



This document was prepared by and for Census Bureau staff to aid in future research and planning, but the Census Bureau is making the document publicly available in order to share the information with as wide an audience as possible. Questions about the document should be directed to Kevin Deardorff at (301) 763-6033 or kevin.e.deardorff@census.gov

November 2, 2011

2010 CENSUS PLANNING MEMORANDA SERIES

No. 155

MEMORANDUM FOR The Distribution List

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

Subject: 2010 Census Recruiting and Hiring Assessment Report

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

If you have questions about this study plan, please contact Karen Seebold at (301) 763-9340.

Attachment

The 2010 Census Recruiting and Hiring Assessment

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

Final Report

Karen S. Seebold

Decennial Management Division



This page intentionally left blank.

Table of Contents

Executive Summary	vii
1. Introduction.....	1
1.1 SCOPE.....	1
1.2 INTENDED AUDIENCE	1
2. Background.....	1
2.1 CENSUS 2000 RECRUITMENT PROGRAM.....	1
2.2 2010 CENSUS RECRUITMENT PROGRAM	2
2.4 RECRUITING PROGRAM OVERVIEW	5
2.5 2010 STRATEGIES FOR RECRUITING AMERICA’S WORKFORCE.....	6
2.6 NATIONAL RECRUITING PLAN AND MANAGEMENT REPORTS	10
2.7 REGIONAL CENSUS CENTERS	11
2.8 LOCAL CENSUS OFFICES	11
2.9 PROMOTING JOBS IN TROUBLED TIMES	12
2.10 PARTNERSHIPS.....	15
2.11 RECRUITING PLANNING TIME LINE	15
2.12 APPLYING FOR JOBS	16
2.13 HIRING AND SELECTION	17
3. Methodology	18
3.1 METHODS.....	18
3.2 QUESTIONS TO BE ANSWERED AND RELATED DATA SOURCES	19
4. Limitations	21
5. Results.....	21
5.1 DID RECRUITING EFFORTS PROVIDE AN ADEQUATE NUMBER OF JOB APPLICANTS?	23
5.2 WHAT, IF ANY, PAY REVISIONS (INCREASES OR DECREASES) WERE THERE? IF SO, AT WHICH RCC DID THEY OCCUR AND UNDER WHAT CIRCUMSTANCES?.....	24
5.3 ACCORDING TO RECRUITING SOURCES REPORT WHAT WAS THE MOST SUCCESSFUL SOURCE FOR RECRUITMENT? DID THE RESULTS VARY BY RCC? WHY?.....	25
5.4 WHAT PERCENTAGE OF THE QUALIFIED APPLICANT POOL WAS EVENTUALLY HIRED?	26
5.5 HOW EFFECTIVE WAS THE FRONTLOADING STRATEGY IN PLACING QUALIFIED APPLICANTS? WERE THERE AREAS WHERE THE FRONTLOADING STRATEGY RESULTED IN MORE STAFF THAN WAS ANTICIPATED?.....	26
5.6 WHAT RECRUITING STRATEGIES DID FIELD DIVISION USE? HOW EFFECTIVE WAS EACH? 26	
5.7 WHAT WERE THE BENEFITS AND DISADVANTAGES OF EACH RCC MANAGING THEIR OWN 8(A) CONTRACT(S) FOR LOCAL MEDIA BUYING SERVICES?	27

5.8	DID EACH RCC HAVE THE REQUIRED STAFF COMPLETE THE CONTRACTING OFFICER TECHNICAL REPRESENTATIVE (COTR) TRAINING? IF NOT, HOW MANY EMPLOYEES COMPLETED REQUIRED TRAINING?	28
5.9	WERE THE RECRUITING REPORTS USEFUL? HOW FREQUENTLY WERE THEY USED AND BY WHOM?	28
5.10	WHAT TYPES OF ADVERTISEMENTS WERE PLACED, BOTH LOCALLY AND NATIONALLY? .	29
5.11	HOW EFFECTIVE WAS THE 2010 CENSUS JOBS WEB SITE IN ATTRACTING APPLICANTS?...	29
5.12	WHAT, IF ANY, PROBLEMS AROSE IN THE USE OF THE SELECTION GUIDES? IF SO, WHAT WERE THEY AND HOW WERE THEY SOLVED?	30
5.13	HOW MANY CALLS DID THE TOLL-FREE JOBS LINE RECEIVE? HOW MANY APPLICANTS SUPPLIED THE TOLL-FREE JOBS LINE AS A RECRUITING SOURCE?.....	31
5.14	WAS THE PLANNING DATABASE USEFUL FOR IDENTIFYING AREAS WHERE SPECIAL TARGETED RECRUITING WOULD BE NEEDED? IF NOT, WHY?.....	31
5.15	WHAT TYPES OF TRAINING WERE GIVEN TO THE RECRUITMENT STAFF? WAS IT SUFFICIENT BASED ON SELF ASSESSMENTS AND SUPERVISOR ASSESSMENTS?	32
5.16	WERE ANY MASTER SCHEDULE BASELINE DATES MISSED? IF SO, WHY?	32
5.17	HOW MANY SCHEDULE CHANGE REQUESTS (CRS) WERE NEEDED FOR THE RECRUITING EFFORT? WHAT WAS THE ASSUMED IMPACT ON TIME, RESOURCES, AND/OR SCOPE?.....	34
5.18	WHAT WAS THE COST OF THE RECRUITING PROGRAM? HOW DID ACTUAL EXPENSES FOR THE JOBS LINE VARY FROM THE BUDGETED AMOUNT? WHY?	35
5.19	DID THE 2010 CENSUS RECRUITING EFFORT PROVIDE THE APPROPRIATE NUMBER OF APPLICANTS TO MEET REQUIREMENTS ON TIME TO CONDUCT VARIOUS OPERATIONS FOR THE 2010 CENSUS?	36
6.	Related Assessments	36
7.	Key Lessons Learned, Conclusions, and 2020 Recommendations.....	37
7.1	LESSONS LEARNED.....	37
7.2	CONCLUSIONS	40
7.3	RECOMMENDATIONS FOR THE 2020 CENSUS	40
8.	Acknowledgements	42

Table of Figures

Figure 1: Peak Recruiting Numbers and Timeline	5
Figure 2: 2010 Census Recruiting Timeline	16
Figure 3: DAPPS Employees Paid.....	22
Figure 4: Comparing Census 2000 and 2010 Census	23
Figure 5: Recruiting Sources National Totals (D-424A Report)	26
Figure 6: 2010 Census Recruiting Website Traffic	30
Figure 7: 2010 Census Jobs Line Call Volume	31
Figure 8: Recruiting and Hiring Late Starting or Ending Activities.....	33
Figure 9: Recruiting and Hiring schedule Change Request.....	35
Figure 10: 2010 Census Cost of Recruiting.....	36

This page intentionally left blank.

Executive Summary

The U.S. Census Bureau's 2010 Census Recruiting Program was a success; the 2010 Census recruiting goals were met on time and significantly under budget. We successfully hired office and field staff to complete census operations.

Recruiting

Recruiting and retaining a reliable, competent, and motivated staff of local enumerators was critical to the success of the 2010 Census. The Census Bureau's Recruiting Program was managed by the Field Division. The Field Division established a Recruiting Coordinator position in each Regional Census Center. Each Regional Census Center was geographically located in one of 12 major cities across the country.

In 2008, the Regional Census Center staff began recruiting and establishing a presence in local communities to build support for the 2010 Census. In 2009, the Census Bureau opened 151 Early Local Census Offices to support the Address Canvassing operation. Each of these offices had an Assistant Manager of Recruiting along with recruiting assistants. These staff were responsible for identifying and testing applicants for census jobs. In 2010, the Census Bureau opened an additional 343 Local Census Offices that also hired recruiting staff to handle recruiting for the field operations conducted in 2010.

The Census Bureau recruited 3,940,000 applicants for temporary positions between June 2008 and May 2010, which included two major recruiting phases, the Early Recruiting Phase leading up to the AC operation in April and May 2009 and the Peak Recruiting Phase leading up to the Non-response Follow up Operation in May and June 2010. The national recruiting goal was 3.8 million applicants.

As a result of early recruiting efforts, the Census Bureau received an exceptionally high response from a number of well-qualified applicants. Field Division attributed the early success to the existing economic conditions, that is, the economic recession and high unemployment which substantially increased the number of applicants looking for jobs. In order to mitigate the risk of over recruiting early in the process, the Field Division reduced the national recruiting goal to 3.675 million applicants. In addition, Field Division removed the toll-free jobs line number from Update/Leave and advance letters (letters to households, which explained that the 2010 Census questionnaire was coming). Including the recruiting phone number in these letters during Census 2000 resulted in a spike in additional applicants. The Census Bureau was interested in controlling applicant response and targeting only certain areas of the country to generate additional applicants. Since the advance letter went to all addresses in the Update/Leave and Mailout/Mailback areas, it would have lead to response from applicants in areas where the Bureau did not need additional applicants. Of those recruited, 2.8 million applicants or about 72 percent of the applicant pool met pre-employment conditions and where eligible for hire.

Staffing

For 2010 Census, we hired a total of 857,185 applicants to fill office and field positions. Peak employment occurred during April 2010 – the Census Bureau employed 711,362 applicants for the Non-Response Followup operation.

Cost

The 2010 Census recruiting costs totaled \$248,434,099, which represents 67.7 percent of the recruiting budget. The cost of recruiting was reduced as a direct result of high unemployment nationwide; successful partnering with community-based organizations, and free advertising in most areas. This resulted in a net cost of \$64 per applicant ($\$248,000,000/3,900,000$ applicants = \$64 per applicant). In the 2000 Census the cost to recruit was \$66 per applicant (\$83 in inflation-adjusted 2010 dollars).

The above costs do not include \$10.5 million in printing costs for the recruiting post cards, posters, training guides, etc.

The following table itemized the 2010 Census recruiting costs:

Census 2010 Cost of Recruiting

FY 2008, 2009, & 2010	Spent	Original Budget
Staffing		
Regional Census Center Recruiting Staff & Expenses	\$8,633,012	\$12,271,632
Local Census Office Recruiting Staff & Expenses	\$207,860,458	\$312,871,043
Telephony/Website		
Jobs Line - Decennial Response Integration System Contract (design, development, execution, and operating expenses)	\$5,840,000	\$7,010,000
Jobs Help Line (Does not include Background Check Help Line)	\$1,520,136	\$0
Jobs Website Development	\$340,052	\$220,404
Advertising & Recruitment Costs	\$24,240,441	\$34,755,745
TOTAL	\$248,434,099	\$367,128,824
Cost Savings =	\$118,694,725	
Source: Financial Management Reports		

Again, the cost for recruiting was budgeted well before the financial crisis and recession that started in 2007-2008 and the reduced need to hire recruiting staff, and the reduced hours worked

by those employees could not have been foreseen when the budgets were being created. Most of the lower than expected recruiting expenditure was for recruitment staff costs, which came in \$108,649,205 under budget. The availability of candidates allowed for more geographic specificity in hiring resulting in better placement of staff relative to their work assignments.

This page intentionally left blank.

1. Introduction

1.1 Scope

This report will include the goals, timeliness, and cost of the 2010 Census Recruiting & Hiring programs to support the 2010 Census data collection activities.

Conducting the 2010 Census is the largest mobilization of a civilian workforce conducted by the Federal Government. To complete the 2010 Census, we hired 857,185 non-managerial temporary workers, whose tenure lasted from a few days to several months in a Local Census Office (LCO). In addition, there were 3,450 management positions, including Administrative Assistants. Field Division recruited a total of 3,941,072 job applicants.

1.2 Intended Audience

The report is geared to census program managers and staff responsible for overseeing the 2010 Census as well as those planning the 2020 Census.

2. Background

2.1 Census 2000 Recruitment Program

The Recruiting Program goal in Census 2000 was 3 million applicants. Field Division recruited and tested 3.75 million applicants, of whom approximately 965,000 people were hired.

- For Census 2000, the Census Bureau spent \$192 million (\$242 million in 2010 inflation adjusted dollars) to recruit applicants. This cost excludes kit preparation and materials printing and other overhead cost.
- The Census 2000 recruiting website garnered two million visits, during its recruitment life compared to approximately 16 million unique visitors during the 2010 Census cycle.
- The cost per recruit including cost of recruiting salaries was \$66 (\$83 in 2010 inflation adjusted dollars (Bureau of Labor Statistics inflation calculator www.bls.gov/data/inflation_calculator.htm) in 2000. Included in these costs are staff costs for all Regional Census Center (RCC) and LCO recruiting staff and clerk hours, including Assistant Managers for Recruiting, advertising, toll-free jobs line costs and Website costs. It does not include printing, kit preparation, Census Hiring and Employment Check or fingerprinting costs. It does not include non-recruiting clerk costs in the field offices.

2.2 2010 Census Recruitment Program

In planning for the 2010 Census, we reviewed assessments, lessons learned, recommendations from GAO, IG and other reports from the Census 2000 to develop recruiting strategies to attract and maintain a highly qualified applicant pool to fill thousands of temporary short-term jobs across the country. In order to implement a recruitment program nationwide, each RCC had a Recruiting Coordinator who was responsible for developing a recruiting plan that defined strategies that would be used to recruit applicants at the local level. Each RCC had approximately 40 LCO assigned to them that provide local level recruiting support in the communities and cities in which they resided.

While there were many similarities between the 2010 Census and Census 2000 recruiting programs, there were also some unique changes. One change included using multiple advertising vendors for local advertising, who were a part of the Federal Government's program reserved for disadvantaged and minority owned firms; a program referred to as 8(a). For the 2010 Census, twenty 8(a) contracts were issued instead of a single 8(a) contract, as was the case in Census 2000.

In addition, Field Division headquarters created a weekly Recruiting Goals Report which provided weekly monitoring of program results at the RCC and LCO levels. These reports were shared with the RCCs and allowed for better, more accurate targeting of geographic areas in which target recruiting strategies could be implemented. After the experience with significantly higher than expected applicant response in the year 2009, the recruiting timeline was adjusted to stagger the start of recruiting in each LCO, depending on how close the office was to its final 2010 recruiting goal.

