

PROPOSED CENSUS RESIDENCY RULES

Impact in Massachusetts

University of
Massachusetts
Amherst



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Proposed Residence Criteria and Regulations for Demographic Questions

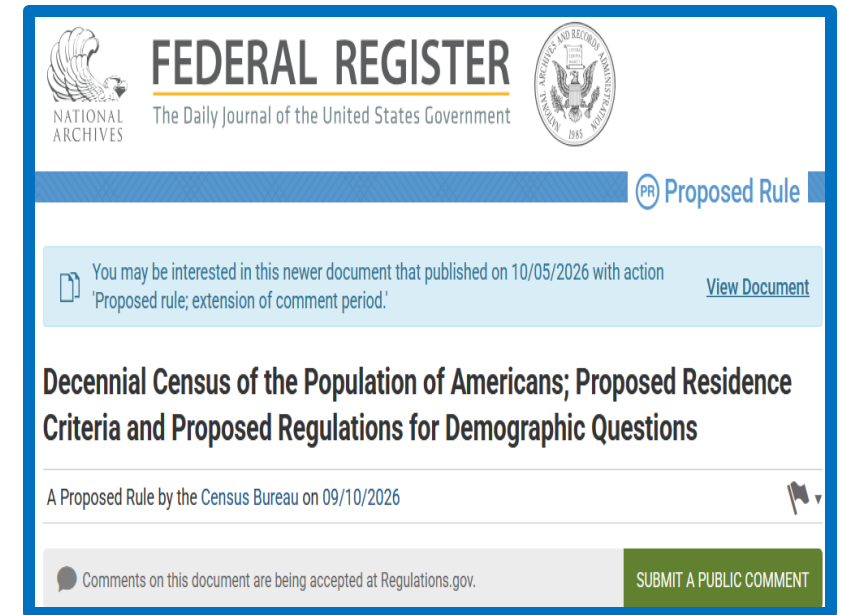
Section 60.4: excludes non-citizens from the count

Section 60.2: changes concept of “usual residence”

- Jan 3 – April 1
- IRS linkage

Section 70.2: removes race and ethnicity from Census questionnaire and prohibits questions about sexual orientation

Docket No. 260903-0005, Document 2026-18481



The screenshot shows the Federal Register page for a proposed rule. At the top, it says "FEDERAL REGISTER" and "The Daily Journal of the United States Government". Below that, it says "Proposed Rule". The main title of the document is "Decennial Census of the Population of Americans; Proposed Residence Criteria and Proposed Regulations for Demographic Questions". It is a proposed rule by the Census Bureau on 09/10/2026. There is a link to "View Document" and a button to "SUBMIT A PUBLIC COMMENT".

Key Impacts in Massachusetts

- Large non-citizen population
- “Snowbird” populations
- Severe inaccuracies in data

Non-Citizens in Massachusetts

Foreign Born in Massachusetts

The ACS estimates over 1.3 million foreign-born residents in Massachusetts

Just under 1 out of every 5 people.

Of these, over 641,000 are not U.S. Citizens.

About 9% of total MA pop.

Massachusetts Foreign Born	Estimate	Margin of Error
Foreign-born	1,337,811	±21,991
Foreign-born; naturalized U.S. citizen	696,731	±14,829
Foreign-born; not a U.S. citizen	641,080	±19,324

U.S. Census American Community Survey (ACS) 1-year dataset 2024

Non-Citizens by State

Massachusetts ranks 9th for number of non-citizens

Top 10 States by Count of Non-Citizens

State	Foreign-born; not a U.S. citizen
California	5,003,494
Texas	3,350,974
Florida	2,433,707
New York	1,877,763
New Jersey	1,048,985
Illinois	945,493
Georgia	698,506
Washington	641,177
Massachusetts	641,080
North Carolina	632,363

Non-Citizen Shares by State

Massachusetts ranks 7th in number of non-citizens as share of the total population

Top 10 States by Share of Non-Citizens

State	Non-citizen share of total population
California	12.7%
New Jersey	11.0%
Texas	10.7%
Florida	10.4%
New York	9.5%
Nevada	9.4%
Massachusetts	9.0%
District of Columbia	8.6%
Washington	8.1%
Maryland	7.7%

Population Missing from Count

Dropping 641,080 people from the Census count is like dropping some of our state’s largest cities!

City of Worcester pop. est:	213,862	
City of Springfield pop. est:	154,702	
City of Cambridge pop. est:	122,588	
City of Lowell pop. est:	119,971	estimated number of non-citizens in Massachusetts
City of Melrose pop. est:	29,597	
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640,720		641,080

Population Missing from Count

Dropping 641,080 people from the Census count is like dropping some of our state's largest cities!



City of Boston pop. est: **672,973**

estimated number of
non-citizens in
Massachusetts

641,080

The 2030 Census is about.....

Severe inaccuracies
in Census data, ACS,
2031-2039 annual
estimates,
employment rates,
health care
statistics, etc. for
MA

DATA

=
over \$15 billion
in 10 years

MONEY

NY lost a
congressional
seat after the
2020 Census by
only 89 people

POWER

Non-Citizen Populations in Massachusetts

International Students

International Student Counts: Ranked 4th in the U.S.

Boston Indicators Report:

82,300 international students in Massachusetts

4th in U.S. behind California, New York, and Texas

Massachusetts has the fourth largest international student population in the country.

