

Head Count Census Method Manual: Municipal Population Count Instructions and Reporting Forms

Revised January 2013



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Municipal Population Determinations and Requests for Adjustment

Population Determination

The director of the Division of Community and Regional Affairs (DCRA) determines funding for municipalities that are eligible to receive State's FY 2014 revenues under various programs based on their population. The director sends the July 1, 2012 municipal population estimates, established by the state demographer of the Alaska Department of Labor and Workforce Development (DOLWD), to each municipality by mid-January 2013.

Municipalities are NOT REQUIRED to conduct a local census or population estimate. These forms ONLY need to be completed if your municipality disagrees with the population estimate submitted by DCRA, and the municipality wishes to request an adjustment.

Population Adjustment Request

If the municipality believes its population estimate does not reflect its permanent resident population as of July 1, 2012, it has until April 1, 2013 to request from the DCRA's director an adjustment to the estimated population base. If a municipality's request for adjustment is postmarked after **April 1, 2013**, it will be denied by the director as being **untimely filed**. If the municipality's request for adjustment does not include all of the required documentation set forth in this manual, it will be denied by the director as being **unresponsive**.

In determining a new population estimate, communities must select one of the following estimation methods:

1. A **head count census**, as described in *this* manual; or,
2. A **housing unit population** estimate, as described in the separate *Housing Unit Method Manual: Municipal Population Estimate Instructions and Reporting Forms, Revised January 2013*.

Municipalities with a population of less than 1,000 must use the head count census, which is more reliable than the housing unit method for smaller populations. Municipalities with a population of 1,000 or more may use either method.

Extension of April 1, 2013 Deadline

A municipality may request an extension of the deadline, if the request is received in writing by close of business on April 1, 2013, and the municipality shows just cause for missing the deadline. However, please note that **any extension of the deadline limits the time available to a municipality to appeal the director's decision to the commissioner** (see "Appeal to the Commissioner"). Please, contact Brigitta Windisch-Cole, Research Analyst,

responsible for validating your population count method, at (907) 269-4521, should you have any questions.

Point in Time Estimation

The municipality must identify the population of residents (persons who resided in the municipality for more than six months, since July 1, 2012) on the local new census day (example, April 1, 2013). A linear adjustment will be made to reflect the population change between the most recent certified population determination (e.g. July 1, 2011) and the new local count or estimate. For example:

New local count or estimate (e.g. as of April 1, 2013)	= 900
Most recent certified population estimate or count (e.g. as of July 1, 2011)	= 700

Linear Adjustment Methodology
Population change (July 1, 2011 to April 1, 2013) = 200
Number of periods between most recent certified population estimate or count and new local estimate or count (e.g. April 1, 2013) = 21 months
Resulting resident change is = 9.5 residents per month
Adjusted time periods from July 1, 2011 to July 1, 2012 = 12
Population adjustments is calculated to be: $9.5 \times 12 = 114$ residents

The final accepted population level as of July 1, 2012	= 814
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Appeal to the Commissioner

If DCRA's director does not grant the request for a population adjustment or the municipality has other grounds for challenging the 2012 Alaska Department of Labor and Workforce Development (DOLWD) estimate, the director's decision may be appealed to the commissioner (3 AAC 130.050). **The appeal must be made within 10 business days after the municipality receives the decision from the director.**

Certified Population

After all appeals have been resolved, the commissioner will certify a final municipal population report on or before June 1, 2013. The department's certified population is determined from one of the following:

1. A head count census conducted by the municipality in accordance with *this* manual.
2. A housing unit method population estimate conducted by the municipality in accordance with the *Housing Unit Method Manual: Municipal Population Estimate Instructions and Reporting Forms, Revised January 2013*.
3. An estimate made by the Alaska Department of Labor and Workforce Development for July 1, 2012.

Regulations state that the department must use whichever of the above methods indicates the most recent population of the municipality. If there is a conflict among the municipal population numbers for the same year from two or more of the sources listed above, it will be resolved by taking them in the order as enumerated above. An approved locally-conducted census that includes an adjustment to the July 1, 2012, figure, takes precedence over the DOLWD estimate, for July 1, 2012.