According to the 2010 Census Operational Recruiting Plan, the following list provided an overview of some of the challenges planners had related to planning and implementing the 2010 Census national recruiting plan.

2.2.1 Lessons Learned from Early Recruiting

Early recruiting was conducted nationwide in the winter of 2008 and spring of 2009 in advance of the Address Canvassing (AC) operation, which verified the status of nearly all housing units in the United States and Puerto Rico. Significant on-the-ground recruiting was completed by the Early Local Census Offices (ELCOs). Field Division expected to take its experiences with early recruiting, and, after analysis, draft any needed adjustments to the peak recruiting plan for 2010.

2.2.2 High Unemployment

The unemployment rate reached 9.5 percent by June 2009, which was the highest unemployment rate in more than twenty-five years. This was more than double the unemployment rate of 4.3 percent in June 1999.

We received higher than anticipated response in early recruiting, e.g., more individuals applied for census jobs than was anticipated (or needed). Thus, peak recruiting efforts were tempered by canceling all national media buys and reallocating these funds to the RCCs to target local advertising to those areas that needed it most.

In addition, the national toll-free jobs line telephone number was removed from the advance letters that were mailed to respondents before the census questionnaires were mailed to the public. In Census 2000, including the toll-free jobs line phone number in the advance letter created a significant increase in the number of applicants; thus cancelling the publication of the number in the letter increased the likelihood that there would not be too many applicants in areas where we already had enough recruits.

Finally, in order to mitigate the risk of over recruiting, active recruiting was stopped once an LCO reached 90 percent of their total qualified applicant goal.

2.2.3 Increasing Diversity of the Labor Force

In addition to growing older, the U.S. population and labor force is becoming increasingly diverse. In particular, the Hispanic population was projected to grow from just over 35.3 million in 2000 to nearly 49.7 million in 2010, an increase of 41 percent. Similarly, the Asian population was projected to grow from 10.2 million in 2000 to nearly 14.4 million in 2010, an increase of 41 percent. Focus groups were conducted early in fiscal year 2007 to determine what messaging and media would attract more Hispanic and Asian applicants to census jobs.

2.3 Filling Positions for the 2010 Census

The 2010 Census required the Census Bureau to fill a wide variety of positions. By far the largest number of positions that the Census Bureau needed to fill was the enumerators who were locally hired and usually worked in their own neighborhoods and communities. Enumerators prepared and verified address lists and visited addresses in person, and later interviewed households that did not return the census questionnaire that was mailed to them. They also worked several other operations such as, but not limited, to Group Quarters Enumeration and Service-Based Enumeration.

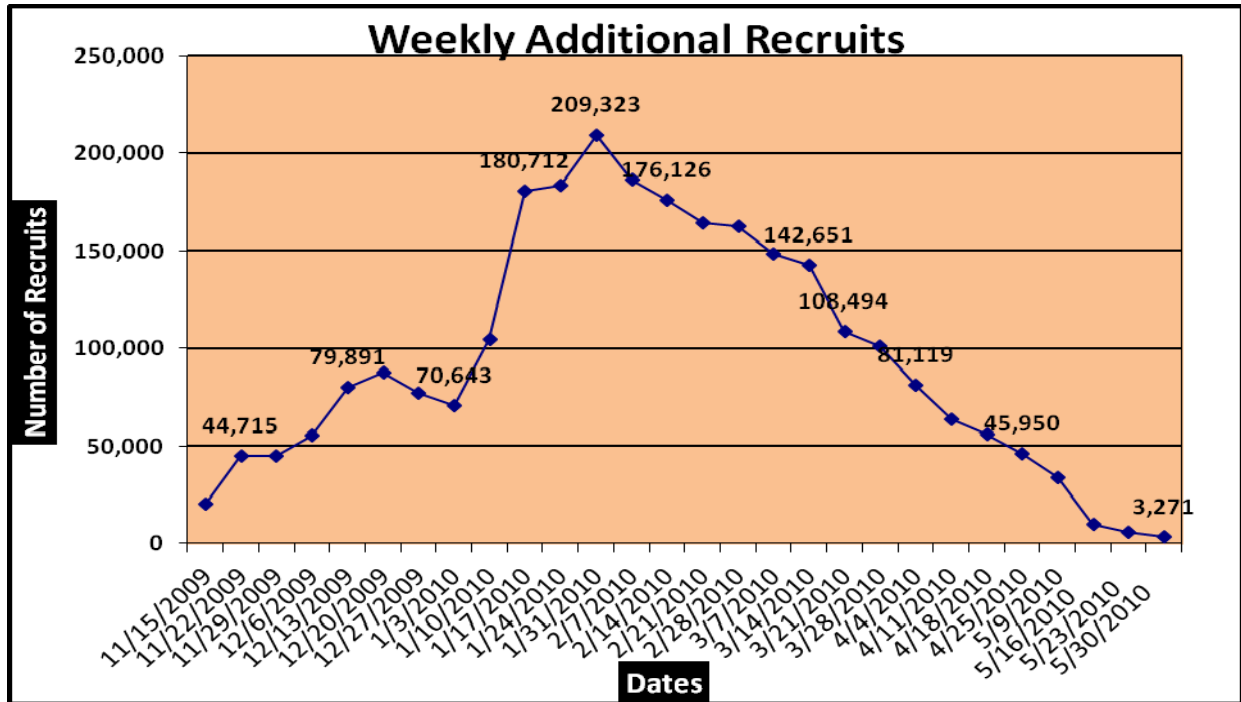
As in previous censuses, indigenous hiring was used to fill census jobs. Positions requiring specific language skills were identified by the LCO management staff at the time of selection. A successful census demands a workforce that reflects the population. The population and the labor force of the United States are older than they were in 2000. This is partly due to the aging of the “Baby Boomers,” defined as those born between 1946 and 1964. For 2010 Census, we notified national organizations such as the American Association of Retired Persons to advise them of employment opportunities.

In addition, we hire more than the number of persons we hope to complete training to account for drop outs and no shows. We have used this strategy in previous censuses, and continued use of this strategy was consistent with the recommendation found in the “Census 2000 Staffing Programs, Recruiting Component, Census 2000 Evaluation (G.1 part)” assessment.

Timing was critical; as can be seen from the graph below. As planned, 400,000 temporary employees were hired in just one week during April 2010. Most of these employees were trained in April 2010 to begin the Nonresponse Followup (NRFU) operation by early May. Failure to select, hire, and train staff in a timely manner would have resulted in a delay in the NRFU operation and could have contributed to extra expenses including overtime, training, and other related costs.

The figure below shows the number of applicants recruited on a weekly basis during peak recruitment period before NRFU.

Figure 1: Peak Recruiting Numbers and Timeline



2.4 Recruiting Program Overview

The recruiting strategy of the Census Bureau was to attract and maintain a qualified applicant pool that was representative of the demographics of the country as well as the locality of their census tract. This strategy helped us hire a representative indigenous workforce.

Planning began in 2004 with recruiting plans in a brief, high level document for the Census Bureau executive staff. The plan presented the key challenges to recruiting in 2010 Census followed by a brief discussion of how these challenges would be addressed in 2007. Field Division established a recruiting working group consisting of headquarters and key RCC staff. By March 2007, each RCC added a representative to the Recruiting Working Group.

Each RCC was required to develop a recruiting plan and submit it to headquarters. These plans identified the number and location of applicants needed, applicant target groups, techniques for recruiting applicants, methods for monitoring progress, and contingency plans for hard-to-recruit areas taking into consideration variations in characteristics of the different RCCs/LCOs.

Each LCO needed thousands of applicants (about 7,400 on average) in an applicant pool before and during major operations of the census, to ensure a full staffing of employees that would be available to keep various operations on schedule.

2.5 2010 Strategies for Recruiting America's Workforce

The following strategies were planned for and utilized for the 2010 Census recruiting program.

2.5.1 Competitive Pay

Pay rates were established for all temporary census positions. The local pay rates were based on a pay rate methodology developed by the Westat Corporation and utilized wage rate data from the Bureau of Labor Statistics (BLS). Enumerator pay rates were established as a function of the average of all wages for all labor categories in the county or counties within the LCO area. This level of pay was believed to be sufficient to recruit and retain an adequate work force.

The 2010 Census recruiting effort built upon our experience with the Census 2000 that proved we could attract applicants in most areas using pay rates established according to Westat's pay rate methodology. Westat's Census 2000 model incorporated a 10 percentage point increase in Fiscal Year (FY) 2000 LCO staff pay rates to compensate for the increased difficulty of the enumeration for field operations conducted in FY 2000. During Census 2000, the LCO pay rates were increased by 10 percentage points in FY 2000 (peak operations) from the initial FY 1999 (early operations) pay rates, that is from 65 percent of an area's average pay to 75 percent of that average.

The 2010 Census early operations recruiting program was tremendously successful in 2009 which was attributed to the downturn in the economy and high unemployment. As a result, Westat, Inc. was contracted to perform an analysis to determine if we needed to increase the pay rates in calendar year 2010 to attract additional applicants for peak field operations. Based on this analysis, the peak operations pay rate increase of 10 percentage points scheduled for calendar year 2010 was deemed unnecessary. By not implementing the pay rate increase, the Census Bureau estimated it would save approximately \$612 million in 2010.

However, in some areas of the country, recruiting remained difficult to attract applicants when similar positions were being paid at a higher per hour wage and unemployment rates were not equal in all parts of the country.

Therefore, the Regional Directors again had the discretion to request pay rate increases in cases where they determined that the current pay rates were not sufficient to attract applicants. These requests were not limited to fiscal year 2010. The Regional Directors requested several pay rate increases in both FY 2009 and FY 2010 for several locations; this is discussed later in this report.

2.5.2 Recruiting Universe

Census 2000 data showed many temporary census workers had full- or part-time jobs with other employers. The 2010 Census recruitment strategy not only attempted to reach applicants who needed jobs, but also attempted to attract applicants who were looking for extra income by advertising jobs as temporary, part-time jobs that offer good pay, flexible hours, and are close to home. In addition, recruiting staff were trained to tap sources for job applicants that included reaching out to people who were not necessarily looking for a job.

2.5.3 Waivers and Hiring Exemptions

Waivers and hiring exemptions enabled many well-qualified individuals to work on the 2010 Census who otherwise might not have applied for jobs, particularly in hard-to-recruit areas. The Human Resources Division negotiated the waivers and hiring exemptions, working with the Office of Personnel Management (OPM) and other Federal and state agencies. The following are some examples of waivers and hiring exemptions that were used during the 2010 Census.

- **Dual Federal Employment.** The Department of Commerce, the parent agency to the Census Bureau, had agreements with 81 federal agencies and commissions allowing Federal employees to work for the Census Bureau in their spare time. Employees in the Department of Commerce were prohibited from temporary census employment due to the 40 hour base pay limitation which speaks to those wages paid by one or more Federal employers. The total number of dual employment waivers was 6,406.

These agreements covered more than 2.1 million eligible Federal employees. Entities with dual employment agreements are listed in Appendix 10.1 along with entities that denied dual employment or did not respond.

- **Federal Retirees.** OPM delegated authority to the Department of Commerce to waive the pay offset provisions for reemployed federal annuitants. Waivers were reviewed by the Department of Commerce on a case-by-case basis for all positions paid by the National Finance Center. While the majority of waivers were issued for employees in the LCOs and RCCs, the Department of Commerce also approved waivers for some employees at Regional Offices, the National Processing Center, and at Headquarters.
- **Medicaid.** Many states allowed Medicaid recipients to work for the 2010 Census without having their eligibility for Medicaid affected by census wages. The RCCs had access to information about which states participate in these waivers; however, final eligibility determinations were made by the state Medicaid offices.

Thirty four states approved Medicaid guidelines or policies excluding the income of temporary census employees from consideration for Medicaid eligibility as shown below:

Arizona, Arkansas, Colorado, Florida, Georgia, Hawaii, Idaho, Illinois,
Iowa, Kentucky, Louisiana, Maryland, Massachusetts, Michigan,
Montana, Nevada, New Hampshire, New Mexico, North Carolina, North

Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, Wisconsin, Wyoming

- **Public and Indian Housing.** Participants in housing assistance programs such as Public Housing, Section 8 Moderate Rehabilitation, Housing Choice Voucher and Section 8 Project-Based Voucher and Certificate Programs, worked for the 2010 Census without having their eligibility for those programs affected by their Census income. This opportunity was available for a maximum of 180 days of employment.
- **Temporary Assistance for Needy Families (TANF).** Many states approved policies that allowed TANF recipients to work without having their eligibility for TANF affected by census income. The RCCs had access to information about which states participated in these waivers; however, final eligibility determinations were made by the state TANF offices.

Thirty three states approved TANF guidelines or policies excluding the income of temporary census employees from consideration for TANF eligibility as shown below:

Arizona, Arkansas, California, Connecticut, Delaware, Florida, Georgia, Hawaii, Illinois, Iowa, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Mississippi, Montana, Nevada, New Hampshire, New Jersey, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, South Dakota, Tennessee, Texas, Vermont, Washington, West Virginia, Wisconsin, Wyoming

- **Tribal TANF.** Many tribes approved policies that allowed TANF recipients to work without having their eligibility for TANF affected by their census earnings. The RCCs had access to information about which tribes participated in these waivers; however, final eligibility determinations were made by the Tribal TANF offices.