Count of international students in 2024. Ten largest states by enrollment.

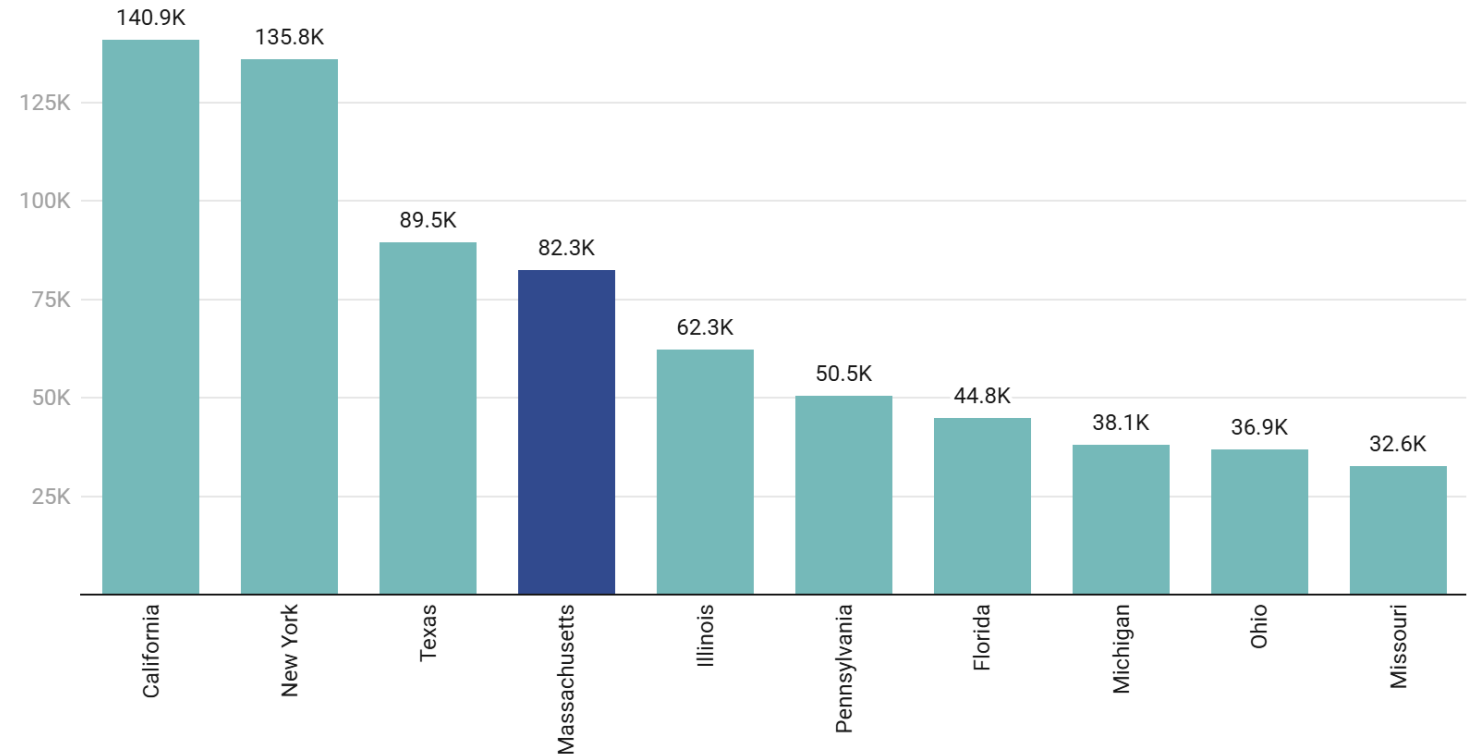


Chart: Boston Indicators • Source: [2024 Open Doors Report on International Educational Exchange](#), [Institute of International Education](#) • [Get the data](#) • Created with [Datawrapper](#)

International Share of all Post-Secondary: Ranked 1st in the U.S.

