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2020 Census in Utah

A compendium of processes and programs in Utah leading up to the 2020 Census.

October 2021

Table of Contents

Introduction	1
2020 Census Context	2
Entities Responsible	2
Funding	2
Summary of Activities by Entity	3
Summary of Activities led by the State of Utah	3
Summary of Activities led by the Kem C. Gardner Policy Institute	3
Geography	4
Local Update of Census Addresses (2018)	4
Participant Statistical Area Review (2018)	4
Count Review (2019-2020)	5
Redistricting Data Program (2015-2020)	6
Statewide Marketing and Community Outreach	7
Statewide Complete Count Committee	7
Utah 2020 Census Technical Advisory Committee	8
External Communications	10
Statewide Marketing Campaign	10
Community Grants	13
Lessons Learned	14
Overview of 2020 Census Operations conducted by Census Bureau	16
Frequently Used Terms	18

Introduction

This document serves as a record of activities undertaken as part of Utah's 2020 Census effort, focusing on the period leading up to and during the enumeration. Post-enumeration activities, including data processing and releases, are not included in this document. The Utah State Data Center, housed in the Kem C. Gardner Policy Institute (Gardner Institute) as a part of the David Eccles School of Business at the University of Utah, leads authorship and compilation of this document.

From the editor:

Even before 2020 became a landmark year, numerous trials and tribulations were a part of the 2020 census process. The once-a-decade effort to count everyone living in America once, only once, in the right place dealt with a late-stream change in administration priorities, a new method for people to participate, and a continued struggle with how the public chose to interact with and trust the government.

In Utah, we monitored our population growth through annual updates to Census Bureau and Utah Population Committee estimates. We were counting on a significant increase in population with different demographic characteristics than the Utahns of 2010. We knew that some communities, due to their geographic location or other attributes, would have difficulty responding or choosing to respond. Our chances at gaining an additional congressional seat were highly unlikely.

But the goal remained the same – we wanted to assist in the federal effort to count everyone once, only once, and in the right place. For the first time, the Utah Legislature allocated funding to support communication and outreach efforts. Thankfully, the endeavors powered by this funding were able to

pivot and adapt to the added twists and turns created by COVID-19. Those included: delays in outreach to many counties in Utah dependent on P.O. Boxes or otherwise nontraditional addresses, college and university students leaving their college communities, changing communications coming from the Census Bureau, and serious questions and concerns coming from hard-to-count communities throughout the country.

Another challenge came from the fact that this effort happens once-a-decade. Changes in staffing created gaps in institutional knowledge. This document provides a blueprint of 2020 activities, and aims to shed light on Census Bureau processes for those who are involved with the 2030 census.

Utah ended self-response with one of the highest rates in the country. The initial data releases indicate that Utah was the fastest growing state in the nation at 18.4%, adding over 507,000 new Utahns. I am optimistic that the full suite of data, to be released in 2022, will reflect the hard work of so many organizations and communities that activated and engaged their constituents.

Thanks to the Utah 2020 Census Bureau team in Utah, the communities and organizations that created and supported Complete Count efforts, the Community Grant recipients and Community Grant subcommittee, the Department of Heritage and Arts, and Penna Powers.

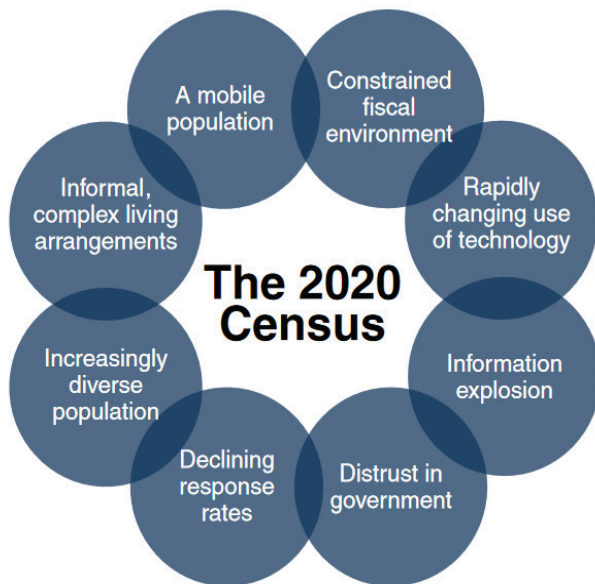
I would also like to extend my gratitude to Evan Curtis and Shannon Simonsen for our teamwork.

Mallory Bateman

State Data Center and Senior Research Analyst,
Kem C. Gardner Policy Institute

2020 Census Context

Figure 1: 2020 Census Operational Plan
Executive Summary, December 2015.



Source: U.S. Census Bureau

Background

Leading up to the 2020 census, the Census Bureau was well aware of existing challenges to getting a complete count of the population once, only once, and in the right place. The Census Bureau produced the figure to the left, highlighting the most significant factors that could potentially impede the enumeration process.

Online response was a significant change to 2020 operations, with the 2020 census being the inaugural decennial count receiving responses this way.

A citizenship question was proposed outside of the usual timing, resulting in litigation, confusion, skepticism, and fear. Leading up to 2020, community leaders anticipated this as one of the biggest potential hurdles to ensuring a complete enumeration.

The onset of COVID-19 created a brand new set of issues that the Census Bureau could not have foreseen. The pandemic impacted the Census Bureau's ability to operate safely in communities dependent on person-to-person outreach for the initial invitation to respond and the more comprehensive in-person education and outreach efforts. The adverse impacts to this outreach directly impacted many areas in rural Utah. Natural disasters also created significant impacts in other parts of the nation.

Entities Responsible

The responsibility of a complete count falls to the highest elected official. In Utah, this is the Governor's Office. Governor Gary R. Herbert assigned two staff members to lead 2020 census efforts: Evan Curtis, State Planning Coordinator, Governor's Office of Management and Budget, and Shannon Simonsen, Special Projects, Utah Office of the Governor. In November 2019, Ms. Simonsen left the Governor's Office to work at the Gardner Institute and carried on her duties there.

The Gardner Institute houses two partnership programs with the Census Bureau relevant to 2020 Census operations. The State Data Center Program and the Federal State Cooperative for Population Estimates (FSCPE) played roles in various geography, data collection, and outreach efforts. The Utah State Data Center chaired the Utah 2020 Census Technical Advisory Committee, a new group for the 2020 census, providing research and project monitoring for state-based activities.

Funding

There was no allocation of state funding for 2020 census activities in FY2018. The legislature allocated \$1,000,000 of state funding toward 2020 Census outreach efforts in FY2019.

State Complete Count Committee leadership dedicated half of the money to a broad-base, statewide marketing campaign and half to a community-based grant program. Grant recipients included community organizations, universities, and local governments focused on pre-identified hard-to-count communities. The Marketing Subcommittee of the State Complete Count Committee redirected funding remaining in FY2020 to a partnership with Univision, led by Salt Lake County and Weber County.

All 2020 census "staff" at the state and Gardner Institute (Mr. Curtis, Ms. Simonsen, and Ms. Bateman) used part of their FTE status toward the 2020 Census. Ms. Bateman utilized time typically dedicated to State Data Center Coordinator duties toward the 2020 census.