Thirty tribes that administer TANF programs independently from the states granted guidelines or policies excluding the income of temporary census employees from TANF eligibility rules. Those tribes were as follows:

- Denver Region (10): Winnebago Tribe of Nebraska, Eastern Shoshone Tribe of Wyoming, San Carlos Apache Tribe of Arizona, Navajo, Pasqua Yaqui, Fort Belknap, Salt River Pima-Maricopa Indian Community, Hopi Tribe of Arizona, Confederated Salish and Kootenai Tribes of the Flathead Reservation
- Chicago Region (8): Bad River Band of Lake Superior Tribe of the Chippewa Indians, Forest County Pottawatomie Community of Wisconsin, Lac du Flambeau Band of Lake Superior Chippewa Indians, Menominee Indian Tribe, Oneida Tribe of Wisconsin, Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin, Sokaogon Chippewa Community, Stockbridge Band of Mohican Indians

- Kansas City Region (1): Mille Lacs Band of Ojibwe
 - Seattle Region (11): Lower Elwha Tribal Community of the Lower Elwha Reservation, Confederated Tribes of Siletz Indians, Shoshone-Bannock Tribes of the Fort Hall Reservation, Scotts Valley Band of Pomo Indians, Spokane Tribe of Indians, Tulalip Tribes of the Tulalip Reservation, Lummi Indian Nation, Quinault Indian Nation, Nooksack Indian Tribe of Washington, Confederated Tribes of the Colville Reservation, Nez Perce
- **Supplemental Nutrition Assistance Program (SNAP, formerly the Food Stamp Program)**
- The Office of Management and Budget and the Department of Agriculture allowed state SNAP programs to participate in a demonstration project excluding the income of temporary census employees from SNAP eligibility. Thirty-eight states, territories, and the District of Columbia participated in the demonstration project:
- Alaska, Arizona, California, Connecticut, Delaware, Washington, DC, Florida, Georgia, Guam, Hawaii, Idaho, Illinois, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Mississippi, Missouri, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, Washington (state), West Virginia, Wisconsin, and Wyoming
- General Assistance Program - The Bureau of Indian Affairs excluded the income of temporary census employees from General Assistance eligibility.
- Noncitizens - Noncitizens with appropriate work visas were considered for census jobs if the Census Bureau needed to hire an applicant with translation skills and no qualified citizens were available. Federal appropriations law generally prohibits hiring noncitizens to work for the Federal government. Specific exemptions exist for some countries and blanket exemptions exist where translation skills are required or in certain emergency situations. Department of Commerce policy is to hire only U.S. citizens except in rare circumstances (see [Department of Commerce Administrative Order 202-300 section 6.07](#)). The Census Bureau did not seek any waiver from this policy -- if a waiver from the DOC's restriction on the hire of noncitizens had been sought and approved, a two-tiered approach to recruiting and hiring would be necessary due to the exemption of some nations (but not others) from the Congressional appropriations ban. In initial recruiting and selection for census takers, citizens and noncitizens from exempted countries could be hired, but noncitizens from non-exempted countries could not be hired unless a LCO needed a census taker/ translator and the pool of qualified citizens and noncitizens from exempted countries was exhausted. In particular, the fact that Mexico was removed in 2004 from the list of exempted countries makes the two-tiered approach much more difficult, since that nation is the one with the most foreign nationals that would likely have been hired by the Census Bureau. The Census Bureau hired 3,487 non-citizens to work on the 2010 Census.

2.6 National Recruiting Plan and Management Reports

The Census Bureau began the national recruiting effort by creating a national recruiting plan that included the identification of qualitative and quantitative recruiting goals and documented the strategy for recruiting and testing 3.8 million applicants. This included putting into place 21 contracts and tasks for the development and placement of recruitment advertising and preparing procedures, instructions, materials, and a training program.

In addition, the following management reports generated in the Decennial Applicant, Personnel, and Payroll System (DAPPS) were used by the RCC and LCO to monitor recruiting activity. They were:

- D-424A, Recruiting Sources Report: Provided information on the number of recruits by source.
- D-424B, County/Block Number Applicant Report: Helped determine if enough qualified applicants were recruited in each geographic area.
- D-424E, Master Applicant List by Name Report: Helped identify potential recruiting problems and also supplied the number of ineligible applicants by tract.
- D-424F, RCC Disposition Summary: Supplied the number of ineligible applicants, number of applicants refusing jobs offers, and number of employees who were terminated.
- D-424I, Recruiting Assistant (RA) Applicant Testing and Cost: Supplied the number of applicants tested per RA hour worked, number of applicants tested per mile driven, and the RA cost per applicant.
- D-958D, Recruiting Status by Office: Provided the applicant testing goals and ranking by office.
- 2010 Weekly Recruiting Goals Reports: Showed recruiting progress over time for early and peak census operations. This report was generated at the national, regional, and local levels.

2.7 Regional Census Centers

The recruiting program in the 12 RCCs was planned and developed by the RCC Recruiting Coordinators. Each RCC was responsible for recruitment in a specific geographic area covered by the region.

Each RCC identified and hired experienced recruiters who valued diversity, were familiar with Equal Employment Opportunity standards, and who possessed a general knowledge of the demographic characteristics of the area in which they would be recruiting job applicants. Recruiters received training that covered pre-employment policies and procedures, Federal hiring requirements, and best practices from previous censuses to enable them to meet their goals of attracting and testing a well qualified applicant pool.

The RCC Recruiting Coordinators were responsible for the following activities:

- Establishing initial contact with state and local government agencies.
- Establishing initial contact with larger community based organizations
- Creating RCC recruiting plans.
- Working with RCC Partnership staff to coordinate efforts regionally and locally to get the word out about the 2010 Census jobs.
- Participating in the training of LCO management staff to help them understand recruiting.
- Providing technical training and support to RCC Area Managers, RCC Technicians, and LCO Assistant Managers for Recruiting.
- Working with state and local public and non-profit employment offices, including state one-stop employment service centers to coordinate recruiting efforts.
- Managing the process of recruiting advertisement placement (media buys) for all LCOs.
- Monitoring recruiting results in the field and troubleshooting recruiting issues with the assistance of the RCC Area Managers in charge of the LCOs.

2.8 Local Census Offices

Each LCO was responsible for recruiting and hiring activities within its geographic area. One hundred and fifty-one ELCOs recruited applicants needed for early operations in 2009. In 2010, an additional 343 LCOs were opened across the country and in Puerto Rico. The LCOs recruiting staff implemented recruiting strategies at the local level to recruit additional applicants to conduct peak field operations (such as, Update/Enumerate, Update/Leave, Group Quarters Enumeration, NRFU, and Coverage Measurement) in 2010.

LCO Recruiting Staff

1. **Assistant Managers for Recruiting (AMRs).** Working out of the LCOs, AMRs managed recruitment in the area(s) assigned to the LCO. In addition, they supervised one Office Operations Supervisor for Recruiting (OOSR) and several Recruiting Clerks who worked in the LCO, and a staff of RAs, who worked in the field and collectively covered the entire LCO area and the office staff who were taking calls from applicants, scheduling them to take the test, and then reviewing applicant materials for completeness when they were turned in to the LCO.
2. **Office Operations Supervisors for Recruiting** Working out of the LCOs, OOSRs serve as the AMR's primary support person in the office. The OOSR also trains and supervises Recruiting Clerks, coordinating recruiting activities in the LCO. On average, an LCO would have two or three OOSRs during peak operations to cover days, evenings, and weekends.
3. **LCO Recruiting Assistants.** AMRs supervised RAs. There was an average of 19 RAs in each LCO spread throughout the LCO geographic area. This number varied depending on the recruiting goal and location of the office. Each RA worked with 2010 Census Partnership staff; community-based organizations; state, local, and tribal governments; religious organizations; and many other groups to publicize the census and recruit applicants for census jobs. They also made presentations to local organizations to explain the recruiting process and identified locations to place recruiting publicity materials. Concurrently, RAs found locations to administer the employment test, collect job applications and other pre-employment documents such as, the I-9, Employment Eligibility and Identity Verification.
4. **LCO Recruiting Clerks.** A clerical staff that responded to applicant inquiries, scheduled applicants for testing sessions, and processed applications and testing materials as they were returned to the office. During the recruiting and testing time period, it was critical that applicants' information was reviewed for accuracy and forwarded to the administrative department in the LCO to be keyed into the DAPPS database as quickly as possible.

2.9 **Promoting Jobs in Troubled Times**

Publicity was generated primarily through press releases, drop-in articles, and public service announcements. Coverage in newspapers mentioned the toll-free job number. Additional publicity was spread by word-of-mouth.

We did not rely solely on free publicity to recruit 3.8 million applicants. Paid advertising was an important tool in the recruitment campaign along with other strategies outlined below.

2.9.1 Focus Groups and Messaging

Focus groups were conducted early in fiscal year 2007 to determine what messaging and media would attract more Hispanic and Asian applicants to census jobs.

2.9.2 Promotion/Publicity

- Posters and flyers of various sizes and colors were placed in job centers and other public places.
- Public service announcements: Radio and television announcements
- Donated recruiting messages in utility bill inserts, newsletters, e-mail list servers, and local government or tribal newsletters.
- Partnerships: National, RCC, tribal, and local governments; organizations and businesses
- Community outreach: Presented to various community groups to explain the census and promote census jobs.
- Public appearances: There were recruiting/management/partnership/operations staff at various events such as county fairs, parades, bazaars, Pow-Wows, and other events
- Booths at job fairs and trade shows
- Complete Count Committees
- Drop-in articles in newspapers
- Active use of word-of-mouth: census staff members promoted jobs to their families and friends; trainees were encouraged to tell their families and friends about jobs.

2.9.3 Paid Advertising

Field Division managed a \$3.7 million task order under the 2010 Census Integrated Communications Campaign contract with Draftfcb to develop, test, and design recruitment advertisements for both early and peak recruitment phases, including the design and development of the 2010 Census Jobs Website, which was revised for peak operations and to plan and place national media buys for recruiting purposes.

Examples of creative materials and advertisements included posters, brochures, business cards, billboards, transit displays, newspaper ads, drop-in articles, radio, and TV ad commercials. National media placement was planned for the peak operations recruiting period, but success on the national level led to this money being reallocated to the RCC level to aid hard-to-recruit areas. Only a minimal amount of national media was purchased for early recruitment and this was restricted to online media buys in December 2008 and January 2009. These included ads placed on facebook.com, careerbuilder.com, snagajob.com, and craigslist.com websites. The majority of the media was placed at the local level by RCC Recruiting Coordinators with authorization by their respective Regional Director. Each RCC had one or more contracts in place to purchase local media.

2.9.4 Toll-Free Jobs Line

The toll-free number (1-866-861-2010) gave applicants a quick, easy, and efficient way to learn about census jobs in English or Spanish. The Jobs Line routed callers to the appropriate LCO by asking potential applicants to enter their residential zip code. Applicants were then routed to the LCO that serviced their area allowing recruiting clerks to respond quickly, answer questions about census employment on the local level, and schedule callers to take the employment test.

The Jobs Line provided a single phone number to advertise nationally while serving as a vehicle for steering potential applicants to an LCO serving the area where they resided. Appropriate telecommunications accommodation for hearing and/or speech impaired applicants was provided through the Federal Relay Service. The jobs line received approximately nine million calls from prospective applicants.

2.9.5 Census Recruiting Website

The 2010 Census Jobs Website, www.2010censusjobs.gov, provided information about enumerator jobs, local pay rates, application materials, and job qualifications. The Jobs Website included Spanish language pages with Spanish language recruitment materials. The Jobs Website also provided easy access for organizations to help promote census jobs through links from their own websites and by using posters and fliers that included the website address. During 2010 there were six million visits to the website.

2.9.6 Internet Advertisements

Advertisement on the internet included both national and local media placement. A very modest amount of national media was purchased for the early operations recruitment effort, and that was limited to internet advertising only. Additional online advertising was done at the RCC level. Under the large Integrated Communications Campaign contract, Field Division's Decennial Recruiting Branch oversaw a task order for developing recruitment advertisements and placing national media buys. Under this task order, the contractor worked with the 2010 Census Recruiting Branch to develop an online National Recruitment Campaign for early and peak field operations. The media plan identified the most effective ways to use the internet for census recruiting given the targets and timelines. The national effort worked in tandem with media buys placed at the RCC level to drive increased response. Online media types included:

- Banner Ads – Use banner impressions in high visibility website placements to generate awareness
- Advertorial Feature – Use a website's editorial voice to align the 2010 Census with a brand the consumer has already chosen
- Social Network Ads
- Featured Employer Listing – Deliver high-profile inventory on high-traffic site homepages for Census efforts
- Job Listings

2.10 Partnerships

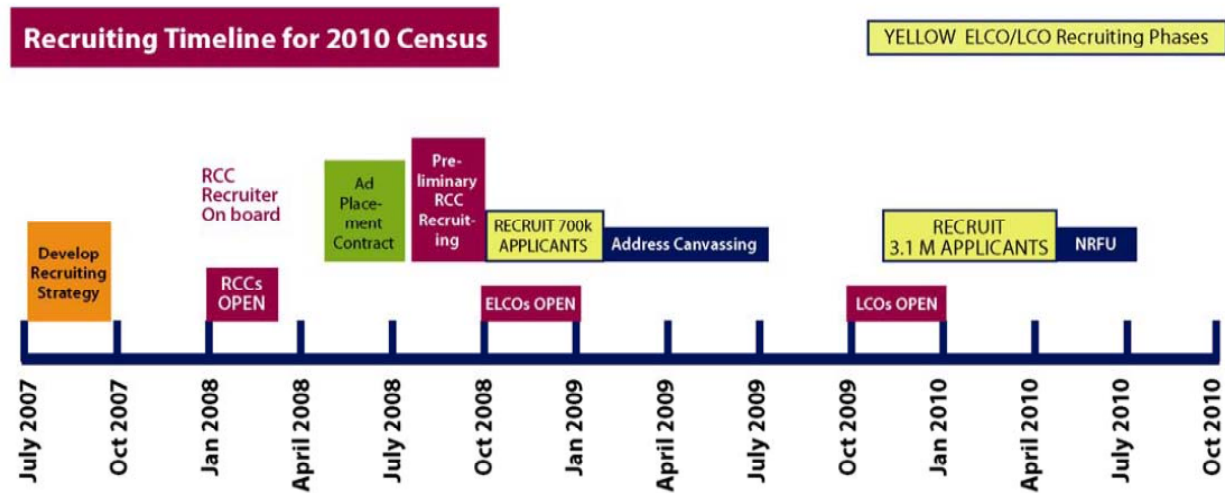
Field Division partnered with governments, businesses, and organizations to promote the importance of the 2010 Census. They contacted state, local, and tribal governments to emphasize public participation. Community-based organizations, businesses, faith-based organizations, and other local groups were asked to partner with the Census Bureau.