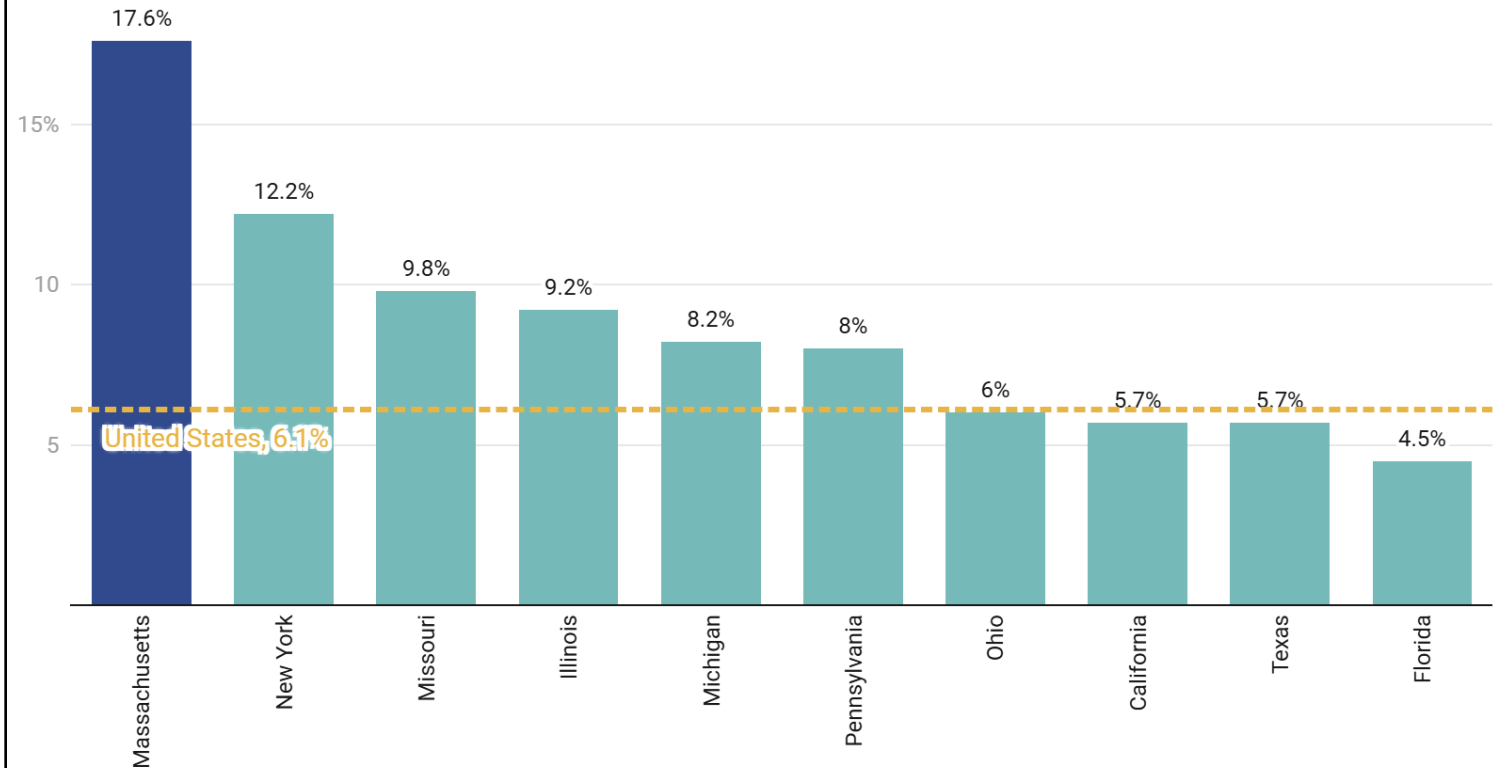
Boston Indicators Report:

Massachusetts has the highest share of international students as a proportion of postsecondary enrollment in the nation at 17.6%

a full 5 percentage points ahead of New York in second.

International students make up a greater share of Massachusetts' postsecondary enrollment than in any other state.

International students in 2024 as share of 2022 state post-secondary enrollment. Ten largest states by enrollment.



Note: Massachusetts share of international students is higher than states not shown as well.

Chart: Boston Indicators • Source: 2023 Digest of Education Statistics. 2024 Institute of International Education. • [Get the data](#) • Created with [Datawrapper](#)

International Student Counts Statewide

National Center for Education Statistics (NCES IPEDS) 2025:

Massachusetts had **81,339** U.S. Nonresident students across 50 Cities and Towns in MA.

Highest counts in

- Boston 40,305
- Cambridge 16,906
- Amherst 5,179
- Worcester 3,323
- Waltham 2,273

City or Town	U.S. Nonresident Enrollment	City or Town	U.S. Nonresident Enrollment	City or Town	U.S. Nonresident Enrollment
Boston	40,305	Williamstown	238	Weston	32
Cambridge	16,906	Quincy	204	Bourne	30
Amherst	5,179	Haverhill	161	Needham	29
Worcester	3,323	Wenham	134	Franklin	27
Waltham	2,273	North Andover	130	Chicopee	26
Medford	2,119	Framingham	83	Tyngsboro	20
Newton	2,061	Easton	80	Brookline	15
Wellesley	2,001	Norton	79	Longmeadow	15
Lowell	1,216	Hamilton	77	North Adams	15
North Dartmouth	972	Beverly	72	Pittsfield	11
Bedford	718	Holyoke	69	Danvers	10
Springfield	628	Milton	68	Gardner	8
South Hadley	457	Westfield	59	Barnstable	2
Northampton	392	Brockton	57	South Easton	2
Fitchburg	340	Fall River	56	Malden	1
Bridgewater	279	Paxton	47		
Salem	272	Dudley	41	50 MA cities and towns	81,339

International Faculty and Staff in Massachusetts

IPEDS NCES Full- and Part-time Staff Count

According to the IPEDS NCES Fall 2024 survey, there were

7,414 U.S. nonresident *full and part-time staff* in Massachusetts higher education institutions

- **Harvard** (1,765), **MIT** (1,423), and **Northeastern** (1,211) are the three largest employers of nonresident faculty and staff in Massachusetts.