Head Count Census Documentation and Procedures

Head Count Census

A municipality conducts a “head count” population census by going door-to-door to every housing unit within the city boundaries to count residents. To successfully adjust your municipality’s population, the following four items must be included in your Head Count Census submission:

1. City Map

A map of the city that accurately depicts the placement and names of block numbers, streets, roads, and landmarks within the corporate (legal) limits of the city must be provided. Individual housing units must be identified on the map by using housing unit numbers that correspond to the census forms. Housing units outside the city’s legal limits cannot be included.

2. Population Census Forms

a. Conventional Housing Units (Attachments A and B)

The population census in conventional housing units should be documented using copies of the attached forms or similar documents. Please copy the Head Count Census forms to make as many forms as needed. The information gathered by the census-taker(s) must include:

- i. **The address of each conventional housing unit.** Note the address or location of each residential housing unit, whether occupied or vacant.
 - Do not list uninhabitable, broken down, or abandoned housing units.
 - Do not list offices, stores, churches, vacant lots, public buildings, or facilities unless a residential unit exists at that location.

Large cities (population greater than 1,000) that choose to do a head count census must also indicate the structure type of each housing unit -- note whether each unit is a single family unit, duplex, apartment, trailer, or a live-aboard boat.

- ii. **A housing unit sequence number (#1, #2, #3 ... #100).** Assign a number to each housing unit; it should correspond to the housing unit number marked on the city map.
- iii. **Check-off whether each housing unit is occupied or vacant.**
- iv. **List the name of each individual living in the conventional housing unit.** List all persons currently living in the home, whether they are a resident or non-

resident (see definition of residency on the following page). List the first and last name of each person – incomplete names will not be accepted (e.g., do not list “Mrs. Jones” or “4 children” or “baby”).

- v. **List the dates each individual has lived in the city since July 1, 2012.** The census-taker must ask if each individual has lived in the city since July 1, 2012. If an individual has not been in the city continuously all year, the census-taker must ask additional questions about the person's usual place of residence. For example, a parent may list their daughter as a member of the household, but when asked about dates may state, “She is home only for the summer, because she attends the University in Anchorage.” Or a householder may respond, “My brother just moved to town last month and he intends to remain here.” The census-taker must gather enough information to **accurately determine whether each person is a resident or a non-resident.**

Definition of Residency

An individual is a permanent resident of the location where he or she lives and sleeps most of the time. An individual must live in the community for the majority of the year (at least **six months and one day**,) and have no other usual place of residence in order to be considered a resident.

Residents include persons temporarily away from home on business, vacation, or for subsistence purposes, if they spend the majority of the year in the community. If an individual is a new member of your community, they may be considered a resident if they have no other usual place of residence and if they intend to remain in the community.

Non-residents include students attending college in another community, visiting relatives, transient fishermen and their crew, seasonal construction workers, and tourists. They do not spend the majority of the calendar year in your community, have another usual place of residence, or do not intend to remain. These individuals must be marked as non-residents on the census schedule.

Review additional resident/nonresident definitions to determine the residency status of the household member as provided in the appendix. (page 11)

- vi. **Check-off whether each person listed is a resident or not, based on the above definition and your conversation with the householder.**

vii. **Subtotal each page for the number of occupied housing units, vacant units, residents and nonresidents.**

b. Group Quarters (Attachments C and D)

- i. Contact group quarters entities and request a written and signed copy of the documentation from the respective entity's administrator/manager. Persons in some facilities must be surveyed using the Group Quarter Survey Form in Attachment C. See details below and Table 1 for residency definitions and other required documentation. Further information about group quarters is found in the Appendix and Glossary.
 - **On-Shore or Off-Shore Fish Processing Group Quarters:** Facilities must be in operation within the municipal boundaries for more than six months out of the past 12 months. A letter from the facility manager, documenting the average annual population in company bunkhouses is required.
 - **Labor camps (Requires Survey):** Company-provided housing for workers qualifies as group quarters. Resident occupants of such accommodations must fill out the group quarters survey to determine the residency status of the respective worker.
 - **Hotels/Motels/Boarding Houses (Requires Survey):** Boarders who reside in these facilities for more than six months as of June 30, 2012. If a hotel guest is in town temporarily, he/she may not be counted unless they have been housed for at least six months and a day.
 - **College Dormitories:** Dormitory occupancy must be reported on the day of survey and the count must be confirmed by the dormitory administrator.
 - **Military Barracks:** If the barracks are in operation year-round, a letter from the facility documenting the average annual population as of June 30, 2012 is required. Please refer to Appendix, Table of Residence Special Case Definitions for additional information).
 - **Correctional Facilities:** If the facility incarcerates a long term population include an average annual inmate population count as of June 30, 2012. A written documentation from the warden of the facility is required.
 - **Senior citizen homes and long-term medical care facilities:** These facilities are assumed to house local residents and therefore, the occupancy must be documented. Include only senior citizen facilities that provide 24-hour care services and report count as of the day of the survey.
 - **Juvenile youth facilities, crisis shelters, and homeless shelters, etc.:** These facilities are assumed to house local residents, and documentation, regarding average annual occupancy, must be furnished by the facility manager.