Partnership and Recruiting staffs in headquarters, RCCs, and LCOs had the responsibility of locating recruiting partners at the national, RCC, and local levels, respectively.

2.11 Recruiting Planning Time Line

The most intense need for ready and able workers was in April 2010 when almost 400,000 temporary workers began work by attending training sessions for the beginning of the NRFU operation. Thus, the applicant pool had to be in place and candidates hired before April 1. Recruitment peaked in late January when 209,323 applicants were tested during the week ending January 31, 2010. Many of these applicants were hired in March through May. Figure 2 below shows the recruiting timeline for the 2010 Census.

Figure 2: the 2010 Census Recruiting Timeline



2.12 Applying for Jobs

Achieving the goal to recruit 3.8 million applicants for the 2010 Census demanded the most streamlined application system possible. Those applying for positions were able to do so with relative ease.

All applicants had to meet basic pre-employment eligibility criteria as follows:

1. U.S. Citizenship and/or lawful permanent residency was required. Non-citizens with appropriate work visas were hired, if they had a bilingual skill for which there were no qualified citizens.
2. Must be at least 18 years of age. NOTE: This is a change from Census 2000, when we let 16 and 17 years old work with a permit as long as the job did not involve driving. However, it was determined by our legal staff that because it would be more difficult to enforce Title 13 with minors that we were at risk letting them work with access to Title 13 data and/or materials. Therefore, we changed the requirement to 18 years old and older only.
3. Must have a valid Social Security Number.
4. Males born after December 31, 1959 must be registered with the Selective Service. There were certain exceptions to this requirement.

All applicants were required to:

- 1) Complete a BC-170D, Census Employment Inquiry
Paper job application forms were available to applicants at local job service centers and through some community-based organizations, local libraries, and online at the jobs website. Applicants submitted their BC-170D at testing sessions.
- 2) Take the employment test
Applicants for clerical positions in the office, and non-supervisory field positions were administered the D-267A/B/C/D, Field Employee Selection Aid. Applicants for office supervisory positions and the LCO management and field operation supervisor (FOS) were administered the D-270A/B, Field Employee Selection Aid for Supervisors. Crew Leaders were considered team leaders, not supervisors; therefore, they were not required to take the supervisory test. Testing sessions were held at the local level in locations where recruiting staff could find space to use that was free of charge, such as: in libraries; community anchors, churches, and local government buildings. Testing sessions generally took an hour or more, depending on the number of applicants. The test itself was 30 minutes long; however, applicants also completed their job applications and other paperwork before the test began.

Generally, a converted test score of 70 or more was the minimum score an applicant must receive in order to be considered for employment; however, applicants who did not receive that score and who met all other qualifying criteria may have been considered for census jobs. Applicants' names appeared on selection certificates in test score order with extra consideration in ranking military veterans. Applicants could retest to improve their test scores. Applicants also were allowed to take the test in Spanish, provided they passed an English proficiency test as well.
- 3) Pass a pre-employment background check
All applicants were required to complete a background check for criminal history. Once applicants met the pre-employment criteria, then the applicant was considered available for employment.

Approximately 1,120,778 applicants (28 percent of all applicants) who applied for census jobs from June 1, 2008 through September 30, 2010 did not meet the pre-employment conditions. The Appendix in section 10.2 shows reasons why applicants were ineligible for hire (i.e., not qualified). Some persons who were initially qualified became ineligible for hire later (for example, if the applicant refused a job offer three times).

2.13 Hiring and Selection

LCO staffing projections were modeled based on operational workload projections. The LCO administrative staff selected applicants based on the position requirements that were specified by the Assistant Managers in the LCO. For the 2010 Census, we hired 857,185 employees to fill LCO office and field positions. Note that once hired, many employees were assigned to work on multiple field data collection operations in the same position, apply for promotions during and

between operations, and/or receive battlefield promotions to higher positions that were vacated at critical times during operations.

Hiring strategies included:

1. Frontloading

Frontloading simply is a strategy of inviting a greater number of applicants to training than the number of positions that must be filled after training in order to account for no-shows to training, drop outs during training, and expected turnover after training.

2. Selection by geography

All application information was entered into the Decennial Administrative Personnel/Payroll System (DAPPS). Part of the process for entering an applicants' information into DAPPS was to geocode the applicant to the state, county, census tract, and block he or she lived in. By doing this, the Census Bureau was able to use geographic location as a selection criterion. For example, a manager could request applicants who resided in the same census tract or zip code as the work was available. This practice allowed hiring of local residents to work in their own neighborhoods. Hiring locally helps cut costs, since employees are reimbursed for time and mileage from home (their duty station) to work (the address in their neighborhood assigned to them for followup) and back. Also, local residents are often more familiar with the geographic area that they live in and could be more likely to get better response than an outsider to the neighborhood, especially if they are familiar with the culture or customs of the local population.

3. Selecting the best qualified applicants

In the LCOs, selection clerks used selection guides to interview job applicants before making job offers. The selection grades were developed and issued by Field Division headquarters.

3. Methodology

3.1 Methods

The recruiting and hiring reports generated from DAPPs, Field Division internal reports, Field Staffing Authorization, and lessons learned documentation from debriefings were used to answer the questions outlined in section five. Though other reports and sources were used to write this report, the following sources specifically address each of the following questions.

3.2 Questions to be answered and related data sources

	Question	Data Sources		
1	Did recruiting efforts provide an adequate number of job applicants?	DAPPS Qualified Candidate Recruiting Report, 5/23/10		
2	What, if any, pay revisions (increases or decreases) were there? If so, at which RCC did they occur and under what circumstances?	Memorandum from Regional Director to Chief, Field Division requesting pay rate increases		
3	According to Recruiting Sources Report what was the most successful source for recruitment? Did the results vary by RCC? Why?	DAPPS Recruiting Sources Report (D-424A)		
4	What percentage of the qualified applicant pool was eventually hired?	DAPPS Unique Hires Report (no number)		
5	How effective was the frontloading strategy in placing qualified applicants? Were there areas where the frontloading strategy resulted in more staff than was anticipated?	DAPPS Employees Paid Report	May 2010 Inspector General Audit Report	Lessons Learned Conference, New York, NY, June 2010
6	What recruiting strategies did Field Division use? How effective was each?	Lessons Learned Conference, New York, NY, June 2010	DAPPS D517 - Recruiting and Testing Job Aid	DAPPS D501 - LCO Admin. Manual.
7	What were the benefits and disadvantages of each RCC managing their own 8(a) contract(s) for local media buying services?	Lessons Learned Conference, New York, NY, June 2010		
8	Did each RCC have the required staff complete the COTR training? If not, how many employees completed required training?	Lessons Learned Conference, New York, NY, June 2010		
9	Were the recruiting reports useful? How frequently were they used and by whom?	Lessons Learned Conference, New York, NY, June 2010	DAPPS D517 - Recruiting and Testing Job Aid	
10	What types of advertisements were placed, both locally and nationally?	Lessons Learned Conference, New York, NY, June 2010	National Recruiting Plan for the 2010 Census, Feb 2009	DAPPS D517 - Recruiting and Testing Job Aid

11	How effective was the 2010 jobs web site in attracting applicants?	Recruiting Source Report	Recruiting Website Statistics Report	
12	What, if any, problems arose in the use of the selection guides? If so, what were they and how were they solved?	Lessons Learned Conference, New York, NY, June 2010	Operations Logs	
13	How many calls did the toll-free Jobs Line receive? How many applicants supplied the toll-free Jobs Line as a recruiting source?	Jobs Line Call Raw Data	DAPPS Recruiting Source Report (D424A)	
14	Was the planning database useful for identifying areas where special targeted recruiting would be needed? If not, why?	Lessons Learned Conference, New York, NY, June 2010		
15	What types of training were given to the recruitment staff? Was it sufficient based on self assessments and supervisor assessments?	Operational Recruiting Plan, July 2009		
16	Were any Master Schedule baseline dates missed? If so, why?	Primavera Master Activities Schedule		
17	How many schedule change requests (CR) were needed for the recruiting effort? What was the assumed impact on time, resources, and/or scope?	FI OIT Team Documentation		
18	What was the cost of the Recruiting program? How did actual expenses for the Jobs Line vary from the budgeted amount? Why?	1) RCC Recruiting Staff Costs via Financial Management Reports (FMR) 2) LCO Staff Cost FMRs 3) AMR Cost Report 4) Recruiting Staff Budgets 5) DRIS Contract 6) Jobs Line Help Desk Cost Report	7) Jobs Website Costs Report 8) Advertising Cost Report 9) Printing Cost Report 10) HQ Printing Cost 11) NPC Kitting and Printing Cost Report	12) Field Pay Rate Savings Report
19	Did the 2010 Census recruiting effort provide the appropriate number of applicants to meet requirements on time to conduct various operations for the 2010 Census?	Census Employment Levels Report	Lessons Learned Conference, New York, NY, June 2010	

4. Limitations

Recruiting statistics were gathered from 2008 through May 30, 2010, as recruitment for peak operations ended April 24, 2010. Any changes to the number of applicants after that date were a result of LCOs being behind in their applicant data entry, applicant criminal history background check processing, and processing an applicants' request to remove the application from consideration or job offer refusal(s).

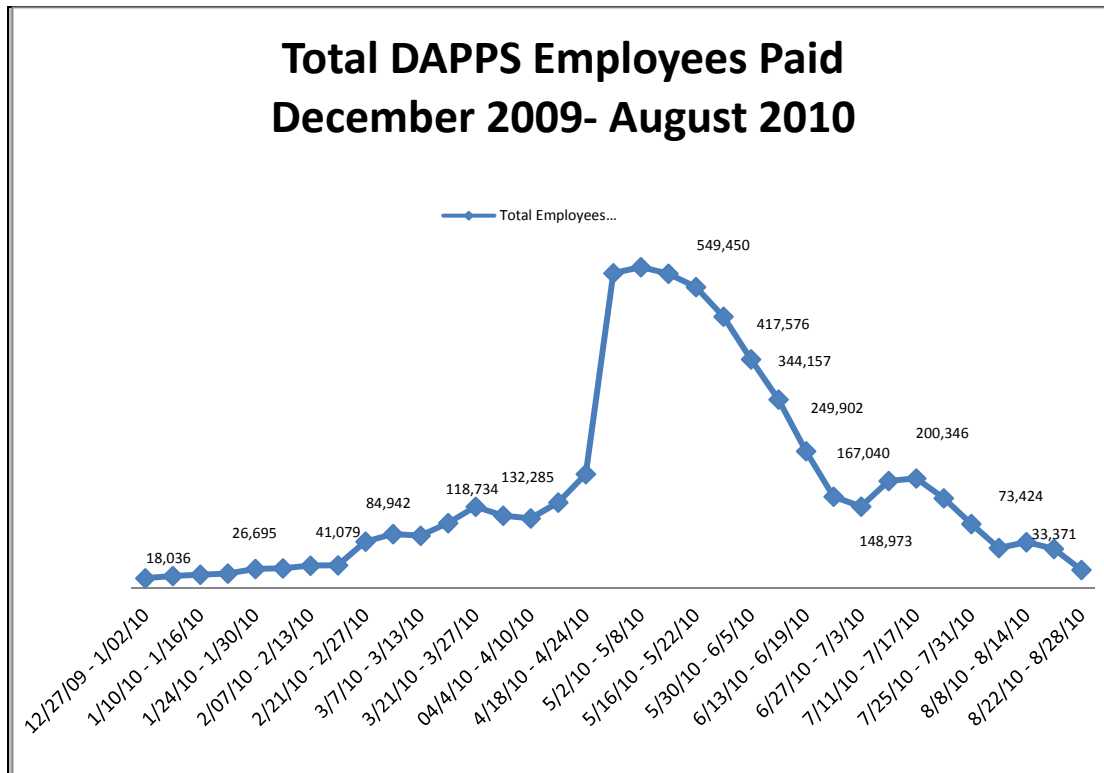
Only expenses related to recruiting were collected, so the emphasis of the report is on recruiting temporary field staff for the local census offices. The report does not address the CHEC or fingerprinting processes.

5. Results

The Census Bureau's Field Division recruited 3.9 million job applicants. The Census Bureau was careful not to excessively exceed the targeted applicant pool in order to save taxpayer resources and limit an unreasonable number of disappointed job seekers as there were only a finite number of jobs available.

Figure 3 below illustrates the dramatic increase of hiring in April 2010, stressing the need for a large pool of qualified candidates from which to draw employees. Note that peak hiring occurred two months after peak recruiting in February 2010 (Refer to Figure 1). This was a major challenge for the 2010 Census and was successful.

Figure 3: DAPPS Employees Paid



As a result of having a large applicant pool, the Census Bureau was able to begin NRFU on time in early May 2010 fully staffed in almost every area of the country.

Several factors contributed to the success of 2010 Census recruiting, including the following:

- Establishing locally competitive pay rates
- Early hiring of RCC Recruiting Coordinators
- Establishing the national toll-free census jobs line (1-866-861-2010), which connected callers directly to their LCO
- Establishing and maintaining a 2010 Weekly Recruiting Goals spreadsheet report broken down by RCC, LCO, and census tract, updated weekly at headquarters before distribution to the RCCs
- Establishing a recruiting website that provided job information and advised applicants how to apply for census jobs.
- Using national, RCC, and local partners to assist with recruitment

Figure 4 provides some high level comparisons between Census 2000 and the 2010 Census.

Table 4: Comparing the Census 2000 and the 2010 Census

Metric	2000	2010
Number of LCOs	520	494
Recruiting Goal	3,000,000	3,800,000
Applicants	3,750,000	3,940,000
Qualified Applicants	2,633,000	2,800,000
Planned Hires	864,000	1,200,000
Hires	965,000	857,000
Nominal Cost (2000 dollars)	\$192,000,000	
Cost (2010 dollars)	\$242,000,000	\$248,500,000
Cost Per Applicant (2010 Dollars)	\$83	\$64

5.1 Did recruiting efforts provide an adequate number of job applicants?

The 2010 Census Recruiting program brought in 3.9 million applicants, exceeding the recruitment goal of 3.8 million. However, as stated earlier in this report, not all applicants successfully passed the employment test or background check. Out of the 3.9 million, 2.8 million applicants were eventually deemed qualified (about 72 percent) and to be hired.