Including **1,735 full-time Instructional staff**

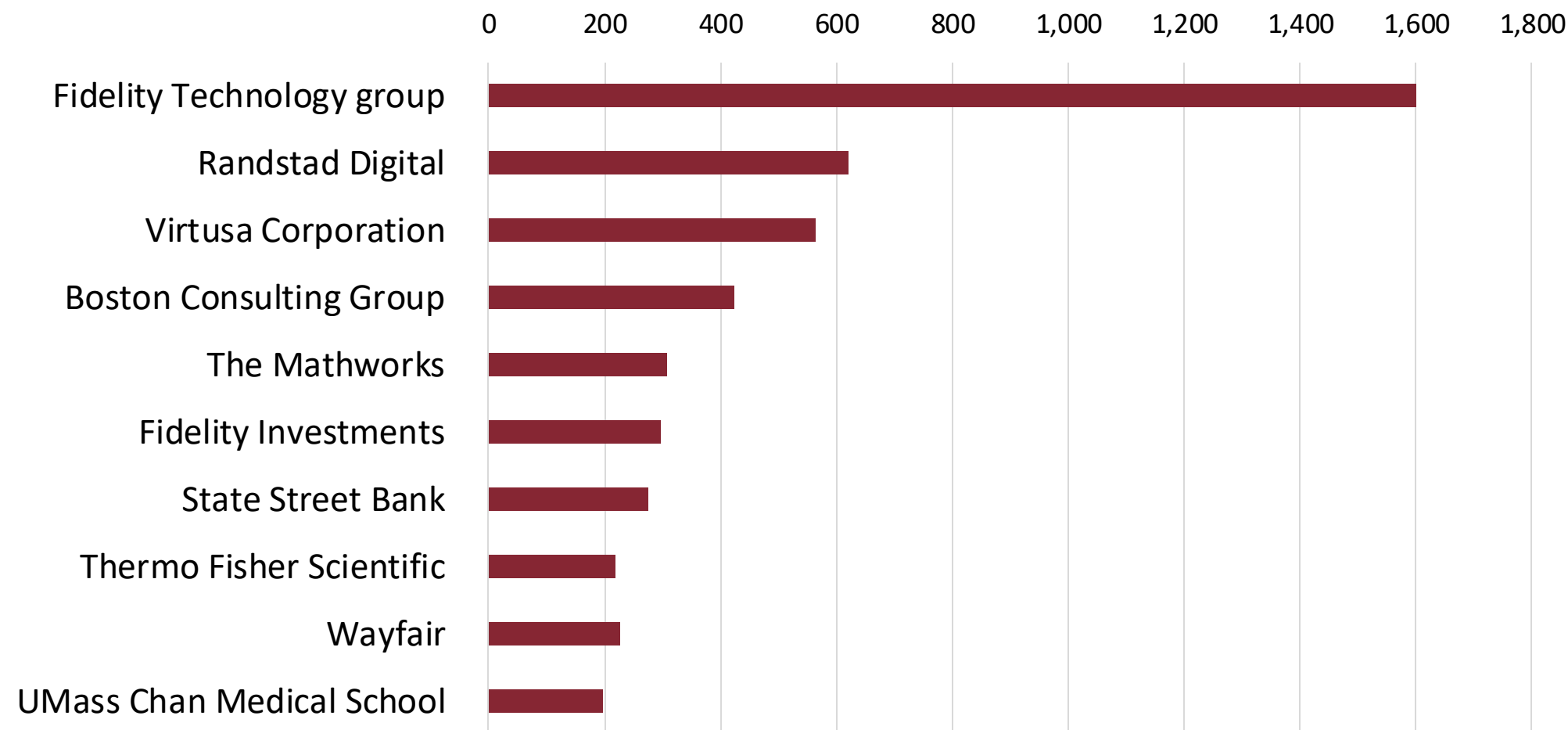
- **Northeastern** (367), **UMass Chan Medical School** (238), and **Boston University** (202) are the three largest employers of nonresident **full-time instructional staff** in Massachusetts.

International Workers in Massachusetts

H-1B Visas in Massachusetts

- There were **17,510 H-1B visa beneficiaries** approved in the state of Massachusetts in 2025
 - This number contains both initial approvals and continuing approvals of H-1B visas.
 - This number doesn't count workers who were approved in previous years and are still working in Massachusetts.
- There were **2,251 employers** petitioning for H-1B visas workers in 2025.

Top 10 H-1B Employers in Massachusetts, 2025



Other International People in Massachusetts

DACA Recipients in Massachusetts

The Deferred Action for Childhood Arrivals (DACA) is a program that allows young immigrants who grew in the US to seek temporary protection from deportation and to have the ability to work.

- There were **12,600 DACA-eligible residents** in Massachusetts in 2023.
- 95% of DACA-eligible residents in Massachusetts were employed in 2023.
- DACA-eligible households paid \$131.6 million in taxes in 2023.
- Massachusetts had a total of 4,200 active DACA recipients as of June 2025.

Humanitarian Relief

Temporary Protection Status (TPS) in Massachusetts

“The Temporary Protected Status (TPS) is a blanket form of humanitarian relief for foreign nationals present in the US from countries in which ***natural catastrophes or civil conflicts*** imperil their safe return. TPS recipients can live and work in the US if they cannot return safely to their home country because of natural disaster, armed conflict, or other ***extraordinary, but temporary, conditions.***”

- There were **23,800 TPS beneficiaries** in Massachusetts in 2023.
- 86.9% of TPS holders were of working age in Massachusetts in 2023.
- TPS holders paid \$134.2 million in taxes in Massachusetts in 2023.

Refugees in Massachusetts

US Citizenship and Immigration Services defines refugees as “any person outside their country of nationality who is unable or unwilling to return to that country because of persecution or a well-founded fear of persecution based on their race, religion, nationality, membership in a particular social group, or political opinion.”

