

THE 2010 CENSUS: PARTICIPATION OF HARD TO COUNT COMMUNITIES IN NON-RESPONSE FOL- LOW-UP

HEARING

BEFORE THE
SUBCOMMITTEE ON INFORMATION POLICY,
CENSUS, AND NATIONAL ARCHIVES
OF THE
COMMITTEE ON OVERSIGHT
AND GOVERNMENT REFORM
HOUSE OF REPRESENTATIVES
ONE HUNDRED ELEVENTH CONGRESS

SECOND SESSION

APRIL 30, 2010

Serial No. 111-116

Printed for the use of the Committee on Oversight and Government Reform



Available via the World Wide Web: <http://www.fdsys.gov>
<http://www.oversight.house.gov>

U.S. GOVERNMENT PRINTING OFFICE

64-923 PDF

WASHINGTON : 2011

For sale by the Superintendent of Documents, U.S. Government Printing Office
Internet: bookstore.gpo.gov Phone: toll free (866) 512-1800; DC area (202) 512-1800
Fax: (202) 512-2104 Mail: Stop IDCC, Washington, DC 20402-0001

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

EDOLPHUS TOWNS, New York, *Chairman*

PAUL E. KANJORSKI, Pennsylvania	DARRELL E. ISSA, California
CAROLYN B. MALONEY, New York	DAN BURTON, Indiana
ELIJAH E. CUMMINGS, Maryland	JOHN L. MICA, Florida
DENNIS J. KUCINICH, Ohio	MARK E. SOUDER, Indiana
JOHN F. TIERNEY, Massachusetts	JOHN J. DUNCAN, Jr., Tennessee
WM. LACY CLAY, Missouri	MICHAEL R. TURNER, Ohio
DIANE E. WATSON, California	LYNN A. WESTMORELAND, Georgia
STEPHEN F. LYNCH, Massachusetts	PATRICK T. McHENRY, North Carolina
JIM COOPER, Tennessee	BRIAN P. BILBRAY, California
GERALD E. CONNOLLY, Virginia	JIM JORDAN, Ohio
MIKE QUIGLEY, Illinois	JEFF FLAKE, Arizona
MARCY KAPTUR, Ohio	JEFF FORTENBERRY, Nebraska
ELEANOR HOLMES NORTON, District of Columbia	JASON CHAFFETZ, Utah
PATRICK J. KENNEDY, Rhode Island	AARON SCHOCK, Illinois
DANNY K. DAVIS, Illinois	BLAINE LUETKEMEYER, Missouri
CHRIS VAN HOLLEN, Maryland	ANH "JOSEPH" CAO, Louisiana
HENRY CUELLAR, Texas	
PAUL W. HODES, New Hampshire	
CHRISTOPHER S. MURPHY, Connecticut	
PETER WELCH, Vermont	
BILL FOSTER, Illinois	
JACKIE SPEIER, California	
STEVE DRIEHAUS, Ohio	
JUDY CHU, Ohio	

RON STROMAN, *Staff Director*

MICHAEL MCCARTHY, *Deputy Staff Director*

CARLA HULTBERG, *Chief Clerk*

LARRY BRADY, *Minority Staff Director*

SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND NATIONAL ARCHIVES

WM. LACY CLAY, Missouri, *Chairman*

CAROLYN B. MALONEY, New York	PATRICK T. McHENRY, North Carolina
ELEANOR HOLMES NORTON, District of Columbia	LYNN A. WESTMORELAND, Georgia
DANNY K. DAVIS, Illinois	JOHN L. MICA, Florida
STEVE DRIEHAUS, Ohio	JASON CHAFFETZ, Utah
HENRY CUELLAR, Texas	
JUDY CHU, California	

DARRYL PIGGEE, *Staff Director*

CONTENTS

Hearing held on April 30, 2010	Page 1
Statement of:	
Ross, Dr. Robert, president, California Endowment; Gina Montoya, chief administrative officer, MALDEF; and John Cho, actor	90
Cho, John	97
Montoya, Gina	94
Ross, Dr. Robert	90
Villaraigosa, Antonio, mayor, city of Los Angeles, CA; Mona Pasquil, former Acting Lieutenant Governor, State of California; John A. Perez, speaker of the Assembly, State of California; Dr. Robert Groves, Direc- tor, U.S. Census Bureau; and Robert Goldenkoff, Director, Strategic Issues, GAO	10
Goldenkoff, Robert	49
Groves, Dr. Robert	40
Pasquil, Mona	23
Perez, John A.	31
Villaraigosa, Antonio	10
Letters, statements, etc., submitted for the record by:	
Chaffetz, Hon. Jason, a Representative in Congress from the State of Utah, information concerning San Bernardino American News	74
Cho, John, actor, prepared statement of	99
Clay, Hon. Wm. Lacy, a Representative in Congress from the State of Missouri, prepared statement of	3
Goldenkoff, Robert, Director, Strategic Issues, GAO, prepared statement of	51
Groves, Dr. Robert, Director, U.S. Census Bureau, prepared statement of	43
Pasquil, Mona, former Acting Lieutenant Governor, State of California, prepared statement of	26
Perez, John A., speaker of the Assembly, State of California, prepared statement of	34
Richardson, Hon. Laura, a Representative in Congress from the State of California, prepared statement of	84
Ross, Dr. Robert, president, California Endowment, prepared statement of	92
Villaraigosa, Antonio, mayor, city of Los Angeles, CA, prepared statement of	13
Watson, Hon. Diane E., a Representative in Congress from the State of California, prepared statement of	108

THE 2010 CENSUS: PARTICIPATION OF HARD TO COUNT COMMUNITIES IN NON-RE- SPONSE FOLLOW-UP

FRIDAY, APRIL 30, 2010

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND
NATIONAL ARCHIVES,
COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM,
Los Angeles, CA.