TABLE 1
Group Quarters Facilities - Population Source and Contact Person

Group Quarters Facility	Population Source	Contact Person
On-Shore or Off-Shore Fish Processing	Annual Average (1)	Bunk House Manager
Labor Camps/Company Provided Housing	From Group Quarter Survey (2)	
Military Barracks	Annual Average (1)	Military Installation
Correctional Facilities	Annual Average (1)	Warden
Hotels/Motels/Boarding Houses	From Group Quarter Survey (2)	
College Dormitories	Count on day of survey	Dormitory Administrator
Senior Citizen Homes	Count on day of Survey	Manager
Long Term Medical Care Facilities	Count on day of survey	Administrator
Juvenile Youth Facilities	Annual Average (1)	Warden
Crisis Shelters	Annual Average (1)	Manager
Homeless Shelters	Annual Average (1)	Manager

Note:

(1) - July 2011 to June 2012

(2) - Survey form in manual

ii. Documentation must include all group quarters surveys and Attachment D, which lists each group facility name, service provided/facility purpose, address, contact name, phone number and surveyed resident population as of June 30, 2012.

iii. The department may require additional residency documentation for any facility that houses a non-resident population since June 30, 2012.

3. Census Summary Sheet (Attachment E)

This summary form provides the total housing units, vacant units, residents and non-residents found in the city. This summary also provides the total residents living in group quarters.

4. City Council Resolution (Attachment F)

The city **must pass a resolution** adopting the results of the head count census.

Mailing Address

The completed Head Count Census must be postmarked by ***April 1, 2013***, and submitted to:

Department of Commerce, Community, and Economic Development

Division of Community and Regional Affairs

Attn: Brigitta Windisch-Cole

550 W. 7th Avenue, Suite 1640

Anchorage, AK 99501

Phone: (907) 269-4521 Fax: (907) 269-4539

Appendix

Glossary

1. **Housing Unit:** A housing unit is one or more rooms intended for permanent occupancy as separate living quarters. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room occupied (or vacant, intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live separately from any other people in the building and which have direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any group of related or unrelated people sharing living arrangements.
 - a. **Occupied housing unit (also called a *Household*):** A housing unit is occupied if a household of one or more resident persons usually live and sleep there. A housing unit is considered occupied if the residents are only temporarily absent. (See #6).
 - b. **Vacant housing unit:** A housing unit is vacant if it is either without occupants or is temporarily occupied by persons whose usual place of residence is elsewhere. A unit from which the occupants are temporarily absent (on vacation etc.) is not considered a vacant unit.
 - c. **Vacant housing units that should not be included in the housing inventory:**
 - Dilapidated or derelict housing structures that are not considered fit for human habitation. These structures could have broken windows, missing doors or roof, collapsed walls, or extensive fire damage.
 - Housing units being used solely for storage; recreational boats; tents, motor homes, travel trailers, and
 - New housing unit(s) under construction.
 - d. **Year-round housing units:** All occupied and unoccupied units, regardless of design, that are intended for occupancy at all times of the year.
 - e. **Single-family detached unit:** A housing structure with open space on all four sides.
 - f. **Single-family attached unit:** A single-unit housing structure that has one or more unbroken wall extending from ground to roof separating it from adjoining structures, such as a townhouse.
 - g. **Multi-family units:** Housing units contained in multi-unit structures such as apartment buildings.
2. **Conventional housing unit:** Single family homes, duplex homes, multiple family homes (apartments) and mobile homes. **These do not include group quarters.**