- There were an estimated **56,400 refugees** in Massachusetts in 2023.
- 99.1% of refugees in Massachusetts were employed in 2023.
- Refugees paid \$959.9 million in taxes in 2023.
- Refugees had a spending power of \$2.5 billion in 2023
- ***“On a direct path to citizenship”***

Asylum seekers in Massachusetts

The Department of Homeland Security defines asylees as “aliens who are already in the US or at a port of entry and are granted asylum.” The US grants asylum to persecuted people or people who have a well-founded fear of persecution, along with their immediate relatives.

- There were **2,100 asylees** in Massachusetts in 2024.

Who is counted?

Section 60.1 “Purpose”

“This part sets forth the criteria used by the Census Bureau to determine each individual's place of “usual residence,” as needed to determine *whether and where* to count each individual as part of the decennial census for purposes of apportionment.”

Excluding before count or after count?

If before,

- Census is a priori determining citizenship status based on imperfect and incomplete administrative dataset matching.
- Problematic for mixed households.

If after,

- Major disincentive to answer the Census for people who won't be count for apportionment anyway.

Effect of Citizenship Question

Even if all people, including non-citizens, are asked to respond, the response rate will diminish!

U.S. Census Bureau (Brown and Heggeness, 2024) conducted a study of 480,000 households where half of the households received a questionnaire with a citizenship question and half didn't.

Key findings:

Even though response rates didn't decrease dramatically *on average* when including a citizenship question, response rates varied across groups. There was a statistically significant reduction of response among:

- households with at least one ITIN holder
- households with Latin American born non-citizens with a SSN
- households with US-born Hispanics and
- households with non-Latin American born non-citizens with a SSN.

Residency Period and IRS Linkage

Section 60.2 changes concept of “usual residence” and adds IRS linkage

60.2 General definition of “usual residence” for conducting the Decennial Census

- (a) A person's “usual residence” is the residence at which they have lawfully spent the greatest number of days during the census enumeration period. A person's “usual residence” should be consistent with, and evidenced by, their tax records (e.g., tax returns, W-2 forms).

- (c) The census enumeration period runs from January 3 to April 1 during decennial census years. April 1 is referred to as “Census Day.”

Section 60.2: IRS Linkage

IRS data excludes or undercounts some populations and is biased towards low-tax states

- a novel and highly consequential change to Census residency rules
- low-income, seniors on small, fixed incomes, and all other exempt people are not in IRS records
- conflates “usual” residence with a person’s chosen tax filing address
- known shortcomings in IRS data in capturing college students, post-college young adults, and other highly mobile populations
- Biases not researched by the Census Bureau
- ***Tax reporting highly biased towards states with low or no income tax***

Seasonal Movers

Enumeration Period January 3 to April 1 biases the Census count towards Southern and warmer states



Q: How many Massachusetts residents spend winters in Florida or other states?

A: We don't know!!

Seasonal Movers

Enumeration Period January 3 to April 1 biases the Census count towards Southern and warmer states

