

Delivering the Jury Summons to the Correct Address:

Benefits and Costs of NCOA Processing

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Introduction

The first step in creating a fair and impartial jury is the creation of the master jury list. Ideally, this list should contain the names and addresses of all individuals who are eligible to serve as trial jurors. Master jury lists that are underinclusive of the jury-eligible population are often demographically unrepresentative of the community. An underinclusive and unrepresentative master jury list will only compound problems related to jury pool representation that arise in subsequent steps of the jury selection and qualification process. Of particular concern is the extent to which stale address records remain on the master jury list. Depending on the demographic characteristics of the stale records, their continued presence on master jury lists may either suggest underrepresentation of racial and ethnic populations that does not exist in reality or mask substantial underrepresentation of those groups that does, in fact, exist.¹ Jury summonses that do not reach their intended recipients due to stale address records greatly undermine the efficiency of jury operations by increasing printing, postage, and staffing costs without commensurate increases in the number of prospective qualified jurors in the jury pool.

One approach to improving the accuracy of address records is to update master jury lists with information from the U.S. Postal Service (USPS) National Change of Address (NCOA) database. The NCOA database consists of approximately 160 million records for individuals who have moved and filed a forwarding address with the USPS in the most recent 48 months. Over 75 commercial vendors are currently licensed by the USPS to access the NCOA database. NCOA^{Link} Limited-Service Providers are authorized to access up to 18 months of change-of-address data while NCOA^{Link} Full-Service Providers are authorized to access the full 48-month database.

¹ PAULA HANNAFORD-AGOR, MIRIAM HAMILTON & ERIKA BAILEY, ELIMINATING GHOSTS AND SHADOWS: FINDINGS FROM A STUDY OF INCLUSIVENESS, REPRESENTATIVENESS, AND RECORD ACCURACY IN MASTER JURY LISTS AND JUROR SOURCE LISTS IN THREE STATES (2022).



NCOA processing updated an average of 10% of address records across six juror source lists in three states.

In addition to increased rates of accurate delivery of jury summonses, the USPS offers decreased first-class postage rates when senders certify that bulk mailings have been updated by NCOA licensed vendors within 90 days of mailing. As an alternative to using NCOA processing on the entire master jury list, courts could choose to use NCOA processing to update records of individuals who are randomly selected to receive a jury summons, which would permit more frequent updates with a dramatically decreased volume of records.

In 2021, the National Center for State Courts (NCSC) contracted Anchor Computer, Inc., (an NCOA^{Link} Full-Service Provider, to assess the accuracy of six different juror source lists from the three states that participated in the NCSC master jury list study.² Samples of records from the licensed driver and state ID cardholder list were used in all three states, from the registered voters list in two states, and from the state income tax filer list in one state. NCOA processing updated addresses for 9% to 11% of address records across all six source lists. On average, one-quarter of the updated records were for individuals who moved more than 18 months before NCOA processing. Half of the updated records were for individuals who moved to a new address within the same county and thus likely would still have been eligible for jury service in that jurisdiction.

In sum, NCOA updates can substantially improve the accuracy of master jury list address records. However, understanding how to access and interact with NCOA service providers can be an unfamiliar task for courts. To inform state courts about these services, NCSC submitted a request for information (RFI) to 15 NCOA^{Link} Full-Service and 63 NCOA^{Link} Limited-Service providers in August 2022. The RFI sought specific information regarding NCOA services offered, the cost of those services, whether governmental discounts are available, and the benefits of these services (see Appendix A for the RFI).

² *Id.*

Results

Services Offered

NCSC obtained completed RFIs from 13 vendors, including 8 full-service and 5 limited-service providers. Since these are NCOA^{Link} licensed providers, all services include NCOA, which is the process of comparing a submitted list of names and addresses to the database managed by the USPS. If a forwarding address has been filed with the USPS, NCOA updates the list with the correct name and address.

This updating process is a complex method governed by the Coding Accuracy Support System (CASS), a system that ensures the method of validation is accurate. Vendors qualify for CASS if they use delivery point verification (DPV), the most accurate validation technique. DPV communicates with the postal service to determine if mail is delivered to a specific location. A substantial portion of the vendors reported having CASS, and subsequently DPV or DSF2 (delivery sequence file). It is recommended that when deciding on a vendor, you choose a vendor that has CASS (see Appendix B for a glossary of terms). This will guarantee that the validation is updated and accurate.

