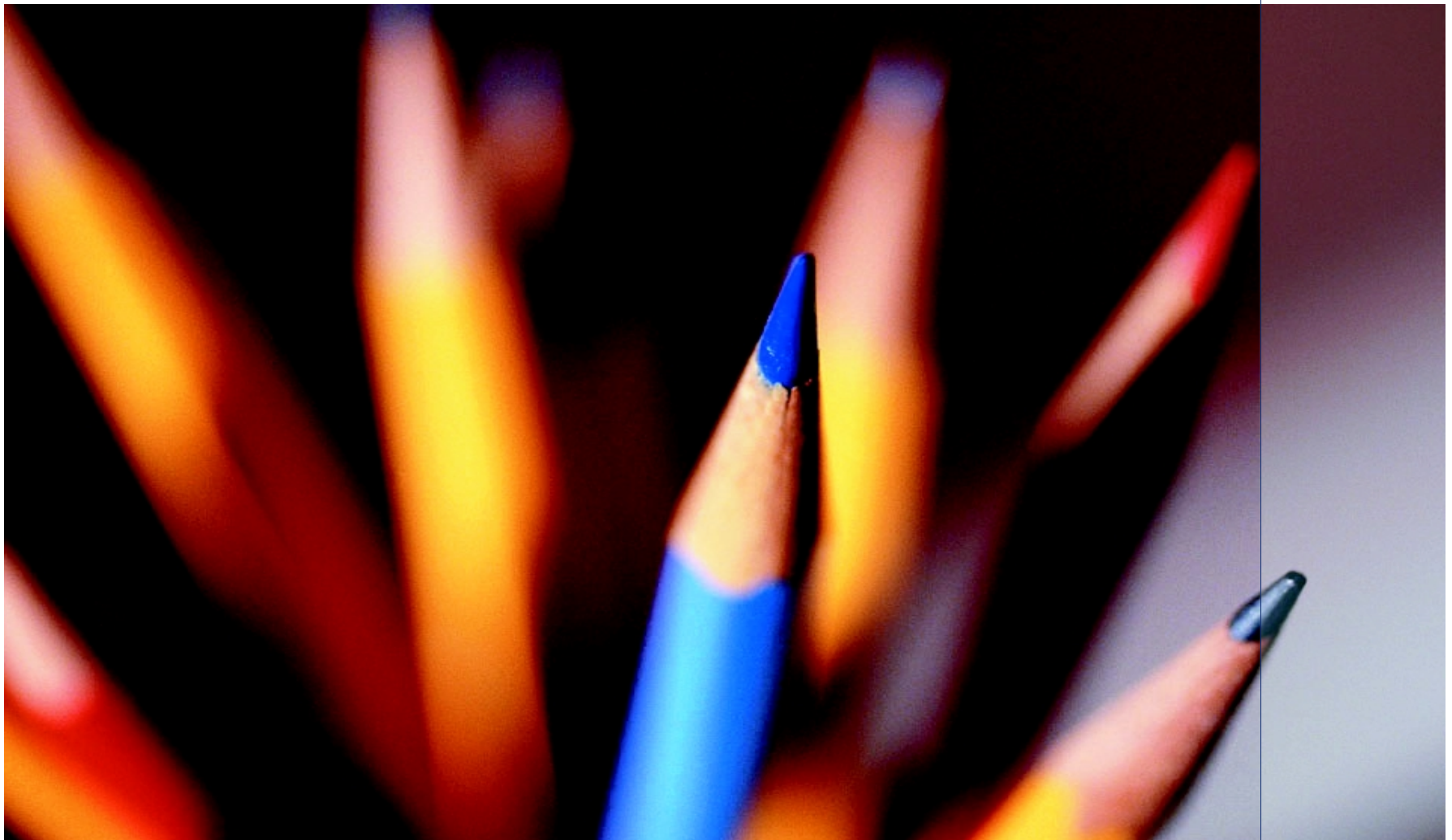**USCENSUSBUREAU**

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U.S. Department of Commerce
Economics and Statistics Administration
U.S. Census Bureau

Censo 2000
Puerto Rico

Strength in Numbers

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Why a Census?

The U.S. Census Bureau, part of the U.S. Department of Commerce, conducts the decennial census and issues population numbers for Puerto Rico.

The United States Constitution mandates a census every 10 years. Title 13 of the U.S. Code, which sets out the basic laws under which we conduct the census, specifies that Puerto Rico shall be included in the decennial census. Under the Constitution of Puerto Rico, the Chief Justice of the Supreme Court of Puerto Rico has the initial responsibility for the plan to redistrict the Commonwealth's Legislature following a decennial census.

Puerto Rico was first enumerated in 1899 by the U.S. War Department. Since 1910, Puerto Rico has been included in every decennial count.

The census has many other important uses. It affects our lives in ways we don't often realize. The road you take to work each day, the hospital that serves your community, the schools your children attend, the products your grocery stocks— all these have been influenced by the census.