In addition to state funding efforts, several cities and counties dedicated their funds toward 2020 census outreach efforts.

Summary of Activities by Entity

Summary of Activities led by the State of Utah

- Chaired the State Complete Count Committee (CCC)
 - Coordinated all CCC meetings and stakeholders – A total of eight meetings
 - Planned a Census 2020 Launch Party at the State Capitol with a press release and invitation to all media. Due to the outbreak of COVID-19 and new public health restrictions were released on public gatherings, the CCC chairs canceled this event.
- Participated in the Census Bureau's Governor's Liaison program by the State Planning Coordinator
- Department of Workforce Services managed external marketing campaign
- Public outreach:
 - State Complete Count Committee chairs made 12 presentations to local groups about the importance of the 2020 Census to Utah
 - Represented the state outreach effort on eight local news programs
 - Gave quotes or was interviewed for several stories in local newspapers
- Automated Geographic Reference Center contributed time and effort toward the Count Review address submission process.
- Participated in the Redistricting Data Program
- State Complete Count Committee chairs attended monthly 2020 Census Information and Sharing Call for the Denver/ Dallas Region
- State Complete Count Committee chairs presented to the Executive Appropriations Committee in November 2020 and spoke of in support of state funding of the 2020 Census.
- 2020 Census Technical Advisory Committee: Created and chaired by the Utah State Data Center for the 2020 Census, provided technical support to the Statewide Complete Count committee on many issues, including:
 - updates and changes to Census timelines and operations
 - proposed national legislation and state appropriations
 - best practices across other states and communities
 - formation of community grant processes
 - the statewide advertising campaign
 - response rate analysis
- Disclosure Avoidance or Differential Privacy: Due to membership in the State Data Center Steering Committee and the FSCPE, the Gardner Institute team followed the development of Differential Privacy and provided feedback and information to stakeholders, including:
 - Submitted a response to the 2018 Federal Register notice on use cases
 - Produced a memo documenting impacts to Utah data using Demonstration Dataset 1
 - Responded to call for comments from Census Bureau on use cases concerning Differential Privacy
- Public outreach:
 - Made 18 presentations to local groups about the importance of the 2020 Census to Utah – three jointly with state CCC leadership
 - Represented the State Data Center network and the State Complete Count Committee on all local news stations.
 - Provided technical information to media partners when requested (i.e., estimates of specific subpopulations, Census timelines, operations, etc.)
 - Responded to questions from the public about the 2020 Census operations and process
 - Created an informational video in late 2018 to inform the public and other partners about the basics of the decennial census.
 - § Local Census Bureau partnership specialists utilized this video in their outreach.
 - Hosted UT State Data Center Conference and highlighted the 2020 Census
 - Testified before the Joint Economic Committee on the importance of the decennial census to local communities
- The Utah State Data Center served as a conduit between local partners and the Census Bureau partnership and Area Census Office teams.

Summary of Activities led by the Kem C. Gardner Policy Institute

For the 2020 Census, the Utah State Data Center and FSCPE have:

- Assisted in geography programs in the lead up to 2020 by:
 - reminding community partners of deadlines for the Local Update of Census Address program
 - providing insights to our Metropolitan Planning Organizations on areas of growth for the Participant Statistical Areas Program
 - participating in the Count Review process, which informs the Census Bureau's Master Address File
- The Utah State Data Center served as a conduit between local partners and the Census Bureau partnership and Area Census Office teams.

Local Update of Census Addresses (2018)

Primary Responsibility: Local Governments

The Local Update of Census Addresses (LUCA) program provides governmental entities (cities, counties, Tribal areas, State) the opportunity to submit their address lists to the Census Bureau to be considered as additions to the Master Address File (MAF). Upon receiving materials from the Census Bureau, entities had 120 days to submit their responses. The Census Bureau provided options of paper or Geographic Information System (GIS) files. An open-source QGIS-based program, GUPS, was utilized for entities working within a GIS framework to submit their updates. Requirements for secure computers disconnected from networks existed due to the MAF being covered by Title 13, which regulates privacy in Census Bureau programs.

Due to the State Data Center being part of a nongovernmental entity, all interaction with this program was secondary or indirect. Statewide, the lead agency was the Utah Automated Geographic Reference Center (AGRC).

The AGRC:

- Hosted LUCA training, provided by the Census Bureau
- Staffed a LUCA hotline, created a webpage, and sent newsletter updates
- Utilized existing address resources (Driver's License Division, voter registrations, Utah address points) to create Utah MAF to compare with Census MAF
- Ran statewide review of LUCA data through an automated process
- Assisted local analysts on their submissions and AGRC submitted several thousand additions
- Presented at the 2018 Utah State Data Center Conference (see Appendix)

The Utah State Data Center Coordinator:

- Attended LUCA training hosted by AGRC with Census Bureau speakers
- Encouraged participation in LUCA at presentations including the Utah League of Cities and Towns breakfast plenary
- Moderated connections with Census Geography and local entities who had questions
- Obtained a list of registered parties from Census Geography throughout the registration process. Followed up personally with cities during presentations or interactions to remind them to register. Coordinated efforts with AGRC to ensure coverage of high-growth areas.

- As of January 25, 2018: 11 counties, 97 cities, 2 Tribal reservations, and the State of Utah had signed up as participants.

Local entities:

- Ran address canvassing operations to try to locate new addresses or unlisted addresses such as accessory dwelling units

Participant Statistical Area Review (2018)

Primary Responsibility: Associations of Government and Metropolitan Planning Organizations

The Participant Statistical Area Program (PSAP) "enabled invited participants to review and verify selected statistical area boundaries for 2020 Census data tabulation following US Census Bureau guidelines and criteria. The Census Bureau will use the statistical areas defined for the 2020 Census to tabulate data for the annual American Community Survey (ACS) estimates and the Economic Census."¹

Since the Data Center is outside of Associations of Government and Metropolitan Planning Organizations, all interaction with this program was secondary, typically at the request of Census Bureau employees in Partnership or Geography.

The Utah State Data Center and Gardner Institute:

- Received 2010 PSAP contact list from the Census Bureau's Customer Liaison and Marketing Services Office, Data Users Branch (Barbara LaFleur) in January 2018 with a request for revisions to current contacts
- Was contacted by Census Geography, Dallas Regional Center (Dorothy McKinney) asking for assistance on Daggett County contact – June 1, 2018
- Received list of invited participants from Census Geography, Dallas Regional Center (Dorothy McKinney) – June 13, 2018
- Attempted to follow up with Uintah Basin Association of Governments beginning in October 2018. Further requests for follow-up came from Census Partnership Specialist Sergio Martinez on November 9, 2018.
- Followed up with Southeastern Utah Association of Local Governments (Geri Gamber)
- Created a map analyzing areas that might be likely for boundary changes in Salt Lake and Utah counties, shared with Wasatch Front Regional Council and Mountainland Association of Governments

1. U.S. Census Bureau. (2019, December 31). Participant Statistical Areas Program. Retrieved from Decennial Census of Population and Housing: <https://www.census.gov/programs-surveys/decennial-census/about/psap.html>

The Utah State Data Center Coordinator requested feedback on the PSAP process from participants. One example is below.