3. **Residents:** Residency is determined on the basis of where a person usually resides on a weekly basis or for the majority of the year (more than six months), if a person divides his/her time between two or more residences. Also, non-citizens that are living in the United States are included, regardless of their immigration status. Persons who sleep consecutive nights in one locality to be near their place of work and sleep in another locality on weekends or during other non-work periods are considered residents of the housing unit in which they spend most of their nights during the week.
4. **Household:** A household is an occupied housing unit. It may be a single-person household, a household where unrelated persons live together, or a family household.
5. **Group quarters:** Facilities that house group quarters populations are **not counted as conventional housing units**. Group quarters are multi-unit structures, all of which are owned or leased by a company for a long term (more than one year) for its employees. Group quarters populations are found most frequently in nursing homes, student residence halls, on military establishments, including military vessels, and other institutional facilities.
6. **Vintage year:** Refers to the year that demographers begin production on a set of population estimates. For example, the vintage 2009 estimates are estimates whose production was begun in 2009.
7. **Occupied housing unit:** A housing unit that is the usual place of residency of the occupant(s). Also referred to as a Household. A housing unit is classified as occupied if it is the usual place of residence of the person or group of people living in it at the time of enumeration, or if the occupants are only temporarily absent; that is, away on vacation or a business trip.

The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated people who share living quarters. Occupied rooms or suites of rooms in hotels, motels, and similar places are classified as housing units only when occupied by permanent residents; that is, people who consider the hotel as their usual place of residence or have no usual place of residence elsewhere.

If any of the occupants in rooming or boarding houses, congregate housing, or continuing care facilities live separately from others in the building and have direct access, their quarters are classified as separate housing units. The living quarters occupied by staff personnel within any group quarters are separate housing units if they satisfy the housing unit criteria of separateness and direct access; otherwise, they are considered group quarters.

Table of Residence Special Case Definitions

Type of Person	Residency Location
Lives in this household but is temporarily absent on a visit, business trip, vacation, or in connection with job.	This household
Lives in this household only on weekends. Works most of the week in another place.	Location of work place
Lives in this household, but is in a general or VA hospital, including new babies in the hospital who have not yet been brought home.	This household
Members of the Armed Forces	
Living on military installation	Location of military installation
Stationed on nearby installation but living off base in this household.	This household
Assigned to a military vessel whose home port is 50 miles or more away from this household.	Location of the vessel
Assigned to a military vessel whose home port is 50 miles or less away from this household.	This household
Officer or crew member of a merchant vessel, vessel engaged in coast wide or foreign transportation.	Location of the vessel
Officer or crew member of a merchant vessel, vessel engaged in inland water transportation.	This household
College Student	
Not living in this household during school year - here only on vacation.	Location of residence while attending college/university
Living in this household during the school year (e.g. exchange student).	This household
Student away while attending school below college level or students attending boarding school	This household
Other	
Institutionalized individuals, those in prison or reformatories, and schools for citizens with special needs.	Location of institution
Members of religious order.	Location of monastery or convent
Nurse living in a hospital or nursing home.	Location of the hospital or nursing home
Person who has more than one home and divides time between them.	Place where he/she spends largest part of the year
American Citizen abroad	
On vacation or temporarily away for business assignment.	This household
Employed by the U.S. Government	Do not list
Any other American working or living abroad for extended time.	Do not list
Citizens of a foreign country	
Studying or working in the U.S. or the members of the family of such person living with him or her.	This household
Temporary traveling or visiting the U.S.	Do not list
Source: United States Census Bureau	

Attachments

- A. Head Count Census Survey Form - Sample
- B. Head Count Census Survey Form
- C. Group Quarter Survey Form
- D. Group Quarter Population Summary
- E. 2013 Population Summary
- F. Sample Population Resolution