Governments use census statistics, for example, in planning needed highways or in locating new services or schools. Businesses use census numbers in marketing new products or locating new stores.

Strength in Numbers

Once every 10 years, the people of Puerto Rico stand up to be counted. Downtown and out-of-town, in the mountains and on the farms, we speak up and let our governments know that we intend to be represented in the decisions they make.

The census gives us an opportunity to be part of the democratic process. Census numbers ensure that our representative districts— for Puerto Rico legislatures and in our municipio governments— reflect our numbers, north or south, east or west.

This brochure explains where census numbers came from and the role they have in the way Puerto Rico redraw the boundaries of its legislative districts. We look in particular at the maps and numbers that the government and others get from the Census Bureau and use in redistricting.

The imagination is the only limit upon the uses of the statistics that come out of the census.

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The Census at a Glance

In early March 2000, the U.S. Postal Service delivered a letter to households announcing that Census 2000 is coming and alerting everyone to watch for their census form. The Census 2000 questionnaires arrived shortly thereafter and the Census Bureau asked us all to return our forms by Saturday, April 1, 2000. We used enumerators to check on questionnaires that had not been returned by mail. The forms were mailed back to a processing center where digital scanners read the unique bar code on the questionnaires through the envelope window to record its return status.

The questionnaires themselves were sent to where they were optically scanned and converted to digital images. All information was further processed and tabulated at the Census Bureau's secure computer center in Bowie, Maryland.

Finally, the Census Bureau generated statistical data for you to use in redistricting and in many other ways. Media to bring you the data included printed reports, but the major media are CD-ROM, DVD and the American FactFinder (the Bureau's new data access and dissemination system) on the Internet at *www.census.gov.*

Confidentiality Is a Must

Title 13 of the United States Code contains the laws governing the Census Bureau. Section 9 of Title 13 assures the confidentiality of information gathered by the Census Bureau. It specifies that neither the Secretary of Commerce nor any other officer or employee of the Department of Commerce— in fact, no one— may use the information furnished under the provisions of this title for any purpose other than the statistical purposes for which it is supplied.

The law also states that no Census Bureau tabulation can identify any particular establishment or individual and that no one other than the sworn officers and employees of the Census Bureau can examine information supplied in response to censuses and surveys. Only after 72 years are the census schedules opened to public inspection and use.

Redistricting Must Aim at Equality

Puerto Rico has received redistricting data following the decennial census since 1970. Under the Constitution of Puerto Rico, the Chief Justice of the Supreme Court of Puerto Rico has the initial responsibility for the plan to redistrict the Commonwealth's Legislature following a decennial census.

Voting districts must be drawn so that their residents have a fair and equal share in the way they are governed.

Later on we'll discuss the ramifications of the redistricting data more fully. First, we'll look briefly at the census itself— the important first step in the redistricting process.

Taking the Census

Before we look at the statistics and maps that Puerto Rico will use in redistricting, let's look at the census itself— the undertaking through which we gather the statistics. Under this program, those responsible for legislative redistricting may devise a plan identifying the voting areas for which they want the specific tabulations and submit it to the Census Bureau.

Puerto Rico participated during Phase 1 (1996 - 1998), the Block Boundary Suggestion Project. Puerto Rico representatives reviewed base maps for the Census 2000 and suggested visible features to be used as census block boundaries. In early 1999, as part of Phase 2 (the Voting District Project), the Census Bureau sent to Puerto Rico a set of maps showing all the base features— roads, streams, legal boundaries, and so forth— that would form the framework of the census blocks for 2000.

Government officials drew boundaries on the base features that coincided with or approximated the boundaries of voting districts. They returned the annotated maps with the voting codes and names to the Census Bureau.

For the first time, desktop and laptop computers will play a major role in the redistricting process. Geographic and population data on compact disc (CD-ROM) will allow users with a PC to map out district boundaries. In the photo above, Census Geography staff members John Byle, Jamie Rosenson, Bob LaMacchia, and Donna Zorn study a map drawn using coordinates from the Census Bureau TIGER/Files.

Marshall Turner, shown here with Cathy McCully, assistant chief of the Census 2000 Redistricting Data Office, believes legislative staff in Puerto Rico have become experts not only in applying the redistricting data to districting but also in applying census data to the many other programs legislated by Puerto Rico officials.

Marshall Turner, chief of the Census 2000 Redistricting Office, notes, "The critical importance of the census in redistricting is clearly reflected in the fact that state legislatures have developed increased expertise in using new technology of CD-ROMs and the Internet to carry out the steps in the redistricting process." Redistricting data include population counts for small areas within Puerto Rico. After we provide the data, further action is up to Puerto Rico. Puerto Rico is responsible for delineating its own legislative boundaries and redistricting process.