"The PSAP staff were awesome to work with and helped guide us through the process. Including the downloading and usage of the GIS software and submittal of the files. We had one census tract that we modified through the PSAP process that we hope gets approved. Again PSAP staff were very helpful especially Dorothy McKinney but I don't know if there is really anything else to say. That pretty much summed it up for us."

- Michael Bryant, SEUALG

Count Review (2019-2020)

Primary Responsibility: Federal-State Cooperative for Population Estimates

The Census Bureau Population Division invited lead entities of the FSCPE to participate in Count Review (CR). The Gardner Institute is the primary FSCPE representative for Utah. CR provides one additional pathway for states to submit and review addresses before the 2020 Census. CR is conducted after on-the-ground address canvassing and provides the opportunity for corrections of missing or misallocated housing units or group quarters.

The process had two main phases: address collection and review events, described in detail below. 2020 was the first year where all 50 states participated in Count Review. This effort was a compensated contract between the Census Bureau and the Gardner Institute and included training at Census Bureau headquarters in Suitland, Maryland, in September 2019. One Gardner Institute staff member was able to attend.

Administrative

The Count Review Operation asked states of their interest in participating in mid-2018, with contracts issued in mid-2019. Two roles exist within the Count Review contract – reviewer and consultant. The Gardner Institute Count Review team, with roles and security clearances, are listed below.

- Reviewer – required Title 13 clearance, provided the ability for a full review
 - o Natalie Young
 - o Mallory Bateman
- Consultant – could not access Title 13 data, ability to help provide a broader review
 - o Emily Harris

Conversations between the Gardner Institute and the Automated Geographic Reference Center (AGRC) began in March 2019. Due to their ongoing collection of addresses statewide, Gardner Institute requested AGRC as the process partner.

Address data collection

AGRC provided the basis of the residential address list to submit to the Census Bureau. There were some caveats in the data. For example, not all counties could determine residential from non-residential structures, or not all counties could deliver the same quality of data to AGRC. With this knowledge, no comparable datasets could be compiled and submitted in the timeframe. The Gardner Institute supplemented the statewide address list provided by AGRC with a focused group quarters address list. The Utah team submitted the initial address list to the Census Bureau at the end of August.

The Census Bureau returned some addresses that were duplicates or that were group quarters outside of requested parameters. AGRC confirmed the duplication, and the Census Bureau removed duplicates. Submission of group quarters addresses included a separate enumeration list for service-based facilities outside the major group quarters categories.

Review Event 1 – Housing Units and Group Quarters

Review Event 1 ran from January 13 to February 6, 2020, and included two components: a review of group quarters from January 13 to 31 and a housing unit review for the entire timeframe. The Gardner Institute CR team accessed GUPS software through a Virtual Desk Interface to the Census Bureau. Reviewers submitted cases focused on clusters of 25 or more unmatched address points.

The GUPS system was subject to Title 13, and the Gardner Institute CR team maintained confidentiality around Title 13 information. Guidance from the FSCPE Count Review team indicated that CR teams could not share counts for any state with those outside the Count Review process because they are unofficial and were not considered final.

GUPS provided analysis of matched and unmatched state and Census addresses. The review was focused on areas with the highest number of unmatched group quarters or housing units from the county level down to the Census block level. Due to the number of residents at the facilities, the Gardner Institute CR team focused much of the group quarters review on new dormitory developments at Utah's colleges and universities.

The Gardner Institute CR team reviewed all 29 counties in the housing unit review. The four largest counties (Salt Lake, Utah, Weber, and Davis) received priority focus due to the high number of addresses. Salt Lake and Utah counties had the additional consideration of existing knowledge developed through the subcounty estimate process. After the review of the four largest counties, Natalie Young directed prioritization. Many counties with high unmatched addresses were counties with large numbers of secondary homes or tourism-based economies. In some situations, it appeared that the Census Bureau did not entirely resolve the address duplication before review.

Review Event 2 – Group Quarters

Because of the 2020 Census timeline changes, the Population Division initially canceled Count Review event 2 (CRO 2). The Census Bureau announced the program's reinstatement to FSCPE members on September 21, 2020, scheduled to occur September 23-28, 2020. Tight timing required streamlined programming for CRO 2, focusing on updating contact information and details about facilities only. Participation was limited to reviewers only – contractors did not participate in this operation.

The list for Utah included 33 group quarters for review. The two reviewers from Event 1 split the list and updated contact information and/or supplemental information for all facilities on the list. The Gardner Institute CR team sent the completed submission to the Census Bureau on Friday, September 25.

Notification from the CRO team was sent to Steering Committee members indicating that even with the change in operations to cease October 15, facilities with sufficient information received additional follow-up.

Redistricting Data Program (2015-2020)

Primary Responsibility: State Government

Various individuals at the Governor's Office and the Office of Legislative Research and General Counsel led the effort in Utah.

The information below, directly quoted from Census Bureau materials, provides a high-level overview of the first two phases, which occurred before the 2020 census.

"The 2020 Census Redistricting Data Program is partitioned into 5 phases:

- Phase 1 - Block Boundary Suggestion Project
- Phase 2 - Voting District Project
- Phase 3 - Delivery of the 2020 Census PL 94-171 Redistricting Data Files and Geographic Products
- Phase 4 - Collection of Post-2020 Census Redistricting Plans
- Phase 5 - Evaluation of the 2020 Census Redistricting Data Program and Recommendations for 2030

Phase 1 - Block Boundary Suggestion Project

The Block Boundary Suggestion Project, Phase 1 of the 2020 Census Redistricting Data Program, provided states the opportunity to submit their suggestions for the 2020 Census tabulation block inventory. Suggestions were made by designating the desirability of linear features for use as 2020 Census tabulation block boundaries. In addition, states had the opportunity to submit suggested legal boundary updates as well as updates to other geographic areas. These actions allowed states to construct some of the small area geography they need for legislative redistricting. Participation in Phase 1 of

the Redistricting Data Program was conducted through the non-partisan liaison designated by each state. Phase 1 was conducted in two parts, an initial identification of the updates needed, and a verification stage to ensure the suggested updates were accurately applied.

BBSP Schedule

- Initial Identification of Updates -- December 2015 through May 31, 2016
- Verification of Updates -- December 2016 through May 31, 2017

BBSP-V Documents and Training

The BBSP Verification participant materials and training video below were created to assist program participants in verifying their previously submitted work from the initial part of the BBSP.

Phase 2 - Voting District Project

The Voting District Project, Phase 2 of the 2020 Census Redistricting Data Program, provided states the opportunity to submit their voting districts (ex. wards, precincts, etc.) for inclusion in the 2020 Census Redistricting Data tabulations (PL 94-171 Redistricting Data). In addition, states had the opportunity to submit suggested legal boundary updates as well as updates to other geographic areas. These actions allowed states to construct some of the small area geography they need for legislative redistricting. Participation in Phase 2 of the Redistricting Data Program was conducted through the non-partisan liaison designated by each state. Phase 2 was conducted in three parts. The first two parts were an initial identification of the voting districts and a verification stage to ensure the suggested updates were accurately applied. The third stage was an additional round of verification, for those states participating in the first two stages, to further review and adjust the voting districts.