According to the Warren Group,

- **286,875 properties** outside of MA are owned by someone with an MA address

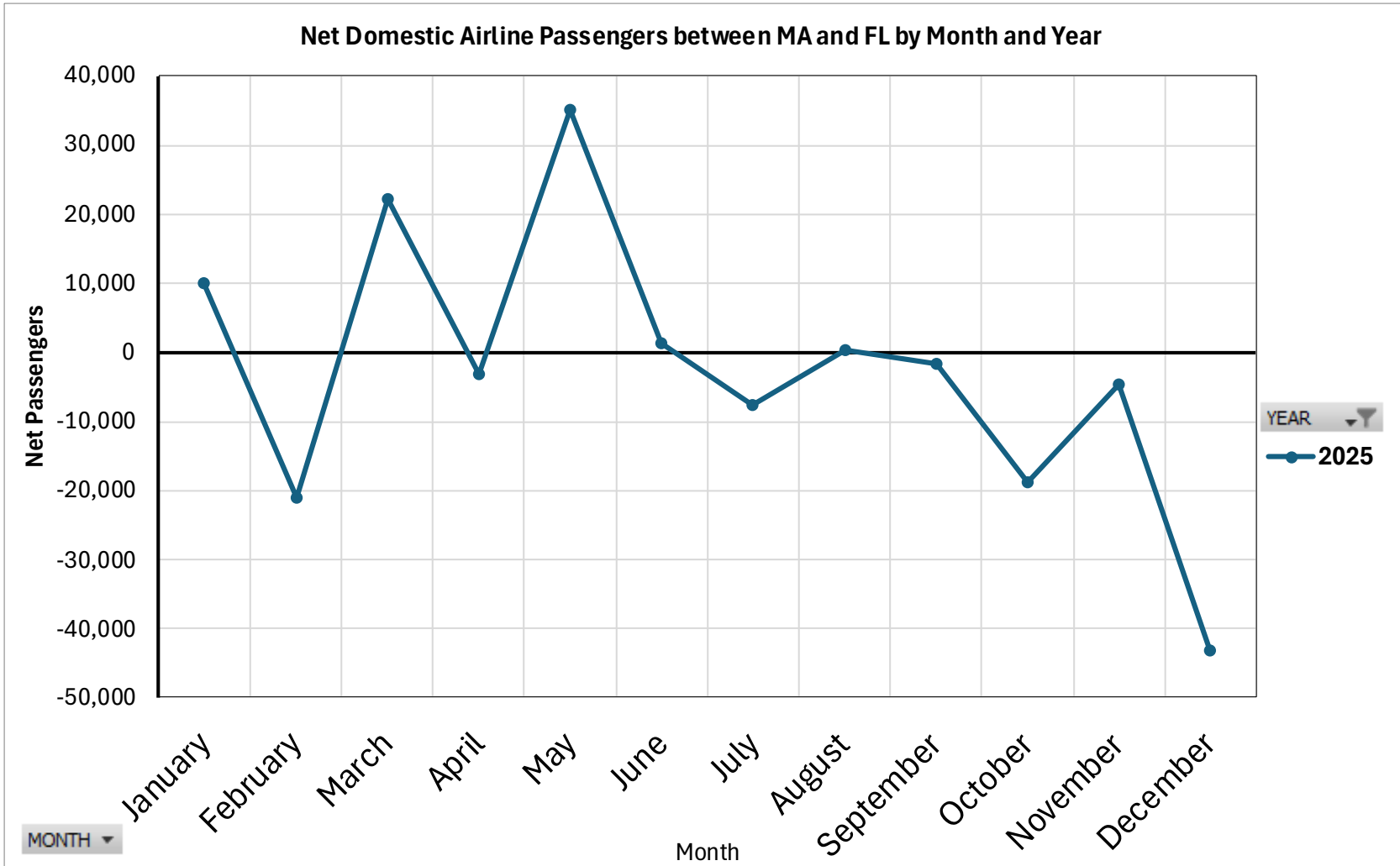
... including 55,000 in Florida alone

NOTE:

- some MA property owners may own in more than one state outside of MA
- Not all people who own outside of MA will stay at those properties in the winter
- **not all people who snowbird in the winter are owners – some rent!**

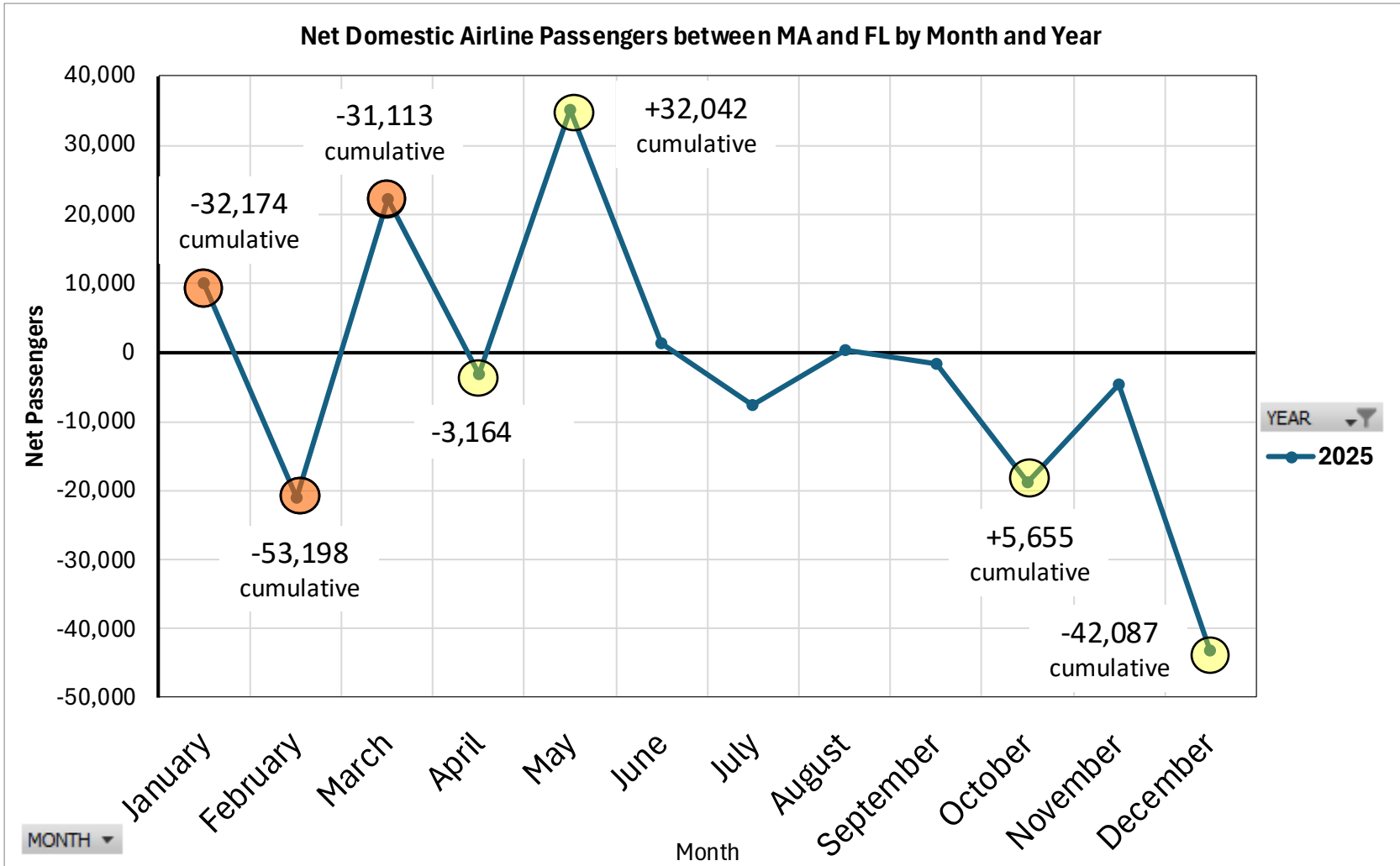
Airline Passenger Data Shows Net Loss in Winter Months

Peak net outflow from MA to Florida in October through December plus February, restored in May.