For an additional cost, many NCOA vendors provide add-on services. Deceased processing was a common add-on service offered across vendors. Other add-on services include appending additional variables (e.g., age and gender) and PCOA+, a premium service that includes deceased processing for up to 35 years (compared to the 4-year limit for NCOA).

Costs of NCOA Services

NCSC analyzed the cost information from 13 vendors that responded to the RFI. Tables 1, 2 and 3 show the annual median cost to have 25,000, 500,000, or 10 million records processed respectively, on a quarterly, semi-annual, or annual basis. For example, Table 1 reports that the median annual cost to process 25,000 records on a quarterly basis is \$400 for 18-month NCOA processing and \$550 for 48-month NCOA processing. Each table also shows the cost difference between 18-month vendors and 48-month vendors. Positive numbers indicate that 48-month processing is more expensive than 18-month





processing while negative numbers indicate that they are less expensive.³ Four of the 13 vendors offer discounts for government agencies, which are reflected in the costs displayed in the tables.

The potential cost-benefit of using NCOA processing becomes immediately apparent. Assume, for example that a court seeks NCOA processing for 25,000 records per year, which would return corrected address records for 10% of those records or approximately 2,500 updated records. If the court opted for 48-month NCOA processing, the net savings would be \$1,362 in postage costs alone (2,500 jury summonses x \$0.60 = \$1,500 corrected records - \$138 NCOA costs). Even though NCOA costs are greater for quarterly processing, the availability of reduced first-class postage would result in net savings of \$587.50 (2,500 jury summonses \$0.455 = \$1,137.50 corrected records - \$550 NCOA costs). These estimates reflect savings in postage costs only. The court would also realize additional savings through reduced printing costs and increased staff productivity.

TABLE 1

Annual Median Cost for 25,000 Records			
	Quarterly	Semi-Annually	Annually
18-month	\$400	\$200	\$100
48-month	\$550	\$275	\$138
Difference 18 → 48	+\$150	+\$75	+\$38