VTD Schedule

- Initial Identification of Updates -- December 2017 through May 31, 2018
- Verification of Updates -- December 2018 through May 31, 2019
- Verification of Updates II -- December 2019 through March 31, 2020

VTD Final Verification (VTDV-Final) Documents and Training

The Voting District Project (VTD) verification guidelines, software, and other materials are provided below. These materials were created to assist official program participants in performing the final verification of their voting districts for inclusion in the 2020 Census tabulation geography.¹

1. U.S. Census Bureau. (2019, December 31). Redistricting Data Program Management. Retrieved from Decennial Census of Population and Housing: <https://www.census.gov/programs-surveys/decennial-census/about/rdo/program-management.html>

Statewide Marketing and Community Outreach

Figure 2: Photo of Utah Statewide Complete Count Committee, January 2020



Statewide Complete Count Committee

Established in 2018, the Statewide Complete Count Committee (CCC) brought together state and local leaders to help plan and facilitate a state education and awareness campaign. The State Planning Coordinator and a staff member from the Governor's Office chaired the state CCC. Membership included over 50 agencies, organizations, and local governments, which grew throughout the CCC's existence.

This larger group was broken into smaller subcommittees, with the Business Subcommittee, Education Subcommittee, Multicultural Subcommittee, Marketing Subcommittee, and Grant Subcommittee meeting the most frequently.

The CCC met almost 12 times between April 2018 and December 2020. Early CCC meetings were dedicated to brainstorming and conversation to create an outreach plan. Later CCC meetings provided updates from Census partnership specialists, state CCC leadership, and state marketing and outreach chairs.

The CCC sent letters to each member of the legislature encouraging their support of the 2020 Census. In addition, the co-chairs of the CCC wrote letters and provided information to all local and small newspapers throughout Utah and all college campuses.

Governor Herbert also sent letters to faith leaders across the state to encourage their congregations to participate in the Census and Cabinet members, all state employees, Mayors and City Councils, and County Commissioners. Governor Gary R. Herbert also issued a declaration calling April 2020 Census Awareness Month.

From the State CCC website:

"The State of Utah is committed to ensuring a complete and accurate count of all Utahns in the 2020 Census. This will be accomplished through strategic outreach to hard-to-count populations, education, stakeholder involvement and state-level leadership through the State Complete Count Committee.

Members of the State Complete Count Committee serve as ambassadors to their organizations, communities, stakeholders and networks. They lead in developing and executing statewide awareness strategies to increase participation in the 2020 Census."

Members included representatives from: Utah State Board of Education, Utah Automated Geographic Reference Center, Department of Heritage and Arts, Division of Indian Affairs, Utah Multicultural Commission, Salt Lake County, Salt Lake City,

West Valley City, Department of Workforce Services (including Refugee Services, Housing, and PIO), Utah League of Cities and Towns, Utah Association of Counties, Utah System of Higher Education, Utah Commission on Aging, Wasatch Front Regional Council, Mountainland Association of Governments, Uintah Basin Association of Governments, Southeastern Utah Association of Local Governments, Six County Association of Government, Five County Association of Governments, Bear River Association of Governments, Department of Corrections, the Church of Jesus Christ of Latter-day Saints, Utah Catholic Diocese, Interfaith Roundtable, Utah State Library, Utah Department of Health, Utah League of Women Voters, Mexican Consul, Alianza Venezolana, Utah Nonprofits Association.

CCC Meeting Dates and Contents

- April 16, 2018 – Kickoff Meeting
- October 2, 2018 – Update and brainstorm
- January 15, 2019 – Update and Outreach and Sub-Committee Update, Next Steps
- May 7, 2019 – Special Guest Census Bureau Director Steven Dillingham and Cathy Lacy, Regional Director for the US Census Bureau's Denver/Dallas Region
- September 24, 2019 – Media outreach CCC role leading up to the Census
- October 22, 2019 – Education, Marketing, Local Government and Rural, Business, and Census Outreach Grant Subcommittee Updates
- November 14, 2019 – Unveiling of the media plan to the full committee
- December 17, 2019 – Update and discussion
- January 9, 2020 – Update and Discussion roll out of small local grants program
- March 12, 2020 – Census Day on the Hill (later canceled because of COVID-19)
- June 2, 2020 – Update on Utah 2020 Census status
- December 16, 2020 – Thank you event with Cathy Lacy, Regional Director for the US Census Bureau's Denver/Dallas Region

Utah 2020 Census Technical Advisory Committee

The Gardner Institute and partner organizations formalized the Utah 2020 Census Technical Advisory Committee (CTAC) in 2019.

Throughout the period leading into the 2020 Census, significant national issues created an increased level of controversy. A significant element of the Technical Advisory Committee was monitoring these topics and events and reporting findings to stakeholders. Final products for these topics and public outreach opportunities are included in the Appendix.

Research topics

- *Enumeration of LDS missionaries in relation to proposed legislation by Rep. Bishop (2018)* – Developed at the request of Natalie Gochmour, Gardner Institute
- *History of count and citizenship questions on the decennial census (2018)* – CTAC referenced the Census Bureau and The American Census by Margo Anderson to create a two-page document for internal educational purposes highlighting how citizenship questions had changed over time.
- *Identification and targeting of hard to count communities (2018-2019)* – Using existing tools (from the Census Bureau and the City University of New York), CTAC focused at the census tract level to identify areas that might need additional focus to get a complete count. CTAC shared findings at state CCC meetings and with localities that expressed interest.
- *The relationship between Payment in Lieu of Taxes (PILT) and Census Bureau data (2019)* – Developed after receiving multiple questions from rural stakeholders regarding the use of population information in the allocation of PILT
- *State-level funding for outreach and education efforts (2019)* – This effort occurred after comments from state CCC members at a meeting. Originally submitted to the entire State Data Center listserv, follow-up conversations took place with entities that responded. NCSL also provided some insight if states passed legislation that included funding. Provided examples of similar states to CCC leadership. State CCC leadership shared the findings with Utah Senate and House staff to consider funding conversations.
- *Community grant processes from other states (2019)* – Through interaction with other State Data Center agencies, online research, and short interviews with entities running grant programs in other states, the CTAC developed a list of best practices and questions to ask community outreach grant applicants. The CTAC developed and shared a draft questionnaire with the Grant Subcommittee. After considering the group's needs, CTAC made edits and finalized the questionnaire.
- *Differential privacy or disclosure avoidance (2018-2020)* – Researchers at the Gardner Institute kept track of the developing situation around disclosure avoidance and its application to 2020 Census data. The team responded to a 2018 Federal Register notice requesting use cases for decennial data, ran Utah-based analysis to assess implications of initial data releases, and responded to an additional call for feedback from the Census Bureau.

- *Response rate analysis (2020)* – As enumeration began, the CTAC ran an initial analysis on the response rate of census tracts throughout the state. This analysis sought to shed light on these tracts' characteristics and inform any adjustments to outreach that might better reach the populations. The analysis resulted in Salt Lake County and Census Partnership requesting additional analysis and insights later in the enumeration process.