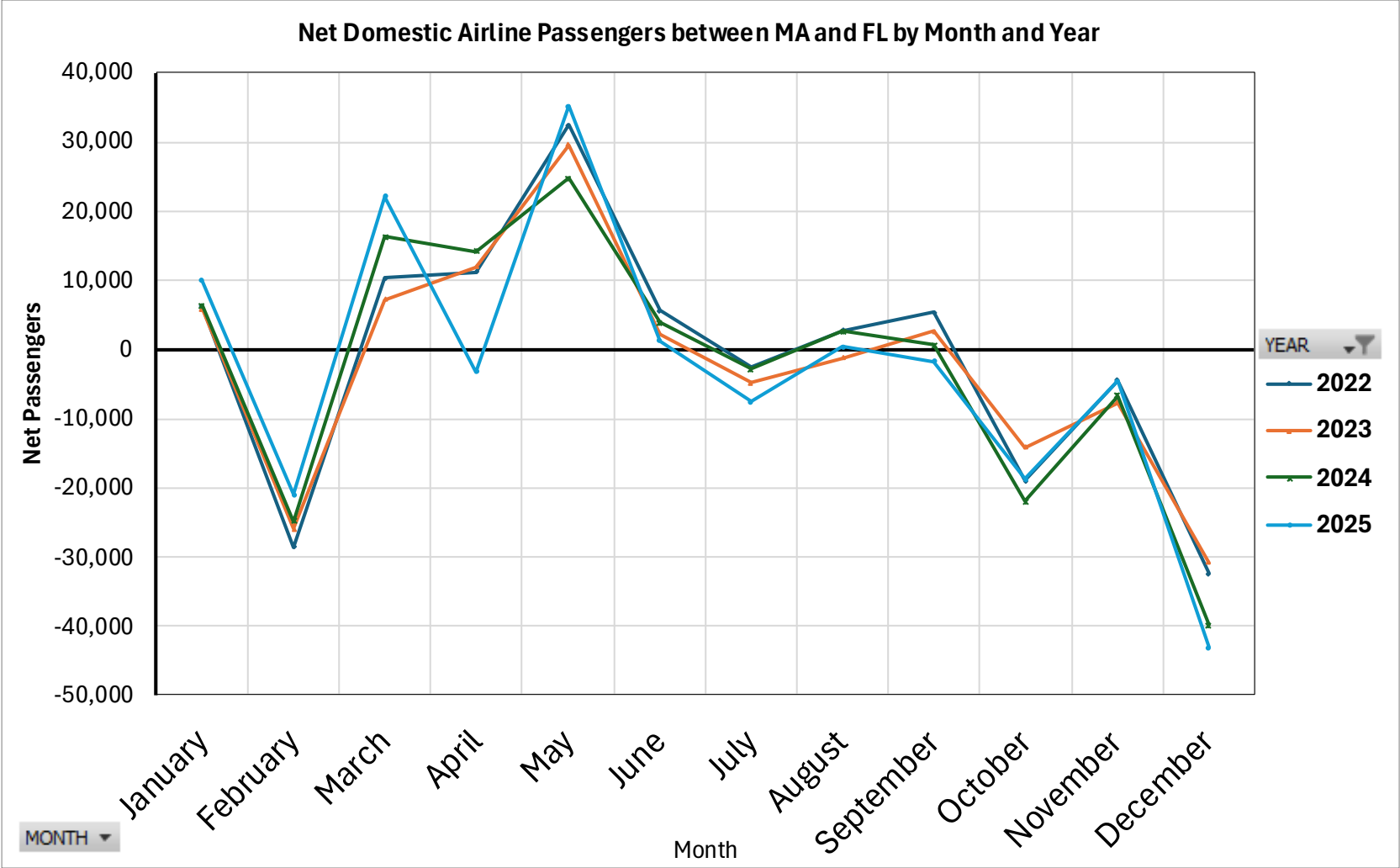
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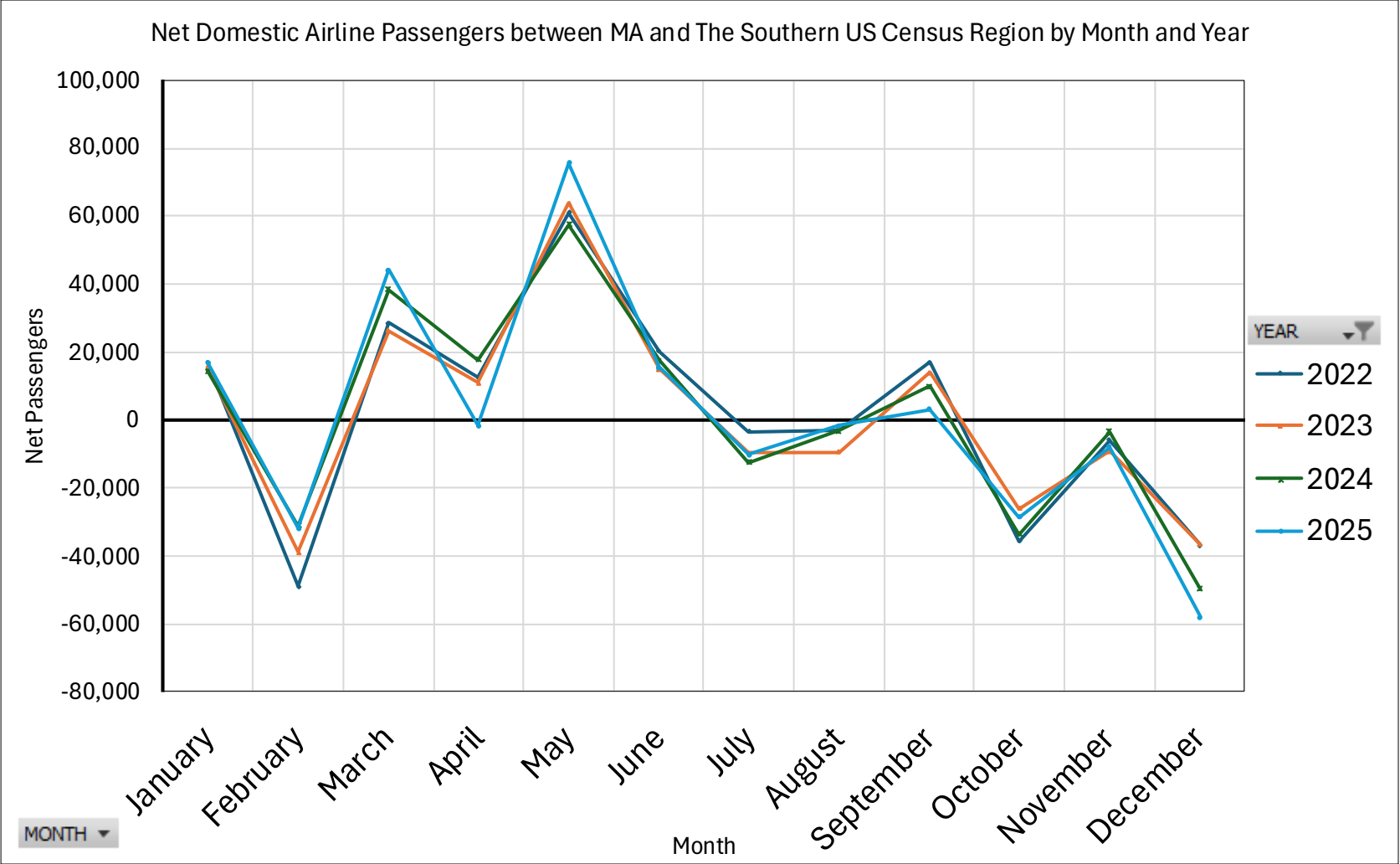
Airline Passenger Data Shows Net Loss in Winter Months