The subcommittee met, pursuant to notice, at 1 p.m., in the Center of Healthy Communities, the California Endowment, 1000 North Alameda Street, Los Angeles, CA, Hon. Wm. Lacy Clay (chairman of the subcommittee) presiding.

Present: Representatives Clay, Watson, Chu, and Chaffetz.

Also present: Representative Waters.

Staff present: Darryl Piggee, staff director/counsel; Jean Gosa, clerk; Yvette Cravins, counsel; Frank Davis and Anthony Clark, professional staff members; and Charisma Williams, staff assistant.

Mr. CLAY. The Oversight and Government Reform Committee will now come to order. Without objection, the chair and ranking minority member will have 5 minutes to make opening statements, followed by opening statements not to exceed 3 minutes by any other Member who seeks recognition. And without objection, Members and witnesses may have 5 legislative days to submit a written statement or extraneous materials for the record.

Welcome to today's oversight hearing entitled, "Participation of Hard-to-Count Communities in Non-Response Follow-Up." The hearing will examine ways to encourage participation in the door-to-door enumeration process known as Non-Response Follow-Up [NRFU]. It will allow those who live in hard to count communities to hear from trusted voices about the importance of being counted.

I want to take a moment to thank our hosts, the California Endowment, for providing us with this impressive location for our hearing today. The Endowment is a leader in California census outreach, raising more than \$10 million to promote census participation among hard to count communities throughout the State. We are grateful for all of your considerable efforts to make this hearing happen today. Thank you.

We would also like to thank the many other individuals and organizations that assisted in the planning for this hearing, including the Los Angeles Mayor's Office and Voto Latino. Thank you also.

Previous decennial censuses have under counted certain populations, such as African-Americans, Latinos, and other historically

under represented groups. In both the 1990 and 2000 censuses, the net under count rate was higher for people who were American Indian, Asian, Black, or Hispanic than it was for the overall population.

Reasons for this difference include fear of government and outsiders, limited knowledge of English, mobile people and households, and irregular household members.

Besides determining legislative districts, census data allocates more than \$400 billion in Federal appropriations annually to States and local communities. Each person who is not counted costs each community at least \$1,500 a year, assistance that should be going to education, health care, transportation, emergency services, and other essential local programs. People who live in these areas are not only traditionally more skeptical of the census but also more in need of the resources that are allocated as a result of the once-a-decade count.

Los Angeles, CA is the hardest to count county in the United States, with more than 4 million residents living in hard to count areas. The city and county of Los Angeles are comprised of all of the characteristics of hard to count areas, such as complex households, communication/language barriers, mobility, non-traditional addresses, lack of cooperation and distrust, and poverty and employment status.

The door to door enumeration starts tomorrow. Local census takers will visit households that did not mail back a census form. All census takers carry an official badge and a shoulder bag, both with the Department of Commerce seal, and a binder. During a visit, census takers will show identification and hand respondents an information sheet explaining that their answers are confidential. The census taker will complete the questionnaire, which should take about 10 minutes.

We would like those who live in hard to count areas and who have not mailed back their forms to know that they can participate in the census, that they can trust the confidentiality of the census, that a correct count is crucial to their community, and that they can and should cooperate with the census workers who will be knocking on their doors beginning tomorrow.

I now yield to the distinguished ranking minority member, Mr. Chaffetz of Utah.

[The prepared statement of Hon. Wm. Lacy Clay follows:]

*Statement
Of
Chairman Wm. Lacy Clay*

*Information Policy, Census, and National Archives Subcommittee
Oversight and Government Reform Committee*

*Friday, April 30, 2010
The California Endowment
Los Angeles, California
1:00 p.m.*

*Field hearing on: "The 2010 Census: Participation of Hard to Count
Communities in Non-Response Follow-Up"*

Welcome to today's oversight hearing on the participation of hard to count communities in Non-Response Follow-Up. The hearing will examine ways to encourage participation in the door-to-door enumeration process known as Non-Response Follow-Up, or NRFU. It will allow those who live in hard to count communities to hear from trusted voices about the importance of being counted.

I want to take a moment to thank our hosts, The California Endowment, for providing us with this impressive location for our hearing today. The Endowment is a leader in California Census outreach, raising more than ten million dollars to promote Census participation among hard-to-count communities throughout the state. We are grateful for all of your considerable efforts to make this hearing happen today. Thank you.