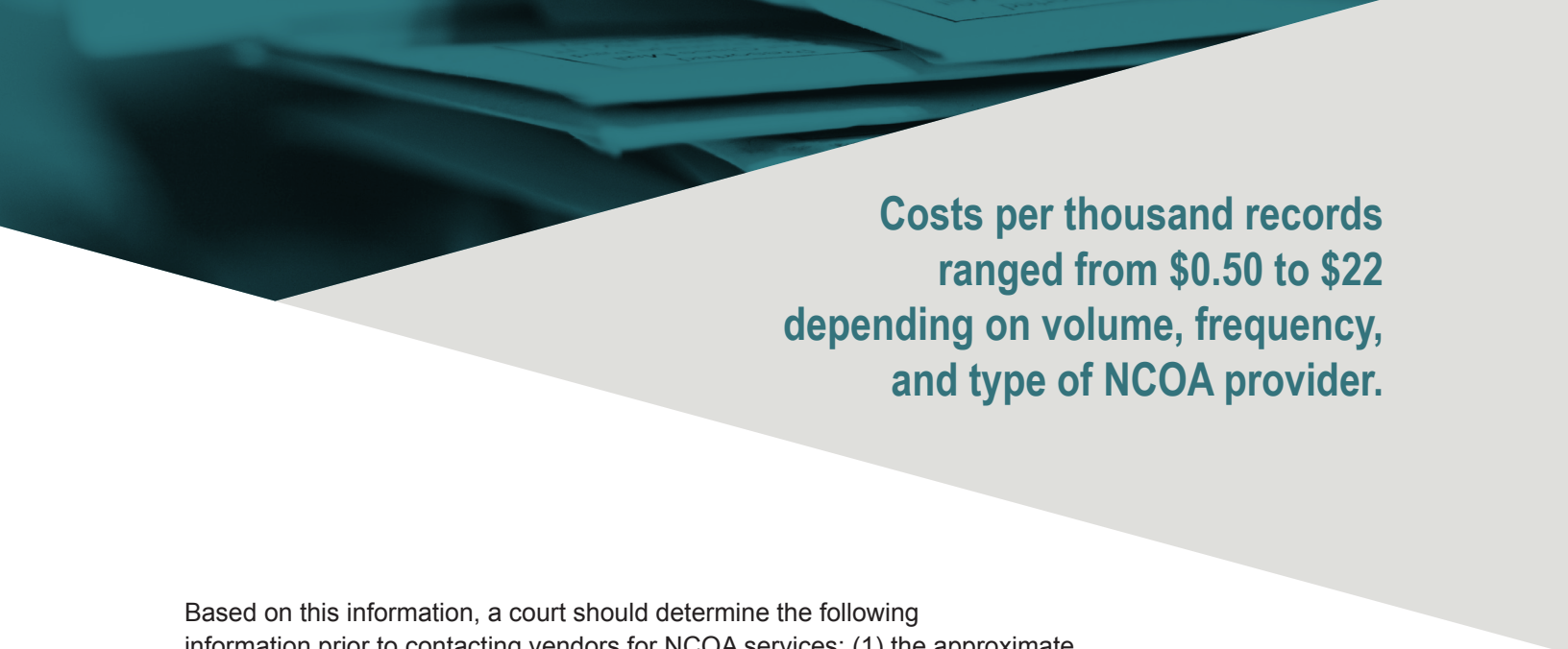
TABLE 2

Annual Median Cost for 500,000 Records			
	Quarterly	Semi-Annually	Annually
18-month	\$4,700	\$2,600	\$1,500
48-month	\$3,075	\$1,850	\$1,025
Difference 18 → 48	-\$1,625	-\$750	-\$475

TABLE 3

Annual Median Cost for 10,000,000 Records			
	Quarterly	Semi-Annually	Annually
18-month	\$24,000	\$14,000	\$8,000
48-month	\$18,138	\$10,000	\$5,000
Difference 18 → 48	-\$5,862	-\$4,000	-\$3,000

³ Because two of the five 18-month vendors offered annual subscription services only, the reported costs for the 18-month row represent only three vendors.



Costs per thousand records ranged from \$0.50 to \$22 depending on volume, frequency, and type of NCOA provider.

Based on this information, a court should determine the following information prior to contacting vendors for NCOA services: (1) the approximate number of records they intend to process, and (2) how often they plan to process these records. Generally, it is more cost effective to process a large number of records annually. For example, 48-month NCOA processing to update 10 million records annually is much more cost effective (\$0.50 per thousand records) than processing 500,000 records annually (\$2.05 per thousand records). Although processing a larger number of records is more expensive from the outset, it can save the court money overall (i.e., the equivalent to buying in bulk). However, this may not be feasible for smaller jurisdictions that do not meet this considerable number threshold. In those cases, it may be more efficient to process a smaller number of records annually but opt for the 48-month service. To demonstrate, there is only a \$38 price increase from 18-month to 48-month service annually to process 25,000 records (see Table 1). Due to the depth of data the 48-month service offers, courts could use the 48-month service as an initial jury list cleanup and use 18-month services moving forward to keep their lists updated. Paying more upfront in initial data cleaning has the potential to reduce the cost of services overall.

Implications

If a court plans to use NCOA services, there are some important implications from the data to consider. For instance, across most vendors, the rate quoted was cheaper based on volume and frequency. In other words, vendors quote a minimum price they are willing to process (e.g., \$125 minimum processing). Thus, if you are not meeting this minimum number of address and names to meet this monetary cut off, it might not be worthwhile to use their services since you will be required to pay the base rate regardless of meeting the number quoted.

Additionally, some vendors offer both in-house and external data services. This is done through a licensed software proxy that courts obtain access to from their computers. In doing so, the court would need to designate a staff member to run the data through the system. If a court does not have the resources, it might be better to go with the external option in which courts submit their data to the vendor for analyses. Although, if courts had in-house ability, they could analyze smaller batches as needed for a smaller list of names (e.g., names on the jury summons list), with no additional costs associated.

A few vendors offered an annual subscription service, which in general, is more expensive than paying for the services per job. However, if courts did obtain the subscription service, they could use the service for other court mailings (e.g., subpoenas, hearing notifications) to ensure that they also are delivered to the correct address.



Benefits of NCOA Services

There are several practical benefits that would result from courts partnering with an NCOA vendor to update their master jury lists. For example, **the court can save time and money spent on printing and postage** by decreasing the amount of undeliverable mail for jury summons. Instead of wasting valuable resources resending summons or determining why an individual did not appear for jury duty, NCOA can help maintain an accurate jury list, allowing courts to send jury summons to the correct address. In doing so, this will increase the efficiency of the court's jury operations.

Furthermore, using NCOA services to maintain an updated jury list will **increase the ability to accurately examine whether the list is representative of the community it serves**. An over-inclusive list makes it difficult to determine if the list is representative. NCOA services can mitigate this issue by systematically removing individuals that no longer belong on the list due to death or change of address.