Pattern is consistent year to year.



Airline Passenger Data Shows Net Loss in Winter Months

Pattern is consistent between MA and entire Southern region of U.S.



The 2030 Census is about.....



DATA



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State Uses of Census Data

State Funding Apportionment and Eligibility

Apportionment formulas and eligibility requirements for a variety of state funding rely on decennial census population counts. This is just a selection of cases that specifically reference federal census data.

Apportionment

- \$200 million in Chapter 90 funding (transportation infrastructure improvements)
- \$217 million in funding for regional transit authorities (RTAs)

Eligibility

- Massachusetts Alternative and Clean Energy Investment Trust Fund
- Massachusetts Food Trust Program
- Workforce Investment Trust Fund
- Brownfields Redevelopment Fund
- Rural Development Fund
- Financial assistance from the Division of Water Pollution Control

Other Uses of Census Data from MA Laws

Massachusetts laws require that census data be used for the following purposes:

- To determine the required number of low-income units for new condominium projects.
- As a base for budgets and apportionment of costs of district planning commissions.
- To define “eligible sections of substantial poverty” for employment assistance and training programs.
- In annual reports by the Massachusetts Legal Assistance Corporation (MLAC) on services provided.

American Community Survey (ACS) Uses

Though the proposed rule is not directed at the ACS, the ACS relies on decennial census data for weighting, so the proposed rule is expected to have significant impacts on the accuracy of ACS data.

Many Massachusetts departments and agencies utilize ACS data in annual reports and for purposes such as planning, distribution of funds, projections, and assessment of programs. These include:

- Department of Mental Health
- Executive Office of Health and Human Services
- Department of Unemployment Assistance
- Executive Office of Housing and Livable Communities
- Child Fatality Review Program

Comments by November 2!

Docket No. 260903-0005, Document 2026-18481



FEDERAL REGISTER
The Daily Journal of the United States Government



PR Proposed Rule

 You may be interested in this newer document that published on 10/05/2026 with action 'Proposed rule; extension of comment period.' [View Document](#)

Decennial Census of the Population of Americans; Proposed Residence Criteria and Proposed Regulations for Demographic Questions

A Proposed Rule by the [Census Bureau](#) on 09/10/2026

 Comments on this document are being accepted at [Regulations.gov](#).

SUBMIT A PUBLIC COMMENT



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PUBLIC COMMENT CLOSING NOV 2, 2026

HANDS OFF OUR CENSUS



The Census Bureau has proposed unprecedented changes to how the 2030 Census counts the country. Everyone who is counted, and everyone who relies on the count, can weigh in until November 2.

GET HELP WRITING YOUR COMMENT

Thank you!!

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