Watchdog Topics

Events and activities in the 2020 Census operations and programming that CTAC monitored for developments to keep CCC leadership, members, and other stakeholders apprised

- 2018-2019 – Proposed citizenship question for 2020 Census
- 2019-2020 – Executive memorandum on citizenship and use of administrative data
- 2019-2020 – Changes to timeline driven by COVID-19
- 2018-2020 – Disclosure Avoidance System (or Differential Privacy)

Public Outreach

- **Blogs** - Using the Gardner Institute Website, the State Data Center published three blogs regarding the initial branding of the 2020 enumeration, COVID-19 and operations, and citizenship question-related updates to the 2020 operations.
- **Mailing list** – The CTAC created a mailing list including over 200 stakeholders across complete count committees at the state and local levels, grant recipients, and other interested entities.
- **Phone calls** – The State Data Center received numerous phone calls from the public throughout late 2019 and the first half of 2020 regarding the census. Information gathered through the CTAC effort helped to inform responses provided to the public.
- **2020 Census information webpage** – The CTAC created and maintained an additional resource page on the Gardner Institute website. This page connected users with Utah Fact Sheets and resources on the 2020 Census website from the Census Bureau.
- **Newsmaker Breakfast** - With cooperation with the Census Partnership Lead and the State Complete Count Committee, the Gardner Institute hosted a one-hour event with Census Bureau Director Dr. Steven Dillingham and Regional Director for the US Census Bureau's Denver/Dallas Region Cathy Lacy. Part of the Gardner Institute's

Newsmaker Breakfast programming was accessible to the public and local press and occurred in May 2019. The event opened with some local insights provided by Utah State Data Center Coordinator Mallory Bateman, then led to a conversation with the Census Bureau representatives moderated by Gardner Institute Director Natalie Gochnour. While Director Dillingham visited several states throughout his tenure in the lead-up to 2020, this was a somewhat unique experience for Utah stakeholders.

Afterward, Director Dillingham and Regional Director Lacy stayed for a State CCC meeting held in the same facility.

- **Testifying before Joint Economic Committee** – Leadership at the Gardner Institute was invited to testify before the Joint Economic Committee by Utah Senator Mike Lee, chair at the time. Due to scheduling conflicts, the Utah State Data Center Lead represented the Gardner Institute. The hearing occurred in May 2019 and consisted of opening statements by the four panelists (Mallory Bateman with Gardner Institute, Dr. Andrew Reamer of the George Washington University Institute of Public Policy, and Howard Fienberg, Insights Association and The Census Project, and Dr. Nicholas Eberstadt, of the American Enterprise Institute). The panelists responded to questions from the Committee Members, both in the hearing and afterward via email. A full transcript of the hearing is in the Appendix.

Statewide Marketing Campaign and Community Grant Program

CTAC's involvement in these two outreach efforts is listed below, with detailed information in the section dedicated to the topics.

- **Statewide Marketing Campaign:** The CTAC was involved in creative decisions, the direction of resources, and the language used.

Additionally, the State Data Center coordinator was one representative of the CCC team for press opportunities. Interviews included print, radio, local broadcast outlets, and local outreach (i.e., County Seat produced by Utah Association of Counties, Tooele Chamber of Commerce).
- **Community Grants:** Research provided by the CTAC provided an argument for the community grant approach and a prototype application. Through further discussions with the subcommittee, the application was refined, and a post-grant report was drafted. The CTAC was involved with the preliminary screening of grant applicants, providing general information on geographic focus areas, populations targeted, outreach efforts, and other

information to the subcommittee. The subcommittee members made all decisions on Phase 1 grantees. Phase 2 grantees (cities and universities that applied for Phase 1 but did not receive initial funding) were suggested by the CTAC to the subcommittee and approved.

The CTAC offered technical assistance to grant recipients and added them to the list of 2020 Census stakeholders that received updates on 2020 Census issues. This assistance came in varied forms and included small projects like assisting in identifying hard-to-count areas, identifying populations within jurisdictions, and answering questions on decennial census timing and processes.

The CTAC also assisted CCC leadership in the wrap-up of the Community Grant process. This included maintaining files of community grants received and writing a summary of the reports received.

External Communications

For the 2020 Census, the Utah Legislature allocated \$1 million in state funding for outreach in September 2019. The pitch was to strengthen national campaigns through the presentation of a more localized message for Utahns. The funding went to two purposes – a broad-based statewide marketing campaign and a community grant process aimed at direct outreach to specific hard-to-count populations.

Statewide Marketing Campaign

The Department of Workforce Services managed the effort with creative development and advertising purchases led by Penna Powers. The marketing campaign took a broad-based approach, aiming to be in front of as many Utahns as possible. A multimedia campaign facilitated this outreach and included billboards, radio, partnerships with local television outlets, and digital media. The media plan presented to the state CCC is included in the Appendix for this section.

A logo and slogan of “You Matter, Be Counted” (in English and Spanish) were developed before the allocation of funds from the legislature. The Statewide Complete Count Committee primarily utilized these assets in communications with stakeholders and public presentations. Penna Powers also created a website for the state with Utah-specific messaging on the importance of the 2020 Census. The website also allowed visitors to sign up for a reminder when the census response form went live and provided a link to the my2020census.gov response website. (See Figures 3 and 4)