The 2.8 million qualified applicant pool was more than adequate for the LCOs to select its staff.

These numbers include management candidates; all management candidates had to take a test and their information was entered into DAPPS so that they could be put through the CHEC process. They were rated and ranked in DAPPS, but they were not hired in DAPPS. When they were offered and accepted a job as a manager they were made ineligible for hire in DAPPS, so they were still part of the applicant pool, but the managers who were eventually hired were not part of the qualified applicant pool (being made ineligible).

5.2 What, if any, pay revisions (increases or decreases) were there? If so, at which RCC did they occur and under what circumstances?

The Census Bureau contracted with an expert consultant to determine LCO pay rates.

The research organization, Westat, Inc., developed a methodology to determine LCO pay rates for Census 2000 that utilized county-level BLS wage rate data. The Census 2000 pay rates were highly successful, and Westat, Inc. was contracted to replicate the Census 2000 pay rate process to determine the 2010 Census LCO staff pay rates.

Westat delivered draft LCO pay rates for early census operations in fiscal year 2009 and for the peak operations in fiscal year 2010. The Westat, Inc. model incorporated a 10 percentage point increase for calendar year 2010 to compensate for the increased difficulty of the enumeration field operations conducted in 2010. This would mean increasing the LCO wage rates from 65 percent of a county's median wage rate to 75 percent. The draft LCO pay rates were provided to the Regional Directors, who recommended adjustments to some LCO pay rates related to unique geographic and economic conditions impacting their ability to attract sufficient applicants.

The Census Bureau was mindful that flexibility in wage rates was crucial to address sporadic local recruiting issues; therefore, regional management had the ability to petition for pay rate increases for specific positions in geographic areas (county being the lowest level) where they were encountering difficulty recruiting qualified applicants. The submission of a pay rate increase request was deemed a last resort and regional management was instructed to exhaust all recruiting strategies and resources prior to making a request.

All LCO pay rate increase requests required a written justification formulated by the regional management and approved by Census Bureau [Field Division, Decennial Management Division (DMD), and Human Resources Division (HRD)] management.

In calendar year 2009, there were 52 approved LCO pay rate increase requests which covered the entire LCO, selected counties in the LCO, or selected positions in the LCO. In contrast, 60 LCO pay rate increase requests were not approved. All 12 pay increase requests received in calendar year 2010 were approved based on strong justifications. See appendix 10.3, Pay increases in 2009 and 2010 for a complete list.

The RCCs provided strong justifications with their requests for pay rate increases. For example, the Denver RCC management requested an increase from \$9.50 to \$11.00 an hour for clerical positions in the Billings, Montana LCO. The justification for this request documented that 75 of the 112 clerical job offers were declined due to insufficient pay and the success rate in filling clerical positions as of January 2009 was only 13 percent.

Once the pay increase was approved, the LCO management found qualified candidates who agreed to accept the open clerical positions. This pay rate increase request was highly

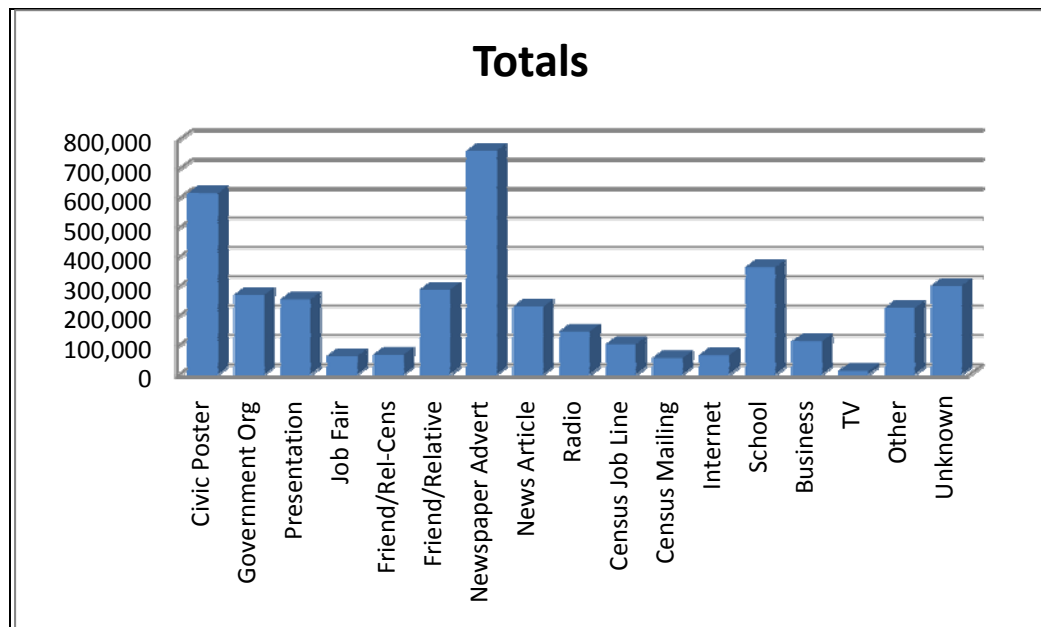
effective in addressing a specific recruiting issue. Another example occurred in March 2010 when the Chicago RCC management requested an increase of \$2.25 per hour for all office and field positions in the Superior, Wisconsin LCO. The request justification included a rationale that the pay rate increase was necessary to successfully recruit needed staff and retain on-board staff. As of the date of the request, this LCO had more than 25 percent of the applicants refusing positions due to low pay.

The justification noted that the town of Superior, Wisconsin was located just across the state border from the Minnesota port city of Duluth, where most union port jobs exceeded \$15.00 per hour. They had four managers resign and another six candidates decline positions due to inadequate pay for the above census positions. The pay rate increase request was approved, and the LCO was able to effectively recruit qualified applicants and complete all census operations.

5.3 According to Recruiting Sources Report what was the most successful source for recruitment? Did the results vary by RCC? Why?

The marketing source of census job opportunities most identified by recruits was paid newspaper advertisements, which were identified by 19 percent of the 760,814 applicants. Hanging civic posters was the second most identified source with 16 percent; hearing about census jobs from their school came in third place at 9 percent. Most of the local advertising dollars were spent on local newspaper advertisements. The results did not vary by RCC; they were remarkably the same throughout the country. Figure 5 below shows where applicants first learned about census job opportunities.

Figure 5: Recruiting Sources National Totals (D-424A Report)



5.4 What percentage of the qualified applicant pool was eventually hired?

Out of the 3.9 million applicants, 2.8 million applicants were deemed “qualified”, meaning they submitted a complete application package, passed the background check and employment test, and were deemed suitable for employment. Of these, 857,185 (31 percent of the qualified pool) were eventually hired to conduct decennial operations.

5.5 How effective was the frontloading strategy in placing qualified applicants? Were there areas where the frontloading strategy resulted in more staff than was anticipated?

This strategy was very successful; the LCOs had enough staff to successfully complete all major decennial operations on time. Of course, it was expected that some hard-to-recruit areas would have more of a challenge staffing operations than others and that some areas would have more turnover immediately after hire than others.

5.6 What recruiting strategies did Field Division use? How effective was each?

Because recruiting for the 2010 Census is such a localized activity, very different strategies work for different locales. In general, keeping in mind the local nature of recruiting, some of the most effective strategies were:

- Competitive pay rates were established at local or county levels. As stated earlier, local pay rates were used and could be adjusted when all other recruitment or retention options failed. The option to request a pay rate increase when needed helped ensure a sufficient number of applicants were not only recruited, but also helped reduce attrition.

- LCOs hired Recruiting Assistants (RA): RAs were hired from within the geographic area they were to recruit. As a result, most had established ties in the communities where they worked. The RAs established contacts and recruited candidates by attending job fairs and community events, hanging posters, handing out brochures, and business cards, and giving presentations in various targeted locations.
- Paid advertising, such as classified advertisements, radio, billboards, TV, online social networking sites, jobs boards, etc., were also used at the local level.
- Recruitment progress was tracked weekly at the LCO/RCC level and by Headquarters. Keeping a close eye on progress and determining where additional effort was needed helped to successfully obtain a qualified applicant pool. The RCCs/LCOs were also able to identify quickly where recruiting efforts were sufficient enough to slow or stop recruiting in order to prevent over recruitment in certain areas.
- LCOs participated in community outreach activities, such as utilizing partners, networking with local unemployment offices, and reaching out to faith-based organizations.
- The national toll-free jobs line helped clarify job information to candidates once they heard about the opportunities elsewhere and made it easy for candidates to get directed to the correct LCO.
- The 2010 Census Jobs Website provided more information on specific job duties and job locations. The information also helped candidates decide if their skill sets and job preference matched the jobs that were available with the decennial census.
- Waivers and hiring exemptions enabled many well-qualified individuals to work on the 2010 Census who otherwise might not have applied for jobs, particularly in some hard-to-enumerate areas. The Human Resource Division negotiated the waivers and hiring exemptions, working with the OPM and other Federal and state agencies.

5.7 **What were the benefits and disadvantages of each RCC managing their own 8(a) contract(s) for local media buying services?**

Advantages:

One benefit was that contractors would make larger media buys than RCC staff were allowed to make. Regional Directors were delegated authority to purchase advertisements up to \$10,000; however, this authority could not be re-delegated and purchases between \$3,000 and \$10,000 had to be done through NPC. These limitations were a hindrance to the recruitment effort and having 8(a) contractors helped streamline the process. In addition, advertising agencies have industry contacts which theoretically allow them to obtain better advertising rates.

Disadvantages:

There were numerous disadvantages of the RCCs using 8(a) contractors for local media buying services.

The largest disadvantage was the RCC staffs' inexperience with contract management. This disadvantage was multiplied with the contractor being an 8(a) advertising agency, with little to no experience in serving as a prime contractor for

a Federal agency. Field Division's Recruiting Branch at headquarters constantly had to resolve numerous problems between the RCCs and the contractors.

Other disadvantages included:

- Initially, headquarters staff found it difficult to identify enough 8(a) contractors who performed media buying services within each RCC geographic area.
- Discounted rates on advertisements were sometimes offset by the labor costs of the contractors.
- Several of the 8(a) contractors were not able to keep up with the workload. They missed numerous insertion requests because they were not sufficiently staffed.
- The 8(a) contractors' inability to properly invoice. Headquarters staff had to assist the contractors with the invoicing process, further reducing the savings on any discounted media buys the contractors could offer.
- Contractors not paying the local media outlets. A few of the contractors had issues with invoicing the Census Bureau and also had issues making payments to the vendors (media outlets) they bought advertisement from. The media outlets then asked the Census Bureau to intervene with the contractors who failed to pay them. Since the Census Bureau contract for the media buy was between the contractor and the media outlet, the Census Bureau could not satisfy the vendors request for payment. Some of the media outlets contacted their congressional representatives to ask them to assist in resolving payment issues.

5.8 Did each RCC have the required staff complete the Contracting Officer Technical Representative (COTR) training? If not, how many employees completed required training?

In order to oversee recruiting contracts each region was required to have a certified Contracting Officer Technical Representative (COTR). Each RCC had at least two employees attend the required 40 hours of Contracting Officer Technical Representative (COTR) training. To become a "Certified COTR," an additional 21 hours of training in Program Management, Market Research, Acquisition IT Security, etc., was required. Six of the 12 RCCs in 2009 had a primary and at least one alternate certified COTR; three had a primary certified COTR; and the remainder had neither. During the calendar year 2010, 11 RCCs had at least one certified COTR, and six of the regions had an alternate certified COTR. Los Angeles was the only RCC that did not have any certified COTRs. Though twenty people completed the required certified training, the process was extremely long.

5.9 Were the recruiting reports useful? How frequently were they used and by whom?

The RCCs and the LCOs found the recruiting reports (all of the DAPPS and the headquarters reports) to be very helpful in planning, implementing, and monitoring recruitment goals.

5.10 What types of advertisements were placed, both locally and nationally?

National media buys were placed only during the early operations recruitment effort and they were limited to online advertisements. Advertising funds were redistributed to the RCC level during peak recruitment due to the more focused approach needed at the local level. Regionally and locally, the following advertisements included, but were not limited to:

- Classified newspaper ads
- Radio
- Billboards and other out-of-home advertising
- Internet advertising
- Television
- Magazine ads
- Movie Theater ads
- Email Blasts - An email sent to multiple recipients, intended to inform them of announcements, events, or changes. A variety of methods can be used to send the same email to multiple recipients.
- Yard signs – (also known as lawn signs) are used in advertising and election campaigns. They are small signs placed on lawns and other open areas.

