

New York City's 2010 Local Update of Census Addresses (LUCA) Effort

What is LUCA and how was it created?

The Local Update of Census Addresses (LUCA) program was created by the Address List Improvement Act of 1994. The intent of this law was to provide local governments with an opportunity to review and comment on the list of addresses that was used as a basis for mailing census questionnaires and following-up on households that did not respond by mail. Since the Census Bureau's Master Address File (MAF) is confidential under Title 13 of the U.S. Code, representatives of local governments were required to sign an agreement to use the addresses only for decennial census purposes. The push for a LUCA program was the result of a search for more local input in the wake of complaints from municipalities about the high level of undercount in the 1990 Census. The Department of City Planning (DCP) was the official representative of the City of New York in the LUCA program.

What is the objective of LUCA?

LUCA provided local governments with an opportunity to review and correct the actual address list used to conduct the decennial census. Given the fact that Census Bureau officials have a national orientation focused on standard operational procedures, they recognize that this perspective can benefit greatly from local knowledge. Local governments were given three months to review the MAF and make changes using local information, such as tax records. An "address" in this context refers to the *exact address* of a housing unit: house number, street name and apartment number. This means that the MAF contained a record for every apartment in New York City; a building with 900 apartments is represented in the MAF with 900 records, one for each housing unit. Addresses also needed to be included for facilities referred to as "group quarters," places where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents (e.g. prisons, nursing homes, dormitories).

What are the major steps in the LUCA program?

The Initial LUCA effort in New York City involved two major operations:

1. **Create a list of addresses** that can be used to compare with the Census Bureau's MAF. It was not possible to create a record for every single housing unit in New York City using local government records, because many smaller multi-unit buildings do not have apartment numbers and many local records do not record apartment numbers. Instead, we aggregated records from the Census Bureau's MAF by *building* address, and calculated the number of units contained therein. These building counts were then compared with various local files and with the counts from fieldwork studies to determine the existence of missing units. These sources included Real Property Assessment Division (RPAD) records from the Department of Finance;

Department of Buildings Certificates of Occupancy (for new buildings) and inspector reports of building violations; and utility data on residential electrical accounts from Con Edison.

2. **Field Check our list** in several successive field operations to check the veracity of our local record apartment counts against the counts developed from the Census Bureau's MAF file and to find apartment numbers whenever they were present. In situations where apartment numbers did not exist, we included apartment numbers in accordance with standards developed in cooperation with the Census Bureau. Fieldwork studies were conducted at three separate points over two years, well in advance of receipt of the MAF from the Census Bureau, in operations that were funded through a grant from the New York Metropolitan Transportation Council (NYMTC).

What did New York City's LUCA submission look like?

New York City originally submitted 196,973 housing unit "adds" in the 2010 LUCA program (See Tables below). Our original LUCA submission represented 5.7 percent of all housing unit addresses. The percentage of units that were added ranged from 4.2 percent in the Bronx to 6.8 percent in Manhattan. With the large number of newly constructed buildings in the last decade, it was not surprising that a large component of our added housing units was associated with new construction and the conversion of commercial and industrial buildings to residential use -- 52 percent citywide. We observed that many of these buildings were of very recent construction, so much so that the postal service updates of the MAF had likely not gotten into the Census Bureau files. More than two-thirds of all housing unit adds were in this category in Manhattan, followed by Staten Island (65 percent) and the Bronx (58 percent). Two boroughs -- Brooklyn and Queens -- were different in that a majority of their adds was in existing buildings (54 percent and 64 percent, respectively). This is testimony to the large number of housing units that were the result of subdividing existing buildings, especially in Queens.