Figure 3: Utah 2020 Census Logos



Figure 4: Utah 2020 Census screenshot

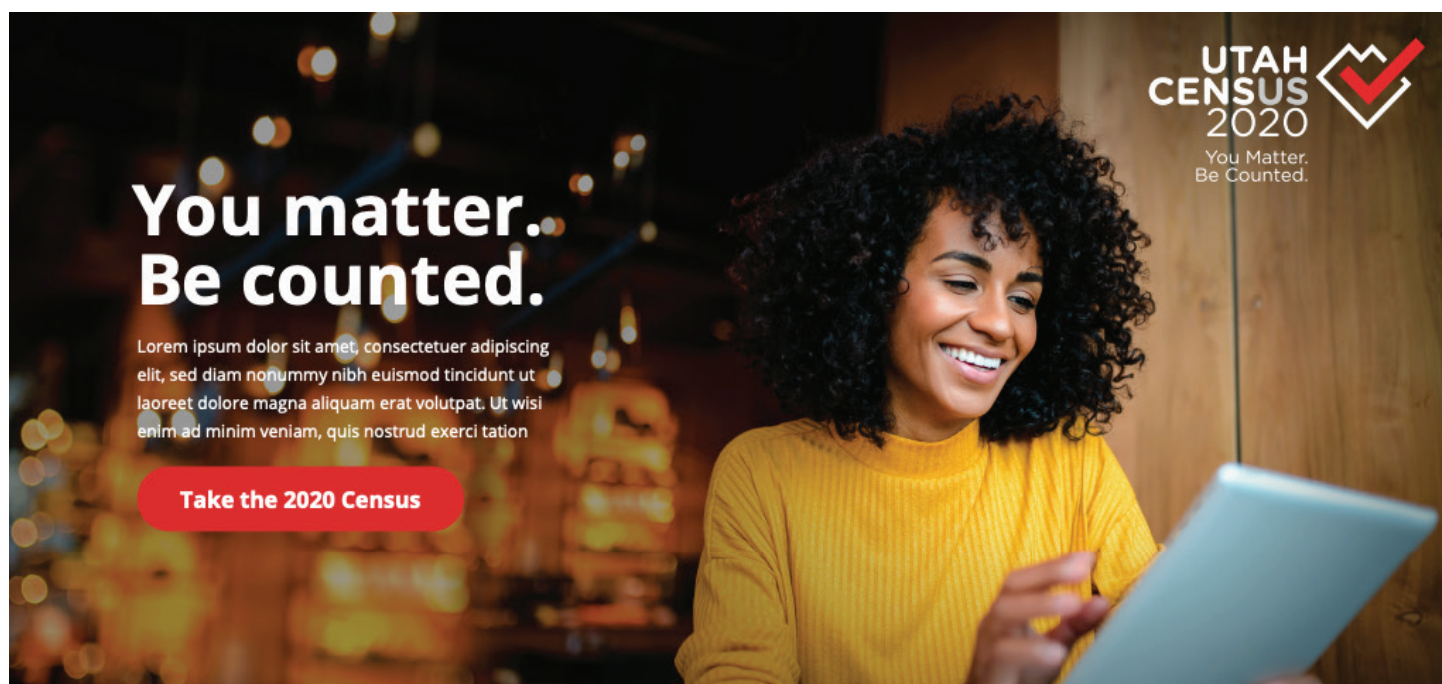


Figure 5: Sample Billboards used in Utah 2020 Census Marketing Campaign



Focus on asset development occurred in late 2019 and early 2020, anticipating full deployment of resources in March 2020. With the onset of COVID-19 in mid-March, edits or reshoots for some materials occurred to be sensitive to the existing environment.

Billboards – The marketing effort utilized digital billboards along the Wasatch Front and strategic other locations throughout the state. These allowed flexibility in messaging, including updated timelines (days remaining until Census Day) and adjusting language to reflect COVID-19. (See *Figure 5*) Utah's video messaging system (VMS) boards provided a free asset to catching a similar audience of freeway drivers. The Utah Department of Transportation allowed the use of VMS boards to raise 2020 Census awareness in mid-March 2020. (See *Figure 6*)

Social Media – Penna Powers developed a social media campaign using Facebook, Instagram, and Twitter. (Figure 7) Ms. Simonsen maintained the accounts, which were linked to the state Complete Count website. During public appearances, CCC representatives encouraged the use of #CensusDone when respondents submitted their forms. The hashtag did not gain much traction.

Facebook: Utah Census 2020

Instagram: @utahcensus2020

Twitter: @utahcensus2020

Local Radio and TV – Through an interview process, the state marketing committee and Penna Powers established paid partnerships with local radio (Utah Broadcasters Association) and television outlets (KSL, KUTV, Fox13, KTVX). The goal of the partnerships ensured the inclusion of the decennial census in local media coverage. Penna Powers assessed markets reached by each station or association and provided recommendations for what to include in the partnership. The TV networks provided statewide coverage to varying demographic groups, while the Utah Broadcasters Association added additional coverage in more rural communities.

Figure 6: VMS Board on US-6 in March 2020



**Figure 7:
Examples of
Social Media
Ads in English
and Spanish**

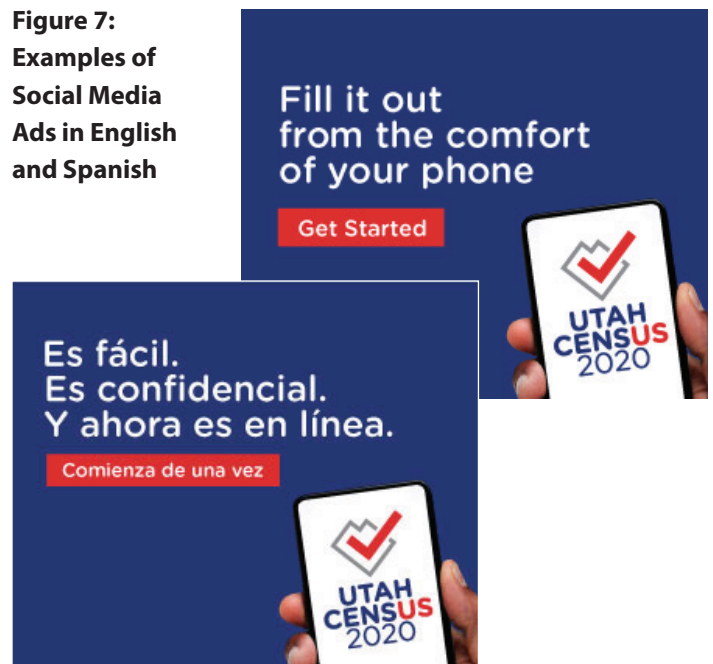


Figure 8: Examples of Digital Banner Ads

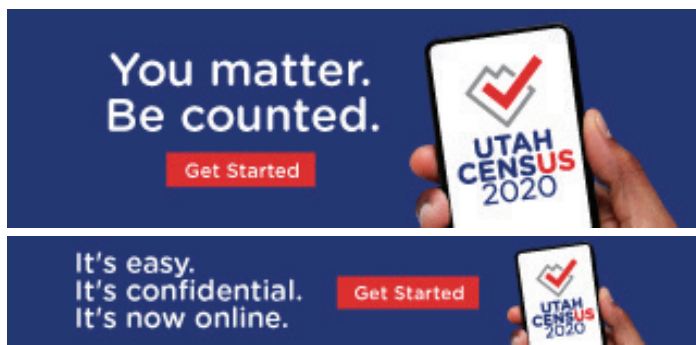


Figure 9 - Screenshots of TV PSAs



All participating entities recorded public service announcements (PSAs) featuring their anchors, well-known faces in many Utah homes. These messages used the state logo and slogan. In several circumstances, the networks leveraged language skills within their anchors to speak to Utahns in multiple languages. Several networks rerecorded their PSAs after mid-March to allow for more COVID-sensitive messaging.

Toward the end of the data collection period, Salt Lake County, Salt Lake City, and Ogden City approached the state for a potential programming partnership with the local Telemundo affiliate. The State CCC dedicated all remaining funds to this effort, which focused on Spanish-language outreach.

Figure 10: Screenshots of selected Utah ads



Local media also posted banners and advertisements on their website to help drive traffic and participation (Figure 8.) Examples of the full-screen height banner ads are in the Appendix.

During the LDS General Conference, the KSL companies dedicated time during commercial breaks to 2020 Census PSAs. KSL crafted the language and recorded the segments with content checks provided by the state CCC (Figure 9).

Another element of the partnerships was story coverage. These included short interviews on morning shows to an entire episode of Inside Utah Politics. These segments typically included a state CCC member speaking with on-air talent about the decennial census.

Commercials – Penna Powers wrote, developed, and filmed three separate commercial videos shown at the LDS General Conference in April 2020 and purchased ads on Instagram. The commercials intended to provide a more local or Utah-centric view on the decennial census and highlight the ease of responding to the census. They highlighted Utahns responding on their phones to the census in the following locations: a church, a dentist's office, a Utah Transit Authority TRAX vehicle, a wedding, and a restroom. Penna Powers reduced the distribution of the segments featuring public gatherings and transit after the start of the coronavirus pandemic (Figure 10).

Community Grants

Multiple parties led the community grant effort. These include the Governor's Office of Management and Budget (finances), the Department of Heritage and Arts (application process), and a dedicated subcommittee of the CCC (all other aspects). The community grants focused on targeted outreach to communities and hard-to-count populations through messaging, specific language support, or other dedicated efforts.