5.11 How effective was the 2010 Census jobs web site in attracting applicants?

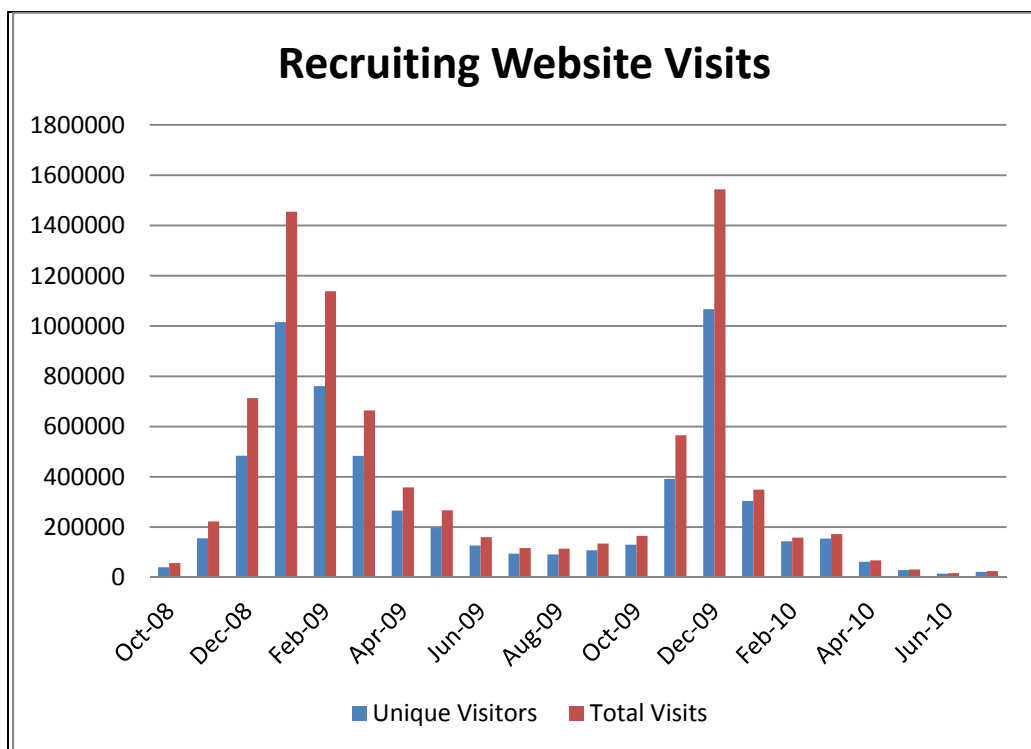
According to DAPPS, only 1.6 percent of the applicant pool identified the jobs website as their primary source of information about census jobs. However, we could not tell how many may have seen an internet ad, clicked on the link, and were then automatically taken to the 2010 Census jobs website.

While most candidates learned of the employment opportunities elsewhere, they went to the website for more information or clarification of the application process. Thus, the site proved helpful in describing what the various job duties entailed once interested parties heard about the jobs elsewhere.

This tool prevented those who would not be interested in Census type work from applying and confirmed others' interest in a cost effective way. Job locations and local pay rates were outlined. The job website did not provide a way to apply for jobs directly, however instructions for how to apply were provided along with telephone numbers to call to get the application process underway.

As you can see in Figure 6 below, peak website visits corresponded to both early and peak recruitment campaigns and dropped off significantly after those campaigns ended.

Figure 6: 2010 Census Recruiting Website Traffic



After peak recruitment ended, the website provided a link to a page which outlined brief job descriptions of certain positions for the use of former LCO temporary workers to use in their resumes to record the skills learned and/or used during their employment with the Census Bureau. It also had links to www.usajobs.gov and www.careeronestop.org to aid former workers in their new jobs searches.

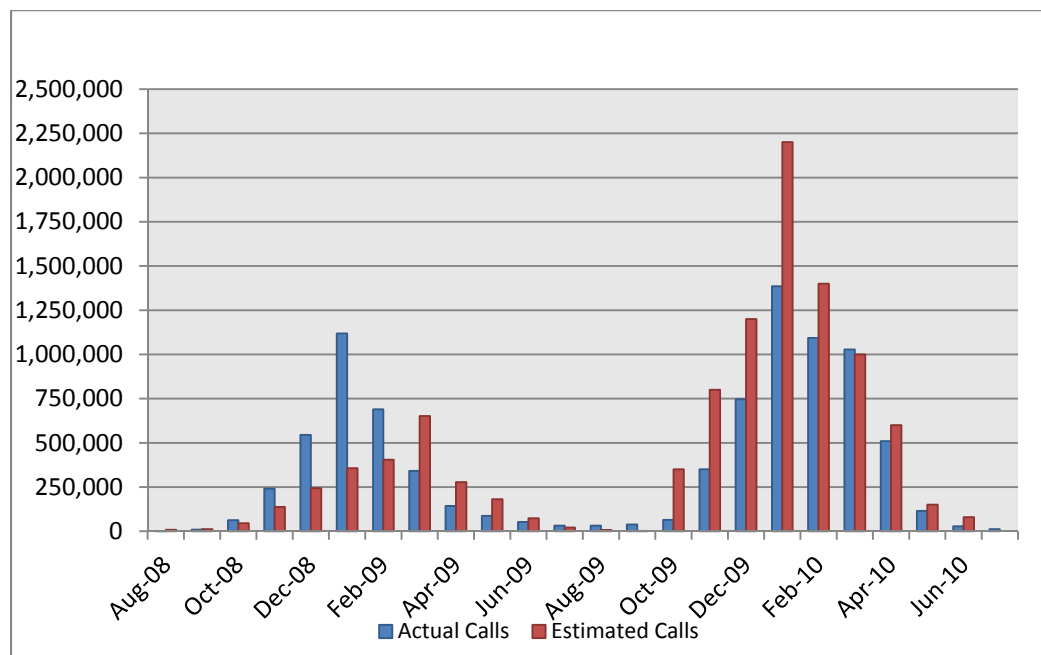
5.12 What, if any, problems arose in the use of the selection guides? If so, what were they and how were they solved?

Field Division created selection guides for each LCO position. The selection guides helped field staff decide which candidates to hire from the pool of qualified candidates. No major issues with the selection guides were reported by the RCCs or LCOs. Field Division created addendums to the selection guides to accommodate administrative changes that were made throughout the 2010 Census, such as hiring enumerators early to collect fingerprints once the decision was made that fingerprinting hires would be part of the hiring process. Field Division also updated the selection guides to reflect the decision to have applicants come early to training to complete a newly revised I-9 employment form, if needed.

5.13 How many calls did the toll-free Jobs Line receive? How many applicants supplied the toll-free Jobs Line as a recruiting source?

The toll-free Jobs Line received nearly 9 million calls while it was in operation from August 2008 through July 2010. However, only 102,691 of the applicants listed the Jobs Lines as their primary recruiting source. Most heard of the employment opportunities elsewhere and later called the Jobs Line for more information or clarification of the application process. As seen in the Jobs website traffic, call volume increased during early and peak recruitment campaigns with increased media buzz from Census Bureau outreach and advertising campaigns during those months. Figure 7 below shows the 2010 Census toll free Jobs Line call volume.

Figure 7: the 2010 Census Jobs Line Call Volume



5.14 Was the planning database useful for identifying areas where special targeted recruiting would be needed? If not, why?

Yes, the planning database was useful for identifying areas where special targeted recruiting would be needed. RCCs and LCOs used the planning database to develop Integrated Tract Action Plans to strategize their recruitment efforts in hard-to-recruit and hard-to-enumerate areas. The planning database was also helpful for the regional and LCO staff to identify areas where they needed to recruit individuals with specific language skills to work in neighborhoods where languages other than English are spoken in the home.

5.15 What types of training were given to the recruitment staff? Was it sufficient based on self assessments and supervisor assessments?

The training was modularized so that, depending on the position a person held and their role in the recruiting process, they would receive specific modules. Recruiting staff were trained using the D-517 and D-617, Recruiting Modules. The modules were as follows:

- Module 1: General Information for Recruiting Staff
- Module 2: Recruiting Activities in the Field
- Module 3: Recruiting Activities in the Office
- Module 4: Testing Process
- Module 5: Supervision and Management of Recruiting

Generally, staff was trained as follows:

The Recruiting Coordinator and/or the Recruiting Assistant in the RCC trained the AMRs in the LCOs. The AMRs trained the (OOSR) (who worked in the office recruiting functions) and RAs (who worked in the field finding applicants and running employment testing/ application sessions). The AMRs and/or OOSR trained the recruiting office clerks.

5.16 Were any Master Schedule baseline dates missed? If so, why?

Various Field Infrastructure Administration (FIA) activities in the Master Activities Schedule dates either started or ended late. Figure 8 below indicates those activities.

Table 8: Recruiting and Hiring Late Starting or Ending Activities

Recruiting and Hiring Schedule, Primavera report 9/1/10				
Activity Name	Baseline Start	Actual Start	Baseline Finish	Actual Finish
Deploy Toll-Free Jobs Lines (Calls Point to ELCOs)	10/1/2008	9/30/2008	2/17/2009	3/24/2009
Select and Hire Enumeration of Transitory Locations Field Staff (Field Office Supervisors, Crew Leaders and Enumerators)	2/1/2010	2/16/2010	4/9/2010	3/12/2010
Select and Hire CCM Initial Housing Unit Follow Up (HUFU) and HUFU Quality Assurance Field Staff (FOS, CL, Enumerator)	12/30/2009	1/11/2010	4/8/2010	4/8/2010
Select and Hire Quality Assurance Control Staff	2/23/2010	1/19/2010	3/8/2010	3/12/2010

Highlighted dates were late to start or finish

1. Field Division was late to finish Deploying the Toll-Free Jobs Line. Instead of finishing on February 17, 2009, it finished on March 24, 2009 because not all ELCOs were open on time, preventing the installation and staffing of phone lines. However, calls that would have gone to late opening offices were routed to other offices until those offices were open. The jobs line was built for this type of rolling opening, so it had little impact on the recruiting program.
2. Select and Hire Enumeration of Transitory Locations Staff activity line was mistakenly statused as starting February 16, 2010 instead of February 1, 2010 per Chief of the Field Division's Decennial Administrative Branch, thus it was not late to start and the operation ended up finishing early.
3. Select and Hire Census Coverage Measurement Initial HUFU and Housing Unit Followup QA Field Staff started "late" in the master schedule but "on time" in the CCM operational schedule. Field Division did not status the MAS to show the correct date the selection started. The activity actually started on January 4, 2010 and finished on time on April 8, 2010.
4. Select and Hire QAC Staff finished four days late even though they started early. The activity was late because LCOs were still hiring staff for the various operational areas. However, there was no impact to the overall operation as a result of the delay in hiring staff.

**5.17 How many schedule change requests (CRs) were needed for the recruiting effort?
What was the assumed impact on time, resources, and/or scope?**

There were five schedule change requests to the recruiting schedule from the start of early recruiting in March 2009 through peak recruiting. Two of the five changes delayed Debriefing Conferences, which did not alter census work in any way. The remaining changes were not major and resulted in minimally revised dates, that nevertheless did not affect the finish date for any operation.

Table 9: Recruiting and Hiring schedule Change Request

Type of CR	Activity	Why
Delay Activity	10FIA-06160	Delay Recruiting Conference #3 from June 2009 to August 2009 to allow AC to finish thus allowing key individuals to attend the conference.
Clean up original schedule	10FIA-52150	Increased duration of Select and Hire Remote Alaska Field Staff (Field Operations Supervisors, Crew Leaders, Enumerators) by 23 days so the time between Start and Finish dates are accurate.
Delay Activity	10FIA-52170	Change Base Line Start date for "Select and Hire Remote Update/Enumerate Field Staff (Field Operations Supervisors, Crew Leaders, and Enumerators)" from October 30, 2009 to January 11, 2010, but keep the Finish Date the same – May 21, 2010. Activity is now in line with the operational schedule.
Delay Activity	10FIA-06170	Delay Recruiting Debriefing to allow more planning of event in New York.
Delay Activity	10FIA-43010	Delay base line start date for "Select and Hire Field Verification Production and Quality Control Staff" from June 11 to July 1 as there is no need to start selecting and hiring as early as June 11 th for this operation. Finish date remains the same.

Note - The above data are from the Primavera Master Activity Schedule from March 2009 through May 2010. Data do not include minor one-day changes to the schedule to repair minor mistakes when the schedule was created or to repair relationship logic errors with other activities.

5.18 What was the cost of the Recruiting program? How did actual expenses for the Jobs Line vary from the budgeted amount? Why?

As itemized in Figure 10, the 2010 Census recruiting costs totaled \$248,434,099, which was 67.7 percent of the budget allotted for the program over the three-year period from FY 2008 – FY 2010.

The main reason the program completed under budget was a direct result of the ease of recruiting at a time of record high unemployment, combined with operational strategies to take full advantage of this opportunity. Simple word-of-mouth and free publicity in the media were able to ensure adequate recruitment in many areas, so RAs had to spend less time publicizing census jobs and looking for recruiting sources than was originally planned. Other areas that were more difficult to recruit benefited from paid advertising in local newspapers. Field Division could not have foreseen the recession's effects on unemployment several years before they started to recruit staff, which is when the budget was developed.

This resulted in a cost of \$64 per recruit. We calculated this figure by dividing the \$248 million recruiting cost by the 3.9 million applicants. (Cost per recruit = \$248,000,000/3,900,000 = \$64)

In comparison, the amount spent in 2000 was \$66 per applicant (\$83 with inflation adjusted to 2010 dollars).

Table 10: 2010 Census Cost of Recruiting

FY 2008, 2009, & 2010	Spent	Original Budget
Staffing		
RCC Recruiting Staff & Expenses	\$8,633,012	\$12,271,632
LCO Recruiting Staff & Expenses (Includes LCO AMR Staff)	\$207,860,458	\$312,871,043
Telephony/Website		
Jobs Line - Decennial Response Integration System (DRIS) Contract (design, development, execution, and operating expenses)	\$5,840,000	\$7,010,000
Jobs Help Line (Does not include Background Check Help Line)	\$1,520,136	\$0
Jobs Website Development	\$340,052	\$220,404
Advertising & Recruitment Costs	\$24,240,441	\$34,755,745
TOTAL	\$248,434,099	\$367,128,824
Cost Savings =	\$118,694,725	
Source: Financial Management Reports Notes: <ul style="list-style-type: none"> ▪ Staff Expenses include travel, payroll taxes, etc. ▪ Doesn't include: <ul style="list-style-type: none"> ✓ \$10,515,124 in printing costs ✓ Headquarters planning and administrative costs ✓ Fingerprinting and CHEC costs 		

5.19 Did the 2010 Census recruiting effort provide the appropriate number of applicants to meet requirements on time to conduct various operations for the 2010 Census?

Yes, a pool of 2.8 million qualified applicants was sufficient to select hires nationwide. This averaged more than three qualified applicants for every hire. Some qualified applicants did not take jobs that were offered to them and some were not located in the right geographic location where jobs vacancies existed.