Tools to Do the Job

When Puerto Rico officials begin the difficult task of redrawing their districts, they'll have in hand several important tools:

Census redistricting data consisting of:

- statistical summaries on CD-ROM
- municipio based voting district outline maps
- municipio based block maps that also shows all levels of tabulation geography

The redistricting statistical summaries have population totals and summaries by race, Hispanic or Latino origin, and voting age for all appropriate geographic areas delimited on the maps: Puerto Rico, municipio voting districts, municipio subdivisions, places, census tracts, block groups, and blocks.

New Race Data for Census 2000 Redistricting Data Program

In the early 1990s, the OMB began a review of the 1977 Directive 15 regarding the collection of federal data on race and ethnicity with attention to the growing number of persons who might wish to express their identity in terms of more than one of the federal race categories. The OMB's review included solicitations of comments through notices in the Federal Register and public hearings, congressional input, formation of an interagency committee of technical and policy specialists from the agencies that collect and use federal data on race and ethnicity, and research on how to collect data on multiple race responses. After several years of these efforts, in October 1997, the OMB issued a revision to Directive 15. The major revisions were:

1. The Asian/Pacific Islander group category was divided into two:
   Asian
   Native Hawaiian and Other Pacific Islander
2. An instruction was added that allows respondents to "Mark one or more categories."
3. A separate question is to precede the race question to allow respondents to indicate whether or not they identify as Hispanic or Latino.
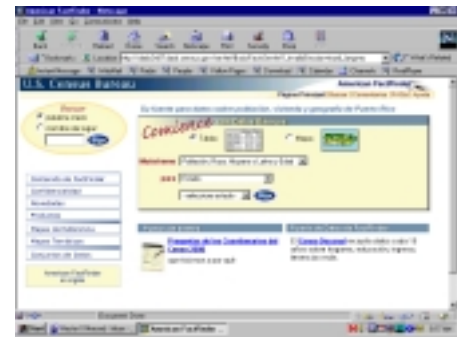
Hispanic or Latino is not considered a race category. Race data and Hispanic/Latino data was obtained from separate questions on the Census 2000 questionnaires. Since those who identify themselves as Hispanic also answered the race questions, we

provided tabulations of their race characteristics.

Under this new race concept the basic response categories for Census 2000 are:

- African American or Black
- American Indian and Alaska Native
- Asian
- Native Hawaiian and Other Pacific Islander
- White
- Some other race[*]

[*] (Note: the OMB grants the Census Bureau permission to include this category.)

Census Statistics for 2000: The American FactFinder

The American FactFinder is a new data access system that gives users facts and information about communities, the economy, and society. The interactive electronic system allows data users access to predefined data products, metadata, and online help, as well as the ability to create custom data products online. This new dissemination method allows for quicker release of the detailed data users want. Users may access data and create their own reports.

The American FactFinder currently offers data for the Census 2000, the 1990 Decennial Census, the 1997 Economic Census, data from the 2000 Dress Rehearsal Census, and the American Community Survey, all for the United States. It also provides data from the Census 2000 for Puerto Rico. The large volumes of data collected by the Census Bureau require a large and efficient system of dissemination. The American FactFinder gives Census Bureau customers more flexibility to request the data they need for their geography of interest. The American FactFinder provides quicker release of detailed data about the island's people and the economy to meet the increasing needs of data users. To access the American FactFinder go to the Census Bureau home page at *www.census.gov.*

You Need to Map Things Out!

The data presented in the redistricting data set won't mean much until you look at the accompanying maps and learn a little about the geographic areas. We've made the Census 2000 maps as clear as we can to convey the greatest detail about small areas. The maps are on as few map sheets as possible. The scale varies from municipio to municipio depending on area size and population density, and in many areas, insets are used to ensure a readable

map. A significant improvement is the use of color to distinguish the different types of boundaries.

What about plotted maps? Upon their request, the Census Bureau will provide the Chief Justice of the Supreme Court of Puerto Rico, majority and minority house and senate leaders, and the governor with a set of Census 2000 redistricting maps in early 2001. The Census Bureau produced unique block maps, unique voting districts outline maps, and census tract outline maps in order to support the Census 2000 Redistricting Data Program.

We made the maps using our TIGER® system, an automated geographic database the Census Bureau first developed for the 1990 census and updated and maintained to support all Census Bureau censuses and surveys, including Census 2000. Although we supplied plotted maps to offices involved in redistricting, you also can get the maps and the geographic data to use with your geographic information system (GIS)