DCP Housing Unit "Adds" 2010 Census LUCA

	Total NYC	Bronx	Brooklyn	Manhattan	Queens	Staten Island
Total Adds Submitted	196,973	21,822	57,347	58,689	49,122	9,993
As a Percent Of MAF Housing Units	5.7	4.2	5.7	6.8	5.6	5.6

DCP Housing Unit "Adds" By Type 2010 Census LUCA

	Total NYC	Bronx	Brooklyn	Manhattan	Queens	Staten Island
Total Adds Submitted	196,973	21,822	57,347	58,689	49,122	9,993
Adds in New Buildings and Conversions	102,604	12,645	26,362	39,462	17,620	6,515
Percent	52.1	57.9	46.0	67.2	35.9	65.2
Additional Adds in Existing Buildings	94,369	9,177	30,985	19,227	31,502	3,478
Percent	47.9	42.1	54.0	32.8	64.1	34.8

What happened as a result of this submission?

The Census Bureau checked New York City's LUCA submission in the Spring of 2009 as part of their block canvass of all addresses in New York City. The Bureau then provided us with a Feedback File in the Fall of that year. The Feedback File indicated that they had confirmed the existence of about 113,000 units or 59 percent in our initial submission. When duplicate addresses are extracted from this number, it turns out that our initial submission resulted in some 85,126 *unique* addresses being added to the MAF, in that the DCP LUCA submission was the sole source of the addresses. Most of the 85,126 were additional units in existing buildings; small multi-unit structures with added units in the basement, attic etc. Most of the duplicates were in large buildings where the existence of multiple addresses or complex patterns of demolition and new construction caused address mismatches that were later rectified.

Did New York City appeal any rejected addresses?

The delivery of the Final Feedback File with the results of the Census Bureau's Address Canvass marks the beginning of the Appeals phase of LUCA. During this phase local jurisdictions are given an opportunity to make one last case for those addresses that were initially submitted but where the Bureau could not find hard evidence of their existence. After removing duplicates and other addresses where the evidence from our records was not optimal, we determined that there were 36,181 good addresses that the Census Bureau had omitted as a result of their address canvass operation. The largest share was again in one-, two- and three-family houses, with the largest number in Queens.

What happened as a result of New York City's 2010 Census LUCA Appeal?

In March of 2010, we were officially notified that all of our addresses were accepted in the Appeal phase of LUCA. The decision was based on the evidence submitted from local records and the extensive analytical documentation that accompanied our Appeal submission. Therefore, all 36,181 housing units were given an opportunity to participate in the 2010 Census.

What is the New Construction Program?

While not formally part of LUCA, the New Construction Program was the last phase of address list improvement activities conducted by the Census Bureau. Since the complete address canvass took place in the Spring of 2009, the Census Bureau recognized that some of the latest additions to the housing stock might be missed without a special effort conducted in tandem with local governments (even with the Postal Service updates). Apartments in buildings that were constructed between April of 2009 and April of 2010 were eligible for inclusion. This stage of the process added some 6,704 housing units to New York City's address list, each of which will be visited by a census worker in July of 2010 as part of the final phase of the 2010 Census.

What is the final contribution by New York City to the 2010 Census Address List?

These three major operations – the initial LUCA submission (85,126), Appeals, (36,181), and New Construction (6,704) – added a total of 128,011 addresses to New York City’s address list for the 2010 Census. At current estimates of average household size (2.68) and taking into account vacancy rates, the total impact on the 2010 enumeration should easily top 300,000 persons. The figure below shows the distribution of added addresses by borough. While Queens contains about one-quarter of *all* housing units in the city, it was responsible for 31 percent of all added addresses, which points to the important role that New York City played in identifying extra apartments in one-, two- and three-family houses. Fewer added addresses were in large buildings, which helps to explain why Manhattan had a smaller share of address adds (20 percent) than would be expected based on its share of all housing in New York City (25 percent). Given differences in the percentage of higher density units, the Bronx was slightly under-represented in its share of adds, while Staten Island was slightly over-represented. Brooklyn had a share of address adds that was similar to their share of all housing units in the city.

DCP Housing Unit “Adds” by Borough