Lastly, **NCOA vendors are highly qualified data experts with the tools and data knowledge necessary for big data analysis**. Many vendors have been a trusted resource for large companies and the federal government for more than 50 years, offering data services to a variety of customers. NCOA vendors also have secure data repositories, and they can customize data cleaning based on the needs of the court. For smaller, less developed courts, outsourcing jury list cleaning to external vendors might be an especially helpful avenue as they may lack the infrastructure to do it themselves. Alternatively, larger courts could also benefit as they have a greater volume of data to maintain.

Appendix A

Request For Information (RFI)

RFI Name	Master Jury Llist	NCSC Contact	Olivia Smith
Requesting Party	National Center for State Courts	Contact Email	oksmith@ncsc.org
RFI Submission Deadline	August 5, 2022	Date of RFI Response	

Organization Name		Contact Name	
Address		Contact Title	
		Phone	
		Email	
		Website	

Request Description

Cost Estimate for:

- Update a list of **25,000** name and address records quarterly, semi-annually, and annually.
- Specify if services other than NCOA updates are included.
- If services other than NCOA updates are not included in cost estimate, please provide approximate cost.
- Note whether any of the costs are discounted for government agencies.

Request Description

Cost Estimate for:

- Update a list of **500,000** name and address records quarterly, semi-annually, and annually.
- Specify if services other than NCOA updates are included.
- If services other than NCOA updates are not included in cost estimate, please provide approximate cost.
- Note whether any of the costs are discounted for government agencies.

Appendix A | Request For Information (RFI)

Request Description

Cost Estimate for:

- Update a list of **10 million** name and address records quarterly, semi-annually, and annually.
- Specify if services other than NCOA updates are included.
- If services other than NCOA updates are not included in cost estimate, please provide approximate cost.
- Note whether any of the costs are discounted for government agencies.

Request Description

How would courts benefit from contracting with an organization such as yours?

Request Description

Provide any additional information that would be helpful to know about your services.

Response Prepared By			
Attachments?		Number of Pages	

Appendix B

Acronym Glossary

Coding Accuracy Support System (CASS): A system developed by the United States Postal System (USPS) to evaluate the accuracy of software that corrects and matches street addresses.

Delivery Point Validation (DPV): the process of checking an address against the USPS Address Management System to determine if it is a valid address.

Delivery Sequence File (DSF2): a process to identify address characteristics that distinguish between residential and business addresses, seasonal addresses, vacant locations, and the mail delivery method (e.g., curbside delivery, door slot, Neighborhood Delivery and Collection Box) or central delivery.

National Change of Address (NCOA): A database of forwarding addresses filed by individuals who have moved to a new address that is maintained by the USPS. Access to the NCOA database is licensed to service providers to minimize the number of undeliverable pieces of mail and reduce USPS processing costs.

Appendix C

The NCSC Center for Jury Studies is grateful to the following NCOA^{Link} Providers that responded to the RFI. The views and opinions expressed in this briefing paper are those of the author and do not necessarily reflect those of the National Center for State Courts or the NCOA^{Link} Providers.

NCOA^{Link} Full-Service Providers

Anchor Computer, Inc.

1900 New Highway
Farmingdale, NY 11735-1509
www.anchorcomputer.com

BCC Software, LLC

75 Josons Drive
Rochester, NY 14623-3494
www.bccsoftware.com

Data Axle, Inc.

13155 Noel Road, Suite 1750
Dallas, TX 75082-5404
www.data-axle.com

Lorton Data, Inc.

2 Pine Tree Dr., Suite 302
Arden Hills, MN 55112-3715
www.lortondata.com

Melissa Data Corporation

22382 Avenida Empresa
Rancho Santa Margarita, CA 92688-2112
www.melissa.com

Peachtree Data, Inc.

2905 Premier Pkwy., Suite 200
Duluth, GA 30097-5240
www.peachtreedata.com

NCOA^{Link} Limited-Service Providers

A.B. Data, Ltd.

600 A B Data Dr.
Milwaukee, WI 53217-4931
www.abdata.com

EZ24x7 NCOA Instant Service

136 W Canon Perdido St, Suite D
Santa Barbara, CA 93101-9998
www.EX24x7.com

Mail Services, LLC

601 E 54th St N
Sioux Falls, SD 57104-0640
www.qualifiedpresort.com

SmartSoft, Inc.

30700 Russell Ranch Rd., Suite 250
Westlake Village, CA 91360-9507
www.smartsoftdq.com

TEC Mailing Solutions, LLC

712 Lois Dr.
Sun Prairie, WI 53590-1100
www.tecmailing.com



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