or redistricting software, on CD-ROM or from the American FactFinder. Data users easily can review maps against data without ever unfolding a map sheet!
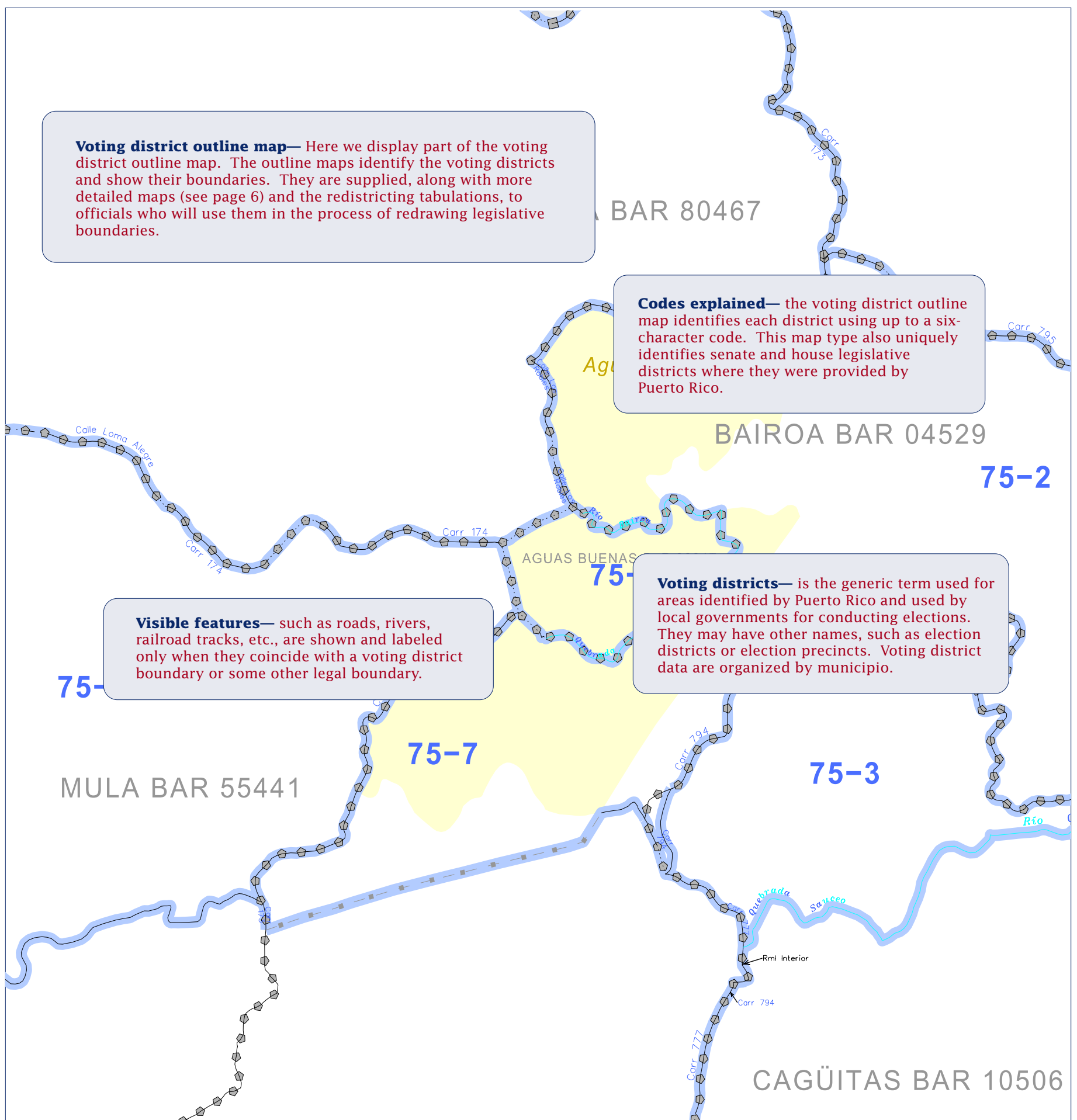
Voting district/legislative district outline maps— (see example, below) cover a municipio and show the outline of voting districts. These maps provide a quick picture of areas that can be used as a reference as you construct new legislative districts. These maps also shows the boundaries of the current legislative district.

When greater detail is needed, **municipio block maps** (page 6) are the reference to consult. These maps show the smallest tabulation areas— census blocks— that can be used in the redistricting process. Map sheets are organized by municipio. For the block map, an index sheet shows the layout of the relationship between individual map sheets within the municipio.

Inset Maps Give More Detail

On the index map, you'll also notice shaded areas. They identify densely populated areas where the map detail calls for a larger scale. These shaded areas represent insets that are produced at a larger scale to show the base feature and geographic detail on separate map sheets. Each inset shown on the index map is assigned a letter of the alphabet; if the inset map is on more than one map sheet, then each component inset map sheet additionally is assigned a number. For example, sheet A22 is sheet 22 of inset A.

Voting district outline map— Here we display part of the voting district outline map. The outline maps identify the voting districts and show their boundaries. They are supplied, along with more detailed maps (see page 6) and the redistricting tabulations, to officials who will use them in the process of redrawing legislative boundaries.

Codes explained— the voting district outline map identifies each district using up to a six-character code. This map type also uniquely identifies senate and house legislative districts where they were provided by Puerto Rico.

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Voting districts— is the generic term used for areas identified by Puerto Rico and used by local governments for conducting elections. They may have other names, such as election districts or election precincts. Voting district data are organized by municipio.