The goal was to get funds distributed to partner organizations before the end of 2019. The enumeration began in mid-March, so many organizations planned an early 2020 ramp-up of their efforts. COVID-19 created issues with the overall 2020 Census timing and plans and capabilities from organizations, resulting in two grant funding phases.

After a preliminary screening to highlight audience, geographic reach, and outreach methods by CTAC, the subcommittee assessed each grant application. The subcommittee members made all decisions on Phase 1 grantees. The subcommittee approved suggestions for Phase 2 grantees, primarily cities and universities that applied for Phase 1 but did not receive initial funding.

Many grantees original plans included outreach through large-scale events or community festivals. Due to COVID-19, nearly all grantees pivoted their outreach to a more online or social media-based approach. The grant recipients responded

quickly and shifted their outreach to more suitable means. Whether online or through other reengineered approaches, their efforts provided opportunities for outreach outside of the geographic constraints they would typically have.

Forty percent of the grant recipients were organizations focused on special populations. These included ethnic, religious, disability, and other populations. The geographic boundaries for these organizations were typically more fluid, so most of these entities are not included in the analysis of cities and counties. For the entities with clearly defined geographic boundaries (cities, counties, and associations of government):

- Of the counties that received grants, either directly or through Associations of Governments, 35% experienced increased self-response rates from 2010. COVID-19-related delays impacted census Bureau efforts in four of the counties with lower response rates.
- Of the 17 cities that received grants, 11 experienced increases of 1 percentage point or more in self-response rate. The remaining six cities had response rates within less than one percentage point to 2010.

Combined, these groups estimated over 300,000 interactions through their online outreach. Methods used include social media, webinars, town halls, emails, and newsletters. An assessment for the entities with geographic boundaries can be found in the Appendix for this section.

The state CCC extended the grant period from March to September 2020 to address the 2020 Census operations impacted by COVID-19. A small number of grantees had to return some or all of their funding due to operational changes created by COVID-19. After the end of the grant period, the state CCC asked grantees to submit a final report. The report asked four questions:

- What activities did your organization conduct to encourage 2020 Census participation?
- What lessons did you learn that would be helpful to state outreach efforts in the 2030 Census?
- Did any adjustments need to be made to your outreach method or timing due to coronavirus/COVID-19 guidelines?
- Did any adjustments need to be made to your outreach method or timing due to coronavirus/COVID-19 guidelines?

The following pages provide insights into the lessons learned from both the state CCC leadership and grantees. A complete summary of verbatim comments is available in the Appendix for this section. The Appendix also includes pictures of materials created or screenshots of selected social media posts shared by grantees.

Lessons Learned

From the perspective of the State CCC and Technical Advisory Committee:

- In ten years, one expects staffing changes. However, this can diminish institutional knowledge and make organizers feel as though they are starting from scratch. Hopefully, this document helps create a framework for those staffing the next decennial.
- Strong state leadership will make those involved in the state complete count committee feel that their work is essential and hopefully ensure the resources needed to help Utah obtain a complete count.
- The funding allocated by the legislature for the 2020 Census was beneficial. While we cannot show causation, the statewide self-response rate increased from the 2010 census. Also, localities that dedicated their funding toward outreach raised awareness and visibility to their communities about the 2020 Census.
- Although working relationships were good between Utah and Census partnership, there was some territorialism and lack of communication between the two entities. Everyone is working toward the same goal, so increased awareness and communication around community events are positive. Additionally, in the COVID setting of increased digital events, the ability for more networks to share information on webinars or other events that everyone across the state could access would have helped increase education and participation.
- There was a reliance on organizations that aggregated other entities together for communication. While this worked in some circumstances, it did not seem that participation in information sharing was a priority across all organizations involved. In the years leading up to the decennial, an increased effort in creating a broader mailing list or information-sharing network could create a more robust communication and outreach coalition.
- While we did our best to promote diversity and reach the hard-to-count communities, we could always do better, and we hope that with a greater emphasis on equality, this will only improve with the next Census.

Themes in feedback from the perspective of Community Grant Recipients

(full text of lessons learned in following pages)

"These grants are an excellent way to enable the entities that already have a connection to the community."

- **Flexibility and adaptability** – Although the circumstances around the 2020 Census were unprecedented and hopefully won't happen again, the ability of many entities to pivot their strategies to COVID-safe ended up increasing their outreach. Some entities reported they wished they had planned contingencies since some could not adjust their efforts to the situation.
 - o Several recipients noted that the ability to respond online, despite its limitations, occurred in the opportune moment.
- **Education** – The education component applies for external outreach as well as within those leading outreach efforts.
 - o Many typically underrepresented communities were not familiar with the decennial census. Grant recipients dedicated part of their efforts toward letting their constituents know about the census's importance and why their participation mattered.
 - o Those able to access training events in the year leading up to the 2020 Census felt the train-the-trainer opportunities provided (either by Census Bureau, state, or local government) were beneficial. However, all stakeholders could not attend these trainings, and several recipients requested earlier training opportunities or more specialized training materials for interacting with their constituents.

"Loved the workshops ahead of time to help us to understand Census and why it is so important to fill out."

- **Language and translation** – Many entities working with populations speaking languages other than English created outreach materials, had volunteers or staff members with dedicated language skills, or tried to connect their constituents with the Census Bureau language assets. These dedicated language efforts helped their constituents fully participate in the decennial census, although those connecting with the Census Bureau sometimes experienced technical difficulties.

- **Collaboration and cooperation** – Many entities leveraged their existing connections within communities, with other NGOs, or with their local governments to increase their ability for outreach.

“The most important thing for us was working alongside other partners.”

- **Outreach methods** – Multiple grant recipients reported the following to be successful
 - o **Utilizing trusted voices** – working with community leaders to help share information to selected populations, including word-of-mouth and recorded videos.
 - o **Localized message** – creating messaging specific to their audience. The localized message could be working with the trusted voices, utilizing other individuals familiar to the community, or bringing in local imagery in their outreach efforts. The local emphasis also connected to events – several grant recipients indicated that adding a census element to an existing community event rather than creating a unique census event was a more successful approach for their organization.
 - o **Social media and other digital outreach** – many entities had some type of digital outreach in their pre-COVID grant applications. However, most switched to increased use of social media after COVID restricted in-person meetings. Some entities encountered issues with Facebook’s restrictions on political posts when posting about the census.
- **Communication** – Increased communication was a common thread through many comments from grant recipients. Several grantees suggested that increased communication would lead to better outcomes, whether from the Census Bureau, the state, or other partner organizations.
 - o The federal situation created many complications. The presidential administration for the lead-up to the decennial census made many populations feel uncomfortable with the 2020 Census. Communications from the Census Bureau waned as things became more complicated, making it increasingly difficult for communities to know how to pivot their outreach.
 - o Several comments were hoping for better communication across entities (federal, state, and local) to reduce duplication of efforts and leverage or partner on events targeting similar audiences.
 - o Direct communication with their constituents helped

many grant recipients convey the importance of the census, connect their constituents with needed resources, and in some cases, helped create new advocates for the census. Although this was made more difficult due to COVID, many grant recipients utilized available in-person opportunities (food deliveries, health visits, phone calls) to speak directly to their constituents one-on-one.