6. Related Assessments

- Integrated Communications Program Assessment

7. Key Lessons Learned, Conclusions, and Recommendations

7.1 Lessons Learned

1. In support of the recruitment effort, twenty contracts were awarded to 8(a) Small Business Administration certified vendors, for local media buying services; as well as two task orders -- one under the Decennial Response Integration System (DRIS) contract for developing and maintaining the national toll-free jobs line, and one under the Integrated Communications Campaign contract (Draftfcb), for developing recruitment advertisements (e.g. TV, radio, print, Internet), and for national media buying services. The procurement process, including Acquisition Division's (ACQ) involvement, should have begun earlier than 2007, as the process for preparing the statements of work, identifying and selecting contractors, and for ACQ to award multiple contracts, was longer than anticipated.
2. To decentralize the process of placing local recruitment advertisements, RCC Recruiting Coordinators were tasked with serving as Contracting Officer Technical Representatives for the local media buying contract(s) covering their regional areas. None had previously served as COTRs; all required COTR training and certification. In November 2007, OMB issued additional requirements for COTR certification -- known as the Federal Acquisition Certification for COTRs (FAC-COTR). Not all RCC Recruiting Coordinators completed the COTR certification process, and of those who did; many were not experienced enough to manage a government contract for advertising services. Combined with the accounting difficulties experienced by the selected 8a local media-placement contractors, the lack of qualifications or previous experience in contract management in the RCCs led to the need for HQ recruiting staff to assist managing the contracts.
3. Development and use of the Integrated Track Action Plan to target hard-to-enumerate and hard-to-recruit areas, allowed for strategic recruitment planning with the use of demographic and economic data at the census tract level, and provided a tool to predict and track progress. These data included unemployment rates, languages spoken at home, education level, and other factors related to the recruiting potential. The result was the Bureau's most strategic recruitment effort to date.
4. Economic factors, such as very high unemployment rates, greatly impacted the 2010 Census recruitment experience. In 2009, several management controls were put into place to temper the recruitment effort without risking the requirement to have a sufficient

number of qualified applicants for peak operations. One such control included adjusting recruitment goals downward at the local level to mitigate the risk of over-recruiting. The strategies implemented were successful; however, for future censuses, analysis should be conducted to evaluate economic factors that are associated with, and predictive of, employee interest in census work, such as national and regional unemployment levels. These data should be used to determine the potential temporary workforce pool, and to adjust decennial recruitment methods accordingly.

5. Greatly enhancing the 2010 recruitment effort was the development and utilization of dynamic recruiting goals at the census tract level, which automatically accounted for the variability in applicant qualification rates from location to location. Qualification rates by LCOs varied greatly, from 42% to 93%, with an overall average of 71% to 72%. The variation significantly impacted the total number of recruits needed to yield the appropriate number of qualified candidates required to staff census jobs. Never before were census managers better equipped with a tool that provided an analysis of the precise number of recruits needed, at the tract level, relative to a fluctuating qualification rate.
6. Clearly define physical requirements and reasonable accommodations for census jobs prior to operations. Ambiguous guidance about physical requirements for census jobs caused confusion when determining whether or not requested or possible accommodations were reasonable in cases when it was unclear whether or not an applicant or appointee was able to meet physical requirements. In addition, lack of guidelines during testing created delays in the scoring of tests for applicants whose accommodations involved disregarding map-related questions.
7. A significant problem encountered was errors identified in the employment tests (English and Spanish) as well as the practice test. This caused last minute efforts to correct the errors.
8. The selection aid used for interviewing and hiring RAs did not include questions that addressed the skill set needed to successfully perform recruiting duties. The selection criterion used did not probe for specific skills the applicant should possess to successfully recruit a sufficient number of qualified applicants in their local area. Key topics omitted included prior experience working with diverse populations; ability to attend events and make presentations in front of large audiences; and, the ability to distribute materials to organizations and community groups.
9. Inasmuch as recruiting is one of the first operations to take place for the decennial; often, processes are still being established after recruiting has already begun. One case in point includes the review and vetting process for externally released products (e.g. recruitment advertisements, brochures, other publications). While the Communications Directorate later established a formal review and approval process, it was well after recruitment

materials were finalized and being printed. To address the problem, Field Division established three interdivisional review teams, along with a review process, to ensure input and consensus was received from all stakeholders. The three teams assembled were for reviewing and providing feedback on (1) Spanish language recruitment materials; (2) recruitment advertisements; and, (3) the jobs web site. RCCs assigned at least one representative for each team. This approach was very successful.

10. Veterans preference and selection procedures were not sufficiently covered in training, which resulted in confusion and inconsistent application of the rules and procedures. This includes information contained in various manuals and in-person training provided to staff during on-boarding.
11. For Census 2000, essential physical job requirements for LCO positions were established (reference 2000 Decennial Census RCC Administrative Memorandum 99-103, dated July 7, 1999) using an evaluation study linking essential tasks of a position to physical duties. While these essential physical job requirements were not to be used to determine whether or not an applicant could qualify for a position; they were to be used to serve as a base of information in the dialogue with an individual regarding reasonable accommodation. For the 2010 Census, no such guidance was issued, and there was a need for more clearly defined physical job requirements and reasonable accommodations for recruiting (i.e. testing) and employment. Ambiguous and non-existent guidance caused considerable confusion at the regional and local levels.
12. The 2010 Census jobs web site -- www.2010censusjobs.gov, enhanced with automatic geographic interface to the respective LCO, provided detailed job information (including local pay rates) and requirements, overview of the screening process, local contact information, office locations, application forms for downloading, and engaging video vignettes for each demographic cohort. The 2010 Census job website, that, for the first time, included Spanish language web pages, garnered nearly 18 million visits.
13. Another essential recruitment tool was the use of the newly developed/designed toll-free jobs line – 1-866-861-2010, unique to the Census Bureau and developed under the DRIS contract, accommodated the routing of callers using wide-ranging technologies (i.e. landline, mobile and VoIP), and provided automated triage to LCOs (executed in a two phase roll-out -- first to 12 RCCs and 151 early LCOs, and then to 494 LCOs), using 41,000-plus ZIP Codes and county identifiers. The jobs line connected callers to the appropriate LCO, providing electronic qualifications screening, and other strategies to make it simple for potential recruits to quickly decide if they were interested, and/or how to proceed with the application process. Use of the jobs line facilitated our ability to build an applicant pool and hire indigenously. The jobs line received approximately 9 million calls from prospective applicants.

14. Considerable time was spent fielding questions from the Public Information Office (PIO) and/or the media regarding census jobs and the application and hiring process. Many times various PIO staff would contact Field Division with the same exact questions already answered in previous communications. A document of questions and standard responses should have been developed and used by PIO to answer external inquiries; something more specific than their “Talking Points” document.

7.2 **Conclusions**

The 2010 Census Recruiting Program culminated in the recruitment of 3.9 million applicants, of which 2.8 million were deemed qualified. From this pool, the Census Bureau hired 857,000 employees to staff the 2010 Census.

The 2010 Census Recruiting and Hiring Programs were a success; the 2010 Census recruiting goals were met on time and significantly under budget. Every major field operation started and finished on time nationally as a direct result of recruiting and hiring a highly qualified temporary workforce.

7.3 **Recommendations for the 2020 Census**

1. To streamline the application process, the paper-based process should be replaced with one that is automated and integrated with the decennial applicant personnel and payroll system. In addition to increasing efficiency, improving productivity, and saving time, an automated process will ensure consistency in how applications are processed, as well as provide census managers with real-time recruitment information, thus reducing the bottom line – cost. At a minimum, the solution should include:
 - The ability for applicants to apply for census jobs, and for the Census Bureau to process applications online in real-time (e.g., a solution similar to USAJOBS.gov)
 - Explore the possibility of online employment testing; and, in addition, an integrated automated testing device (e.g., tablet computer) that allows testing in the field, with real-time statusing.
 - Online employment test scheduling, with email confirmation and reminders (both by phone and email).
 - The ability for applicants to check application status online.
 - Full integration with the 2020 Census decennial applicant personnel and payroll system (i.e., 2010 Census DAPPS).
2. Obtain OMB & OPM approval to use the BC-1431, Applicant Background Questionnaire, to capture applicants’ self-identification of race and ethnicity at the time of application and testing. These data are used to identify possible deficiencies in the applicant pool, and to target areas needing additional recruiting strategies. This information was collected for the 1990 and 2000 censuses; however, for the 2010 Census,

approval was not granted to collect these data at the time of testing. This negatively impacted our ability to assess our progress in building an applicant pool that reflects the diversity of the communities in which they live.

3. The employment test needs to be re-validated, or a new test developed and validated. The current test is the same employment test used for multiple censuses. If a new selection tool is to be created based on different methods for application and/testing (e.g., online application or testing), then sufficient time must be incorporated in the schedule to ensure that selection tests and answer keys will be validated and error-free.
4. Ensure the integrity (i.e. safeguarding) of testing materials and instruments appropriate to methods and forums for qualifying and ranking applicants for future census jobs. The concern is that a test could be leaked to the public, which could render it ineffective as a tool to qualify and rank applicants. During the 2010 Census, this would apply to tests or answer keys that were unaccounted for, published online, or unintentionally distributed. The recommendation is to consider possible risks to the integrity of testing materials and instruments prior to recruitment and to determine mitigation or contingency plans if compromise of testing materials is a risk, especially if the process for testing applicants changes to incorporate online application, un-proctored testing, or other possibilities.
5. Establish hiring policies and criteria early in the planning cycle (prior to a dress rehearsal) in order to test whether or not policies yield applicants with the necessary skills appropriate for the jobs. For example, the selection aid used for interviewing and hiring RAs did not include questions that addressed the skill set needed to successfully perform recruiting duties. The selection criterion used did not probe for specific skills the applicant should possess to successfully recruit a sufficient number of qualified applicants in their local area. Key topics omitted included prior experience working with diverse populations; ability to attend events and make presentations in front of large audiences; and the ability to distribute materials to organizations and community groups. In addition, the Government Accountability Office (GAO) criticized the Census Bureau's choice of skills and experiences used to rate and rank applicants for LCO management positions, as incumbents in those jobs did not feel that those skills and experiences were most necessary for the jobs. In both cases, early evaluation of whether or not hiring policies and criteria were yielding candidates with the necessary skills appropriate for the jobs could have improved the quality of applicants for key positions, and therefore, management of the census at the LCO level.
6. Establish internal hiring policies early in the planning cycle. Internal hiring policies within the scope of this assessment include movement from one DAPPS position to another DAPPS position, from a DAPPS position to an LCO management position, and from one LCO management position to another LCO management position. These policies include procedures for E/LCO employees who apply to other E/LCO positions,

as well as employee movement at times deemed critical to operations (e.g., “battlefield promotions”). These policies were established shortly before the beginning of the Address Canvassing field operation and revisited as staff were selected for LCOs opening in late 2009 and also prior to the NRFU field operation. If these policies were established earlier in the planning cycle, then they could be tested during Dress Rehearsal, resulting in policies and procedures that would be both more functional, less confusing, and that require less revision during critical hiring times.

7. Evaluate use of employment waivers to ensure that hiring flexibilities are used strategically to fill key census positions with employees with critical skills and increase the applicant pool in hard-to-recruit areas.
8. Early on, establish internal process for stakeholders (interdivisional) to review and approve documents for external release.
9. Review the process for establishing competitive pay rates geographically, and consider the results from the 2010 pay rate evaluation.
10. Take into consideration economic conditions when establishing recruitment plans, strategies, and goals. Continuous monitoring is essential throughout the recruiting process. Overall flexibility is essential to allow immediate redirection of recruiting strategies and resources, especially (and as was the case for the 2010 Census) when the economy naturally produces an overabundance of candidates. As was done for the 2010 Census; instead of using a broad brush technique, a neighborhood specific recruitment strategy must be implemented to offset imbalances, area by area.

8. Acknowledgements

DMD would like to thank the Decennial Recruiting Branch and the Decennial Administration Branch in Field Division for assistance in gathering the program information and metrics for this report. In addition, we would also like to thank the Decennial Field Staff, in the Human Resources Division, for their assistance in writing this report.

Additional Background Information

1. Jacobson, Lou, Ian Petta, and Regina Yudd (2002), Census 2000 Staffing Programs, Recruiting Component, Census 2000 Evaluation (G.1 part), U.S. Department of Commerce, U.S. Census Bureau, Washington, DC, June 7, 2002.
2. U.S. Census Bureau, (April 2001), Final HQ Recruiting Report
3. U.S. Census Bureau, (February 2009), National Recruiting Plan for the 2010 Census
4. U.S. Census Bureau, (July 2009), 2010 Census Operational Recruiting Plan
5. Westat, Inc. (September 9, 2009), The Effect of the Current Recession on Census 2010 Field Operations.