Visible features— such as roads, rivers, railroad tracks, etc., are shown and labeled only when they coincide with a voting district boundary or some other legal boundary.

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Many Uses!

What else can you do with the TIGER geographic data? Much more than districting! It can serve as the geographic base in market forecasting and site selection, sales and transportation routing, and emergency services planning. The TIGER database also contains ZCTAs— ZIP Code Tabulation Areas— new for Census 2000, to assist in relating ZIP Code based local information with Census 2000 demographic data at the census block level.

Whether you work at home or the office, on your PC or the World Wide Web, information from the TIGER database is available to you. Not only can the Census Bureau's American FactFinder display TIGER data, but most of the Internet mapping sites also started with TIGER/Line file data. The Census Bureau has a very simple mapping program available, LAND-View, available from the Internet or on CD-ROM or DVD. For redistricting or more comprehensive mapping and analytical applications, the private sector has developed a wide variety of software. Look under "GIS" (Geographic Information System) or "Desktop Mapping" on the Internet or visit the Census Bureau's Web site for a list of vendors who support the TIGER/Line files.

Putting the Puzzle Together

The municipio block map sheets that we're illustrating here are large. The standard sheet is 36" x 33." When using maps like these, it is often helpful to study the index sheet.

The maps show voting districts. The maps use the assigned codes of up to six-characters (without leading zeros) for each voting district within a given municipio. In addition, the house and senate codes of up to

three characters (without leading zeros) are shown.

The legend is your guide to the symbols of the maps.

The areas you'll probably work with the most are—

Voting districts— areas such as election districts or precincts identified by Puerto Rico. They appear on separate voting district outline maps and on the municipio block maps. The redistricting data program provided the boundary, code, and name information we used in depicting these areas on the maps. The boundary is shown as a shaded stippled pattern on this map but may be different on the official Census 2000 maps. As they do elsewhere on this map, voting district boundaries may coincide with boundaries of other areas such as minor civil divisions or census tracts, and they always follow a census block boundary.

Census tract— statistical areas averaging about 4,000 people. Municipios are subdivided into census tracts. These areas remain fairly constant from census to census and thus are useful for longitudinal studies and a variety of applications.

Blocks— the smallest of census geographic areas, normally bounded by streets or other prominent physical features or by boundaries of geographic areas. They may be as small as a typical block bounded by four streets or as large as several square miles in some rural areas. Blocks are identified by a four-digit number, unique within Census 2000 census tracts. Blocks average about 100 persons each.

Record Layout for the Redistricting Data

Earlier we mentioned that we furnished the Chief Justice of the Supreme Court of Puerto Rico, the governor, and the majority and minority leaders of each legislature with a full set of Census Redistricting Data.

While the Redistricting Data Program requires to furnish only counts of the total population, additional data also are included. Cathy McCully, assistant chief of the Census 2000 Redistricting Data Office, notes, "We'll provide data on the voting-age population and cross tabulations of voting age by race characteristics, as well as by Hispanic or Latino."

For Census 2000, the Census Bureau carried out extensive consultations between 1997 and 1999, with its Racial and Ethnic Advisory Committee, the Census 2000 Advisory Committee to the Secretary of Commerce, state legislatures, officials within the Civil Rights Division of the U.S. Department of Justice, privacy advocates, and many other stakeholders in the redistricting process. These consultations focused on how