ATTACHMENT A

HEAD COUNT CENSUS

HOUSING, VACANT UNITS AND PERSONS

SAMPLE

CITY OF ALASKANA

Enumerator B. Jones
Block _____

Date March 15
Page 1

Housing Unit #	Housing Unit Address	Housing Unit		Names of Individuals in Household	Dates Lived in City Since July 1, 2012	Resident	
		Occupied	Vacant			Yes	No
1.	100 Smith Dr.	✓		Johanson, Ivan	8/1 - 3/15	✓	
				Janice	"	✓	
				Julie	"	✓	
				Michael	"	✓	
2.	102 Smith Dr.		✓	VACANT			
3.	104 Smith Dr.	✓		Sanders, John	7/1 - 3/15	✓	
				Mary	"		
4.	106 Smith Dr.	✓		Candle, Peter	7/1 - 3/15	✓	
5.	108 Smith Dr.	✓		White, Mark	7/1 - 3/15	✓	
				Shirley	"	✓	
				Paul	"	✓	
6.	110 Smith Dr.	✓		Rogers, Ivan	2/1 - 2/28		✓
				Miriam	"		✓
7.	101 Smith Dr.	✓		Wiseman, Jack	8/15 - 3/15	✓	
				Joe	"	✓	
8.	103 Smith Dr.	✓		Andrews, Willie	7/1 - 3/15	✓	
				Gladys	"	✓	
				George	"	✓	
				(college) Marie	none		✓
				Candy	7/1 - 3/15	✓	
9.	105 Smith Dr.	✓		Hinders, Adam	8/7 - 3/15	✓	
				Rachel	"	✓	
10.	107 Smith Dr.	✓		Lestenkof, Bill	7/1 - 3/15	✓	
				Gail	7/1 - 3/15	✓	
11.	109 Smith Dr.		✓	VACANT			
12.	111 Smith Dr.	✓		Caldwell, Andy	7/1 - 3/15	✓	
				Joyce	"	✓	
				Christina	"	✓	
Housing Subtotal		10	2				
Persons Subtotal						22	3

ATTACHMENT C
GROUP QUARTERS SURVEY FORM

Group Quarter Facility Name _____

Date _____

Unit # _____

1. What is your name? *Print name below*

Last Name: _____

First Name: _____

2. Do you live or stay in this facility for more than 6 months?

____ Yes (go to Question 3)

____ No (Go to Question 4)

3. Do you declare residency elsewhere? If Yes, please complete all that apply

____ Yes (Please complete all that apply in Address below)

____ No

Street Address Number: _____

Street Name: _____

Apartment Number: _____

Rural Route Address: _____

City/Work Site: _____

State or Foreign Country: _____

ZIP Code: _____

4. What is the full address of the place where you live or stay for more than 6 months

Street Address Number: _____

Street Name: _____

Apartment Number: _____

Rural Route Address: _____

City/Work Site: _____

State or Foreign Country: _____

ZIP Code: _____

ATTACHMENT E
2013 POPULATION CENSUS SUMMARY

Name of Municipality _____

Census Enumerator or Municipal Contact:

Name: _____

Phone: _____

Date(s) population census was conducted:

I have attached the following required documentation:

- Map of Municipality
- Census Schedule of housing units/individual names
- Municipal Population Resolution

Population Census Results:

Total Resident Population:	_____
Residents in Conventional Housing Units:	_____
Residents in Group Quarters:	_____
Total Non-Resident Population:	_____
Non-Residents in Conventional Housing Units:	_____
Non-Residents in Group Quarters:	_____
Total Conventional Housing Units:	_____
Occupied Conventional Housing Units:	_____
Vacant Conventional Housing Units:	_____

ATTACHMENT F
SAMPLE POPULATION RESOLUTION

A RESOLUTION OF THE _____ adopting the
(Municipality)
Determination of population of the municipality.

WHEREAS, the _____ has conducted a census of the municipal
(Municipality)
population indicating the population of permanent residents of the municipality as of
_____, 2013; and
(Date)

WHEREAS, the governing body of the municipality must pass a resolution adopting the
results of the census for use by the Department of Commerce, Community, and Economic
Development;

NOW THEREFORE BE IT RESOLVED THAT the governing body finds that on
_____, 2013, the population of permanent residents of the
(Date)
Municipality was _____.
(Population)

PASSED AND APPROVED BY THE _____ on the _____
(Municipality) (Day)
Day of _____, 2013.
(Month)

BY: _____
(Mayor)

ATTEST: _____
(Clerk)