Potential Action Items Suggested in Grant Reports (pulled directly from grant reports)

- “The money spent on advertising would have been better spent on organizations like ours that work with vulnerable populations. Advertising does not have the ability to reach vulnerable populations.”
- “More training around the value of completing the Census would have been valuable to help the volunteers understand why the Census is important and the impact it has on the participants.”
- “We call for intentional communication strategies from state leaders that are inclusive, prioritize people first, and help reduce fear for all of Utah’s culturally diverse communities.”
- “More coordination of the timing of distribution of marketing materials by the State so duplication of efforts is prevented.”
- “More funding for local efforts would be helpful. It would also be advantageous to start marketing efforts sooner with minority populations and others and to better explain the online process for taking the Census.”
- “it would have been a benefit to have a representative from the State of Utah on the Navajo Complete Count Commission regular check-in calls [...] As well, we advise that the state play a larger role as an intermediary between the US Census Bureau and local elected officials.”
- “Being able to calculate actual funding impacts to specific race/ethnic communities would be great (“how much Census-directed funding did my community actually receive in the last decade? How much funding could my community miss out on if we have a Census undercount?”)

Overview of 2020 Census Operations Conducted by Census Bureau

2020 Census Operational Adjustments Due to COVID-19

We adapted or delayed some of our operations to protect the health and safety of our staff and the public and make sure we get the same population counted another way.

In light of the COVID-19 outbreak, the U.S. Census Bureau adjusted 2020 Census operations in order to:

- Protect the health and safety of the American public and Census Bureau employees.
- Implement guidance from Federal, State, and local authorities regarding COVID-19.
- Ensure a complete and accurate count of all communities.

Adjustment of Operations

Planned Schedule	Revised Schedule	Milestone or Operation	Description
2020			
March 12 - July 31	March 12 - October 15	Self-Response Phase	Online, phone and mailed self-responses continued throughout the data collection process.
May 13 - July 31	The Census Bureau began soft-launching NRFU on July 16, 2020. All area census offices completed their work by October 15, 2020.	Nonresponse Followup (NRFU)	Census takers interviewed households in person. New dates covered areas previously scheduled for "Early NRFU."
April 2 - June 5	April 2 - September 3	Group Quarters (E-Response & Paper Enumeration)	Many group quarters responded through our e-Response enumeration option.
January 21 - April 30	January 21 - August 31	Remote Alaska	Early operation to reach parts of Alaska which may be difficult to reach later in the year and whose populations depart for other activities. The operation was mostly completed on the original planned schedule, though some areas with year-round populations were enumerated when it was safe to do so.
February 3 - June 30	February 3 - October 15	Island Areas	Census takers interviewed households in American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the U.S. Virgin Islands. This operation was coordinated with the local Island Areas governments. Census takers used paper questionnaires to interview households.
March 1	Phased re-opening occurred between May 4 and June 12.	Field Offices at Peak Operations	Managers and staff commenced administrative, training, deployment and support activities for peak data collection operations. This included selecting and hiring field staff.
March 15- April 17	Phased re-opening occurred between May 4 and June 12.	Update Leave - Stateside	Census takers dropped off invitations to respond and paper questionnaires at the front doors of 5 million households stateside while updating their addresses.

March 15 - April 17	May 22	Update Leave - Puerto Rico	Update Leave operations for the Commonwealth of Puerto Rico, approximately 1.7 million households, were coordinated separately.
March 16 - April 30	June 14 - July 29	Update Enumerate	Census takers interviewed 2,000 households in remote parts of northern Maine and southeast Alaska
April 2 - June 5	July 1 - September 3	In-Person Group Quarters Enumeration	Group Quarters that remain as part of our in-person group quarters enumeration efforts began in July.
March 30 - April 1	September 22 - September 24	Service Based Enumeration	We worked with service providers at soup kitchens, shelters, and regularly scheduled food vans to count the people they serve.
March 30 - July 31	Through October 15, 2020 with limited capacity	Mobile Questionnaire Assistance	Census Bureau staff assisted people with responding online at places people gather (events, grocery stores, etc.).
April `1	September 23 - September 24	Count of People experiencing homelessness outdoors	Census takers counted people under bridges, in parks, in all-night businesses, etc.
April 9 - May 4	September 3 - September 28	Enumeration of Transitory Locations	Census takers counted people staying at campgrounds, RV parks, marinas, and hotels - if those people did not usually live elsewhere.
2021			
By December 31, 2020	April 26, 2021	Process Apportionment Counts	Upon completion of the collection activities, Census Bureau experts ran and reviewed output from programs to unduplicate responses, determine final housing unit status, populate any missing housing unit data on household size, and finalize the universe to be included in the apportionment count file. The statutory deadline to provide apportionment counts is December 31, 2020. The Census Bureau delivered the apportionment counts on April 26, 2021.
By March 31, 2021	August 12 and September 16, 2021	Process Redistricting Data	Census Bureau experts run and review programs to populate any missing demographic data for each household, run differential privacy programs to ensure confidentiality and run tabulation programs for each state delivery. The statutory deadline to provide redistricting data is March 31, 2021. The Census Bureau plans to provide the redistricting data in a legacy format on our public FTP site on August 12, 2021, and plans to deliver the states and the public with the same redistricting data in an easier-to-use format by September 30, 2021.

Source: U.S. Census Bureau, 2020 Census Operational Adjustments Due to COVID-19. Retrieved from <https://www.census.gov/programs-surveys/decennial-census/decade/2020/planning-management/operational-adjustments.html>. Formatting adjustments made by Kem C. Gardner Policy Institute

Frequently Used Terms

Definitions provided below are from the U.S. Census Bureau Glossary or other Census Bureau resources

Operations and Code

Title 13 - The law under which the Census Bureau operates guarantees the confidentiality of census information and establishes penalties for disclosing this information. It also provides the authorization for conducting the census in Puerto Rico and the Island Areas.

Update Leave – Update Leave is a special outreach operation. Focused in areas where the majority of households may not receive mail at their home’s physical location, such as small towns where mail is only delivered to post office boxes or areas recently affected by natural disasters, 2020 Census invitation packets were hand-delivered to households. This operation reaches approximately 6.8 million households in the United States and Puerto Rico.

In Utah, the Census Bureau used this outreach method for the majority of households in nine counties (Beaver, Daggett, Duchesne, Emery, Garfield, Piute, Rich, San Juan, and Wayne).

NRFU – Non-Response Follow-Up is a field operation that serves two primary purposes: 1) Determines housing unit (HU) status for nonresponding addresses 2) Enumerates housing units for which a 2020 Census response was not received

ROAM – Response Outreach Area Mapper – A tool provided by the Census Bureau that utilized data from the Planning Database

HTC – Hard-to-Count populations could be anyone who is hard to locate, contact, persuade, or interview. These populations range across sociodemographic characteristics – including but not limited to mobile young adults, new Americans, persons experiencing homelessness, LGBTQ populations, race or ethnic groups, renters, limited English speakers, and young children.

Geography Programs

MAF – Master Address File

PSAP – Participant Statistical Areas Program

LUCA – Local Update of Census Addresses

CRO – Count Review Operation



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