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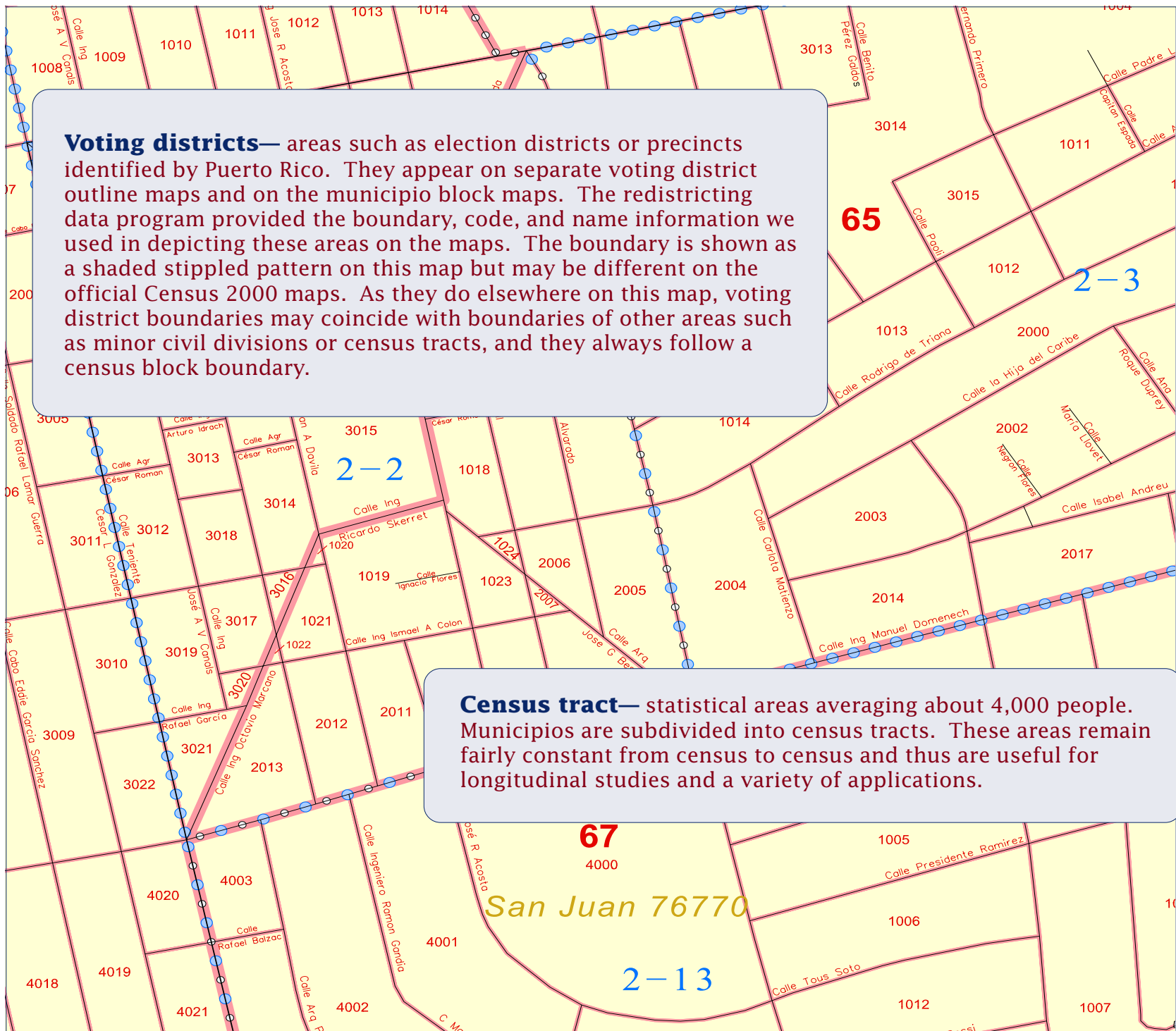
San Juan 76770

to best tabulate census question-naires on which more than one race category was marked.

During this period, the Census Bureau conducted the Census 2000 Dress Rehearsal in April 1998 in the city of Sacramento, CA; an 11-county area in central South Carolina, including the city of Columbia; and Menominee County, WI. The new race item, preceded by the question on Hispanic/Latino origin, was used in this Dress Rehearsal. In April 1999, the resulting tabulations showed the percentage of respondents choosing more than one race category:
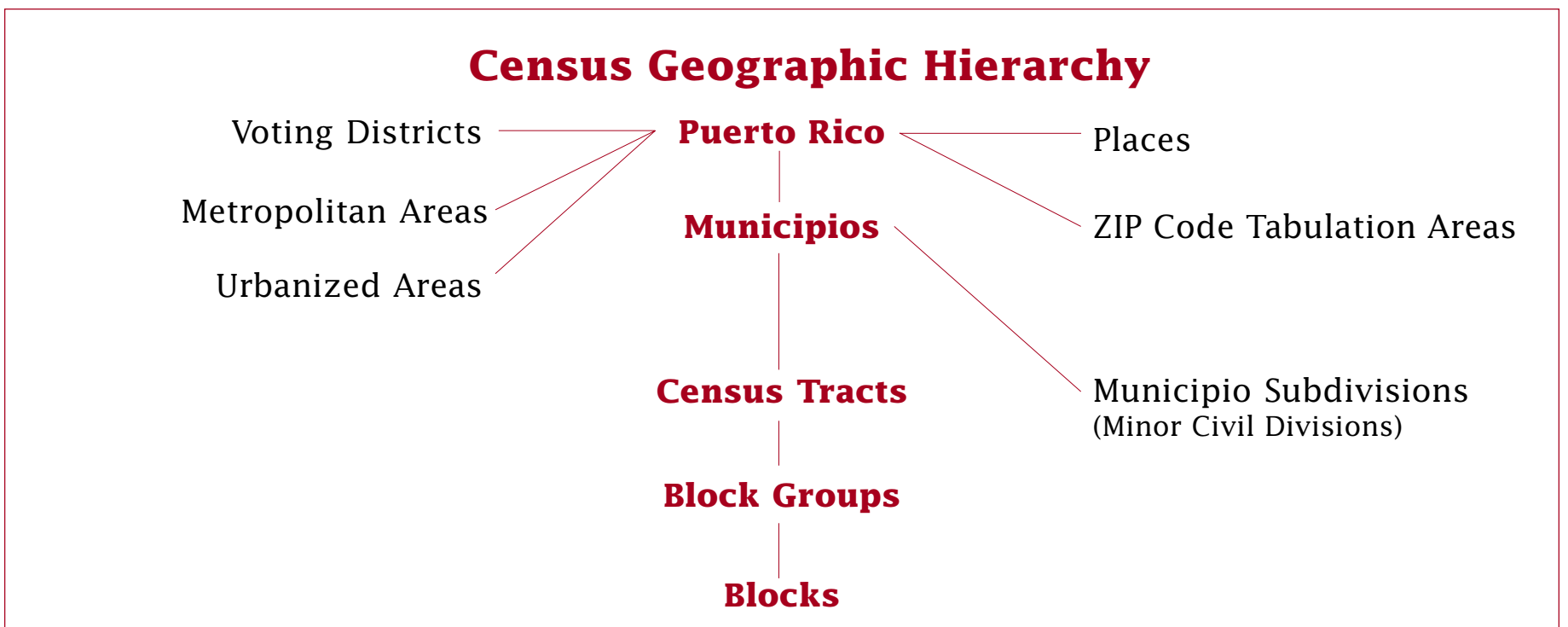
Sacramento, CA ....5.4 percent
Columbia, SC ....0.8 percent
Menominee, WI 1.2percent