10. APPENDIX

Table 10.1 **Census Bureau Decennial Dual Employment Agreements with:**

AGENCY	No. of Employees
Advisory Council on Historic Preservation Count	3
Appalachian Regional Commission Count	2
Commission on Civil Rights Count	4
Committee for Purchase from People Who Are Blind or Severely Disabled Count	1
Commodity Futures Trading Commission Count	1
Corporation for National and Community Service Count	2
Department of Agriculture Count	208
Department of Defense Count	400
Department of Education Count	1,064
Department of Energy Count	16
Department of Health and Human Services Count	550
Department of Housing and Urban Development Count	39
Department of Labor Count	90
Department of State Count	1
Department of the Air Force Count	160
Department of the Army Count	599
Department of the Interior Count	85
Department of the Navy Count	205
Department of Transportation Count	219
Department of Veterans Affairs Count	171
Election Assistance Commission Count	13
Environmental Protection Agency Count	30
Farm Credit Administration Count	1
Federal Communications Commission Count	2
Federal Deposit Insurance Corporation Count	3
Federal Mine Safety and Health Review Commission Count	2
Federal Reserve System -- Board of Governors Count	10
Federal Trade Commission Count	1
General Services Administration Count	15
Government Accountability Office Count	3
Government Printing Office Count	2
Institute of Museum and Library Services Count	2
International Boundary and Water Commission: United States and Mexico Count	1
Library of Congress Count	2
Marine Mammal Commission Count	2
Medicare Payment Advisory Commission Count	1
Millennium Challenge Corporation Count	1
National Aeronautics and Space Administration Count	12
National Archives and Records Administration Count	6
National Capital Planning Commission Count	3
National Council on Disability Count	2
National Credit Union Administration Count	1
National Endowment for the Humanities Count	1

National Labor Relations Board Count	4
National Science Foundation Count	1
National Transportation Safety Board Count	5
Nuclear Regulatory Commission Count	3
Occupational Safety and Health Review Commission Count	1
Office of Compliance Count	5
Office of National Drug Control Policy Count	1
Office of Navajo and Hopi Indian Relocation Count	1
Office of Personnel Management Count	40
Peace Corps Count	11
Postal Rate Commission Count	2
Railroad Retirement Board Count	5
Selective Service System Count	1
Small Business Administration Count	51
Smithsonian Institution Count	11
Social Security Administration Count	96
State, Local, or Tribal Government Count	16,172
Surface Transportation Board Count	36
Tennessee Valley Authority Count	11
Trade and Development Agency Count	1
U.S. International Trade Commission Count	1
U.S. Postal Service Count	2,178
United States-China Economic and Security Review Commission Count	1
Vietnam Education Foundation Count	1
White House Commission on the National Moment of Remembrance Count	3
<hr/>	
Grand Total	22,578

Table 10.2 Reasons Why Applicants were designated as “Ineligible”

INELIGIBLE REASON	EXPLANATION	RESOLUTION
Application Ineligible	A reviewer has identified employment eligibility issues during the application review process.	None
Application Incomplete	One or more required items were missing from the <i>BC-170D</i> data entered into DAPPS. Note: Absence of required entries may prevent you from being able to save the applicant data.	Applicant can complete missing items and application can be re-submitted.
Does Not Meet Minimum Age Requirements	DAPPS will automatically assign an ineligible status based on the applicant’s age. Applicants must be at least 18 years old for employment with the Census Bureau.	None
Does Not Meet Position Qualifications	It was determined during the applicant interview that the applicant is not eligible for employment due to failure to meet qualification requirements.	Applicant will be considered for future positions if they meet qualification requirements.
Dual Federal Employment	Census Bureau regulations prohibit hiring someone who is already a Federal employee unless an agreement is in place with the applicant’s Federal agency.	Supervisor can override if an agreement is in place with the agency.
Failure to Respond	Applicant did not return phone call.	Applicant can be reconsidered for future operations
Federal Annuitant/Buyout	An applicant who is receiving a federal annuity or has received a buyout payment within the past 5 years must repay the entire amount to be eligible for Census employment.	Applicant can be reconsidered if proof of repayment or application to repay along with certified check for repayment amount is provided.
Invalid I-9 Proof	Applicant has not provided sufficient I-9 proof. Applicant must have an item from List A , or else have one item each from List B and List C .	Applicant can provide appropriate identity and employment proofs.
Invalid Work Authorization Date	Applicant who is a non-citizen and not a lawful permanent resident has an expired work authorization date.	Applicant must obtain and provide an updated work authorization date.

INELIGIBLE REASON	EXPLANATION	RESOLUTION
Low Score on English Proficiency Test	Applicant has taken the D-267S and the applicant did not achieve the minimum score on the English Proficiency Test.	Applicant can retake the test. Application can be reconsidered if a minimum score is achieved.
No English Proficiency Test	Applicant has taken the D-267S and there is no score entered in DAPPS from the English Proficiency Test.	Applicant can take the English Proficiency Test.
No Test Taken or DVR Certification	There is no test score entered into DAPPS for the applicant (or test has not been taken) <u>and</u> applicant does not have Department of Vocational Rehabilitation (DVR) certification. Note: A test score is not required for applicants who have DVR certification.	Applicant must take test or provide DVR certification.
Not Interested	Applicant has stated at the time of the interview/job offer that the/she is not interested in employment.	Applicant can be considered for future position if interested.
Not Registered for Selective Service	Applicant is a male between the ages of 18 and 25 and has not registered for the Selective Service (as required by law).	Applicant registers or receives Selective Service exemption.
Offer Refused 3X	Applicant has refused job offers on three separate occasions.	If the applicant wants to be considered for future operations, the Supervisor can reset their availability date.
Poor Interview	Applicant was evaluated as not eligible for employment based on responses to interview questions from the <i>D-269 Selection Guide (A-F)</i> .	None – Supervisor approves status.
Poor Reference Check	The check with former employers/job references found the applicant was not eligible for employment based on responses to the Reference Check from the <i>D-269D Selection Guide</i> .	None – Supervisor approves status.
Relative In Census Bureau	Applicant cannot be hired as a temporary employee due to Census Bureau regulations prohibiting hiring of a relative of a current Census employee who holds a position that could directly or indirectly supervise, control, or influence the work status of the applicant if hired.	Supervisor reviews applicant information and determines that the relative does not directly or indirectly affect the applicant's position or determines that the relative works for a different agency.

INELIGIBLE REASON	EXPLANATION	RESOLUTION
Unable to Contact	Applicant could not be reached for an interview despite at least three attempts.	A supervisor can return the status to Available or Experienced at the applicant's request to be considered.
Voluntary Separation Incentive Payment (Buyout) Recipient	Applicant received a buyout within 5 years following the effective date of the separation.	Applicant must repay money from buyout prior to being considered.
Work Visa - Invalid Date	Applicant work visa has expired.	Applicant must apply for and obtain a new work visa.

Table 10.3 Pay Rate Increases in 2009 and 2010

LCOs with Approved Pay Rate Increase

Region	LCO Number	LCO Name	County Name	LCO State	Position(s)	Date of Approval	Affected Yr of Pay rate Increase	Amount of Increase
Kansas City	2629	Rochester	Dakota County	MN	Field Staff	01/21/09	2009	\$1.25
Kansas City	2629	Rochester	Olmstead County	MN	Field Staff	01/21/09	2009	\$1.25
Kansas City	2630	Shakopee	Scott County	MN	Field Staff	01/21/09	2009	\$3.00
Denver	3124	Grand Junction	Eagle County	CO	Field Staff	01/21/09	2009	\$3.50
Denver	3124	Grand Junction	Gunnison County	CO	Field Staff	01/21/09	2009	\$1.50
Denver	3124	Grand Junction	Ouray County	CO	Field Staff	01/21/09	2009	\$1.50
Denver	3124	Grand Junction	Pitkin County	CO	Field Staff	01/21/09	2009	\$3.50
Denver	3124	Grand Junction	Routt County	CO	Field Staff	01/21/09	2009	\$2.50
Denver	3124	Grand Junction	San Miguel County	CO	Field Staff	01/21/09	2009	\$2.50
Denver	3124	Grand Junction	Summitt County	CO	Field Staff	01/21/09	2009	\$1.50
Denver	3139	Albuquerque	Bernalillo County	NM	Field Staff	01/21/09	2009	\$0.75
Denver	3141	Sante Fe	Santa Fe County	NM	Field Staff	01/21/09	2009	\$0.75
Denver	3141	Sante Fe	Sandoval County	NM	Field Staff	01/21/09	2009	\$1.25
Denver	3142	Bismarck		ND	Office and Field	01/21/09	2009	\$3.00
Denver	3143	Fargo		ND	Office and Field	01/21/09	2009	\$3.00
Denver	3146	Ogden	Summitt County	UT	Field Staff	01/21/09	2009	\$2.50
Denver	3147	Provo	Wasatch County	UT	Field Staff	01/21/09	2009	\$1.50

Denver	3149	Casper	Campbell County	WY	Field Staff	01/21/09	2009	\$5.00
Denver	3149	Casper	Teton County	WY	Field Staff	01/21/09	2009	\$5.00
Denver	3150	Cheyenne	Sublette County	WY	Field Staff	01/21/09	2009	\$4.00
Denver	3150	Cheyenne	Sweetwater County	WY	Field Staff	01/21/09	2009	\$4.00
Denver	3129	Billings		MN	OOS and Clerks	03/06/09	2009	\$1.25
Seattle	2711	Anchorage		AK	Office and Field	05/21/09	2009	\$7.50
Boston	2111	Bridgeport		CT	Office and Field	11/3/2009	2010	\$3.00
Boston	2112	Hartford		CT	Office and Field	11/3/2009	2010	\$2.75
Boston	2113	New Britain		CT	Office and Field	11/3/2009	2010	\$2.75
Boston	2114	New Haven		CT	Office and Field	11/3/2009	2010	\$3.25
Boston	2115	Norwich		CT	Office and Field	11/3/2009	2010	\$0.50
Boston	2116	Waterbury		CT	Office and Field	11/3/2009	2010	\$2.75
Boston	2117	Beverly		MA	Office and Field	11/3/2009	2010	\$2.75
Boston	2118	Boston North		MA	Office and Field	11/3/2009	2010	\$4.00
Boston	2119	Boston South		MA	Office and Field	11/3/2009	2010	\$4.00
Boston	2120	Lowell		MA	Office and Field	11/3/2009	2010	\$2.75
Boston	2121	Medford		MA	Office and Field	11/3/2009	2010	\$4.00
Boston	2125	Waltham		MA	Office and Field	11/3/2009	2010	\$1.50
Boston	2126	Worcester		MA	Office and Field	11/3/2009	2010	\$3.00
Boston	2127	Yarmouth		MA	Office and Field	11/3/2009	2010	\$1.00
Chicago	2511	Carbondale		IL	Office and Field	11/3/2009	2010	\$1.00
Chicago	2542	Eau Claire		WI	Office and Field	11/3/2009	2010	\$2.00
Chicago	2543	Green Bay		WI	Office and Field	11/3/2009	2010	\$2.25
Chicago	2548	Superior		WI	Office and Field	11/3/2009	2010	\$4.00
Kansas City	2620	Hays, KS		KS	Office	11/3/2009	2010	\$2.50 for OOS and

								GQS; \$2.00 for Clerks
Dallas	3051	Midland		TX	Office and Field	11/3/2009	2010	\$1.00
Denver	3111	Flagstaff		AZ	Clerk	11/3/2009	2010	\$1.00
Denver	3127	Pueblo		CO	Clerk	11/3/2009	2010	\$0.75
Denver	3130	Great Falls		MT	Clerk	11/3/2009	2010	\$1.25
Denver	3131	Missoula		MT	Clerk	11/3/2009	2010	\$1.25
Denver	3132	Lincoln		NE	Clerk	11/3/2009	2010	\$0.75
Denver	3140	Las Cruces		NM	Clerk	11/3/2009	2010	\$0.75
Denver	3141	San Fe		NM	Clerk	11/3/2009	2010	\$0.50
Denver	3144	Rapid City		SD	Clerk	11/3/2009	2010	\$2.75
Denver	3145	Sioux Falls		SD	Clerk	11/3/2009	2010	\$1.50 for OOS and GQS; \$2.25 for Clerks
Denver	3146	Ogden		UT	Clerk	11/3/2009	2010	\$1.50 for OOS and GQS; \$2.25 for Clerks
Denver	3147	Provo		UT	Clerk	11/3/2009	2010	\$0.50
Denver	3149	Casper		WY	Clerk	11/3/2009	2010	\$0.50
Denver	3124	Grand Junction	Eagle County	CO	RAs and PAs	11/3/2009	2010	\$3.50
Denver	3124	Grand Junction	Gunnison County	CO	RAs and PAs	11/3/2009	2010	\$1.50
Denver	3124	Grand Junction	Ouray County	CO	RAs and PAs	11/3/2009	2010	\$1.50
Denver	3124	Grand Junction	Pitkin County	CO	RAs and PAs	11/3/2009	2010	\$3.50
Denver	3124	Grand Junction	Routt County	CO	RAs and PAs	11/3/2009	2010	\$2.50
Denver	3124	Grand Junction	San Miguel County	CO	RAs and PAs	11/3/2009	2010	\$2.50
Denver	3124	Grand Junction	Summit County	CO	RAs and PAs	11/3/2009	2010	\$1.50
Denver	3140	Las Cruces	Bernalillo County	NM	RAs and PAs	11/3/2009	2010	\$0.75
Denver	3141	Sante Fe	Sandoval County	NM	RAs and PAs	11/3/2009	2010	\$1.25
Denver	3141	Sante Fe	Santa Fe County	NM	RAs and PAs	11/3/2009	2010	\$0.75
Denver	3146	Ogden	Summit	UT	RAs and	11/3/2009	2010	\$2.50

			County		PAs			
Denver	3147	Provo	Wasatch County	UT	RAs and PAs	11/3/2009	2010	\$1.50
Denver	3149	Casper	Campbell County	WY	RAs and PAs	11/3/2009	2010	\$5.00
Denver	3149	Casper	Teton County	WY	RAs and PAs	11/3/2009	2010	\$5.00
Denver	3150	Cheyenne	Sublette County	WY	RAs and PAs	11/3/2009	2010	\$4.00
Denver	3150	Cheyenne	Sweetwater County	WY	RAs and PAs	11/3/2009	2010	\$4.00
Boston	2127	Yarmouth		MA	Field Staff	11/3/2009	2010	\$1.00
Boston	2127	Yarmouth	Dukes and Nantucket	MA	Field Staff	3/16/2010	2010	\$4.00
Seattle	2730	Idaho Falls		ID	OOS and Clerks	3/16/2010	2010	\$0.75
Chicago	2538	Indianapolis		IN	Field Staff	3/16/2010	2010	\$2.50
Charlotte	2817	Somerset		KY	Office and Field	3/16/2010	2010	\$3.00
Chicago	2548	Superior		WI	Office and Field	3/16/2010	2010	\$2.25
Denver	3144	Rapid City		SD	Office and Field	3/16/2010	2010	\$2.00
Denver	3145	Sioux Falls		SD	Office and Field	3/16/2010	2010	\$1.50
Kansas City	2642	Lawton		OK	OOS and Clerks	3/16/2010	2010	\$1 for OOS, \$2 for clerks
Detroit	2421	Marquette		MI	Clerks	5/8/2010	2010	\$2.00
Detroit	2445	Beckley		WV	Clerks	5/8/2010	2010	\$2.25
Detroit	2446	Charlestown		WV	Clerks	5/8/2010	2010	\$1.00
Detroit	2447	Morgantown		WV	Clerks	5/8/2010	2010	\$1.75