In September 1999, based on these findings and further consultations with stakeholders, the Census Bureau announced that the Census 2000 Redistricting Data will include the full range of racial detail: Each of the "single race" categories (5 plus "some other race"), plus the 57 possible categories for those who choose more than 1 race. This approach will produce up to 63 racial tallies and provide users the maximum flexibility for analyzing these new data for any area. This flexible design also met the needs of the Department of Justice for enforcement of civil rights programs. The Statistical Policy Office of the U.S. Office of Management and Budget issued guidance for aggregating and allocating these data for program

Hispanic/Latino is not considered a race category. Race and Hispanic/Latino data are obtained from a separate question on the Census 2000 questionnaires.

applications (see OMB Bulletin 00-02, March 9, 2000). These 63 racial categories are crossed tabulated by Hispanic/Non-Hispanic origin, separately for the total population and the voting-age population.

At each step of the process for collecting and tabulating these Redis-tricting Data, the Census Bureau will take any necessary steps to protect the confidentiality of individual responses.

Census Geographic Hierarchy

Voting Districts — **Puerto Rico** — Places

Metropolitan Areas — **Municipios** — ZIP Code Tabulation Areas

Urbanized Areas

Census Tracts — Municipio Subdivisions (Minor Civil Divisions)

Block Groups

Blocks

Hispanic/Latino is not considered a race category. Race and Hispanic/Latino data are obtained from a separate question on the Census 2000 questionnaire. You'll probably make most use of Table 2 in redefining boundaries.

The chart on pages 7-8 shows a portion of the computer record layout for how these data will be arrayed on CD-ROM, along with the geography that will link the Redistricting Data to each block, voting district, census tract, municipio, etc.

Excerpt From Census 2000 Record Layout Redistricting Data

	Field Name	Starting Position	Cell Size
PL3. RACE [70]			
Universe: Total population 18 years and over			
Total:		1697	9
Population of one race:		1706	9
White alone		1715	9
Black or African American alone		1724	9
American Indian and Alaska Native alone		1733	9
Asian alone		1742	9
Native Hawaiian and Other Pacific Islander alone		1751	9
Some other race alone		1760	9
Population of two or more races:		1769	9
Population of two races:		1778	9
White; Black or African American		1787	9
White; American Indian and Alaska Native		1796	9
White; Asian		1805	9
White; Native Hawaiian and Other Pacific Islander		1814	9
White; Some other race		1823	9
Black or African American; American Indian and Alaska Native		1832	9
Black or African American; Asian		1841	9
Black or African American; Native Hawaiian and Other Pacific Islander		1850	9
Black or African American; Some other race		1859	9
American Indian and Alaska Native; Asian		1868	9
American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		1877	9
American Indian and Alaska Native; Some other race		1886	9
Asian; Native Hawaiian and Other Pacific Islander		1895	9
Asian; Some other race		1904	9
Native Hawaiian and Other Pacific Islander; Some other race		1913	9
Population of three races:		1922	9
White; Black or African American; American Indian and Alaska Native		1931	9
White; Black or African American; Asian		1940	9
White; Black or African American; Native Hawaiian and Other Pacific Islander		1949	9
White; Black or African American; Some other race		1958	9
White; American Indian and Alaska Native; Asian		1967	9
White; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		1976	9
White; American Indian and Alaska Native; Some other race		1985	9
White; Asian; Native Hawaiian and Other Pacific Islander		1994	9
White; Asian; Some other race		2003	9
White; Native Hawaiian and Other Pacific Islander; Some other race		2012	9
Black or African American; American Indian and Alaska Native; Asian		2021	9
Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		2030	9
Black or African American; American Indian and Alaska Native; Some other race		2039	9
Black or African American; Asian; Native Hawaiian and Other Pacific Islander		2048	9
Black or African American; Asian; Some other race		2057	9
Black or African American; Native Hawaiian and Other Pacific Islander; Some other race		2066	9
American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander		2075	9
American Indian and Alaska Native; Asian; Some other race		2084	9
American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some other race		2093	9
Asian; Native Hawaiian and Other Pacific Islander; Some other race		2102	9
Population of four races:		2111	9
White; Black or African American; American Indian and Alaska Native; Asian		2120	9
White; Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		2129	9
White; Black or African American; American Indian and Alaska Native; Some other race		2138	9
White; Black or African American; Asian; Native Hawaiian and Other Pacific Islander		2147	9
White; Black or African American; Asian; Some other race		2156	9
White; Black or African American; Native Hawaiian and Other Pacific Islander; Some other race		2165	9
White; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander		2174	9
White; American Indian and Alaska Native; Asian; Some other race		2183	9
White; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some other race		2192	9
White; Asian; Native Hawaiian and Other Pacific Islander; Some other race		2201	9
Black or African American; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander		2210	9
Black or African American; American Indian and Alaska Native; Asian; Some other race		2219	9

Excerpt from Census 2000 Record Layout Redistricting Data

Census 2000 Record Layout
63 Race Categories

Description	Field Name	Starting Position	Cell Size
Black or African American; American Indian and Alaska Native;			
Native Hawaiian and Other Pacific Islander; Some other race		2228	9
Black or African American; Asian; Native Hawaiian and Other Pacific Islander;			
Some other race		2237	9
American Indian and Alaska Native; Asian;			
Native Hawaiian and Other Pacific Islander; Some other race		2246	9
Population of five races:		2255	9
White; Black or African American; American Indian and Alaska Native; Asian;			
Native Hawaiian and Other Pacific Islander		2264	9
White; Black or African American; American Indian and Alaska Native; Asian;			
Some other race		2273	9
White; Black or African American; American Indian and Alaska Native;			
Native Hawaiian and Other Pacific Islander; Some other race		2282	9
White; Black or African American; Asian;			
Native Hawaiian and Other Pacific Islander; Some other race		2291	9
White; American Indian and Alaska Native; Asian;			
Native Hawaiian and Other Pacific Islander; Some other race		2300	9
Black or African American; American Indian and Alaska Native; Asian;			
Native Hawaiian and Other Pacific Islander; Some other race		2309	9
Population of six races:		2318	9
White; Black or African American; American Indian and Alaska Native; Asian;			
Native Hawaiian and Other Pacific Islander; Some other race		2327	9
PL4. NOT HISPANIC OR LATINO BY RACE [72]			
Universe: Total population 18 years and over			
Total:		2336	9
Hispanic or Latino		2345	9
Not Hispanic or Latino:		2354	9
Population of one race:		2363	9
White alone		2372	9
Black or African American alone		2381	9
American Indian and Alaska Native alone		2390	9
Asian alone		2399	9
Native Hawaiian and Other Pacific Islander alone		2408	9
Some other race alone		2417	9
Population of two or more races:		2426	9
Population of two races:		2435	9
White; Black or African American		2444	9
White; American Indian and Alaska Native		2453	9
White; Asian		2462	9
White; Native Hawaiian and Other Pacific Islander		2471	9
White; Some other race		2480	9
Black or African American; American Indian and Alaska Native		2489	9
Black or African American; Asian		2498	9
Black or African American; Native Hawaiian and Other Pacific Islander		2507	9
Black or African American; Some other race		2516	9
American Indian and Alaska Native; Asian		2525	9
American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		2534	9
American Indian and Alaska Native; Some other race		2543	9
Asian; Native Hawaiian and Other Pacific Islander		2552	9
Asian; Some other race		2561	9

Where to Go to Learn More!

Responsive government at all levels begins with legislative boundaries that reflect an accurate count of the population. We hope this brochure will help you better understand the maps and data which the Census Bureau provides and how you can use them in redistricting.

You can learn more about the design and content of other Census Bureau data products from the Census Bureau's Web site, the American FactFinder. Just point your browser to *www.census.gov*.

More information about the Census 2000 Redistricting Data Program, can be obtained by calling 301-457-4039 or sending e-mail to catherine.clark.mccully@census.gov. You also may write to: Census 2000 Redistricting Data Office, U.S. Census Bureau, Washington, DC 20233.

For more information on redistricting data, you may wish to access P.L. Web page at *www.census.gov/clo/www/redistricting.html* or the NCSL Web site *http://www.ncsl.org.*

Census 2000 Redistricting Data Office
RDO@census.gov

Marshall L. Turner, Chief
mturner@census.gov
301-457-4039

Cathy McCully, Assistant Chief
catherine.clark.mccully@census.gov
301-457-4039

Reports, tape files, microfiche, CD-ROM, and other products
Customer Services
301-457-4100

Idabelle B. Hovland, Chief Puerto Rico and Island Areas
idabelle.b.hovland@census.gov
301-457-8443