We would also like to thank the many other individuals and organizations that assisted in the planning for this

hearing, including the Los Angeles Mayor's office and Voto Latino. Thank you.

Previous decennial Censuses have undercounted certain populations, such as African-Americans, Latinos, and other historically underrepresented groups. In both the 1990 and 2000 Censuses, the net undercount rate was higher for people who were American Indian, Asian, black, or Hispanic than it was for the overall population.

Reasons for this difference include fear of government and outsiders, limited knowledge of English, mobile people and households, and irregular household members.

Besides determining legislative districts, Census data allocates more than \$400 billion in federal dollars annually to states and local communities. Each person who is not counted costs each community at least \$1,500 a year – assistance that should be going to education, health care, transportation, emergency services, and other essential local programs. People who live in these areas are not only traditionally more skeptical of the Census but also more in need of the resources that are allocated as a result of the once-a-decade count.

Los Angeles, California is the hardest-to-count county in the United States, with more than 4 million residents living in hard-to-count areas. The City and County of Los Angeles are comprised of all of the characteristics of hard-to-count areas, such as complex households, communication/language barriers, mobility, non-traditional

addresses, lack of cooperation/distrust, and poverty and employment status.

The door to door enumeration starts tomorrow. Local census takers will visit households that did not mail back a census form. All census takers carry an official badge and a shoulder bag — both with the Department of Commerce seal — and a binder. During a visit, census takers will show identification and hand respondents an information sheet explaining that their answers are confidential. The census taker will complete the questionnaire, which should take about 10 minutes.

We would like those who live in hard-to-count areas and who have not mailed back their forms to know that they can participate in the Census — that they can trust the confidentiality of the Census, that a correct count is crucial to their community, and that they can and should cooperate with the Census workers who will be knocking on their doors beginning tomorrow.

Mr. CHAFFETZ. Thank you and thank you, Chairman Clay, for holding this important hearing. I appreciate all of you being here. This is a critical time and juncture with the census. Literally hundreds of thousands of people, one of the most—this massive effort from coast to coast to go out and count the people who have yet to fill out their census forms.

I want the people here in the United States to have great comfort, safety and security in filling out this information. It will not be used for any other purposes, law enforcement or otherwise. It is something that we do as part of the U.S. Constitution. Every 10 years, we fan out across this country and count every man, woman, and child that we can find. And I would encourage every person, whether they are a homeless person, whatever it might be, to make sure that they get counted. It's simple. It's safe. It's easy.

I also want to thank all of those enumerators, the people that are participating in the census. The education, the massive undertaking has been very, very impressive to date. We appreciate those people participating and going and talking to friends and neighbors and people that they've never met before. I appreciate the work of Dr. Groves in the Census Bureau. It is a massive undertaking, but please have the safety and security of filling this information out. It's vitally important to the function of government within this country. It provides us a lot of valuable information and again, I just thank the chairman for holding this important hearing and look forward to hearing from our witnesses and the challenges that we have in trying to make sure that everybody is counted. Nobody is under counted, nobody is over counted. We're not guessing, but we actually go out and get the right count done.

So again, I thank Chairman Clay and look forward to participating.

Mr. CLAY. Thank you so much. Now I'd like to turn to my friend and colleague, Congresswoman Judy Chu.

Ms. CHU. Thank you so much, Chairman Clay, and thank you for bringing this hearing to Los Angeles County, my county, where my district is, District 32. I understand that this is one of the few field hearings that you're having and so I feel very, very grateful because Los Angeles County is indeed an under counted county and we need all the help that we can get. We need all the encouragement that we can get to make people answer the doors when the enumerators come.

This is a very diverse county and we have people from all walks of life. We have many immigrants from all over the world and as a former member of the Race and Ethnic Advisory Committee to the 2000 census, I'm intimately familiar with the barriers that there are to an accurate census. I know that people think that it's too complicated to do a census, but this one is actually the shortest one in history. This one actually has enumerators who speak all different languages, including bilingual questionnaires and bilingual questionnaire assistance centers, and most importantly, this census protects people from any invasion of privacy and people will be sent to jail or have great fines if they share any information that comes from the census to any official person, including the police or immigration officials.

So there is everything to gain. There's nothing to lose. In fact, \$400 million of Federal moneys rides on an accurate census. We don't want Los Angeles County to lose out versus all the other counties out there. We should get our fair share. So I encourage everybody to answer the door when the enumerator comes.

Mr. CLAY. Thank you so much, Congresswoman. Let me now recognize my friend and colleague who started with me in Congress who we will miss after this Congress ends, and I've known her for more than our time in Congress, but Congresswoman Diane Watson.

Ms. WATSON. Thank you. And thank you, Mr. Chairman, and the ranking member, Mr. Chaffetz. I want you to know we provided you today some of our best weather and one of our nicest locations in downtown Los Angeles.

Mr. CLAY. I thought the mayor ordered up this weather.

Ms. WATSON. Of course, along with him, yes. Always Mayor Villaraigosa is graciously providing for all of our guests that come into the city and I just join him—better put that in real quickly. Thank you so much for bringing the hearing, the subcommittee hearing here. As you know, at this moment—or you don't know, I have about 30 people, Mr. Mayor, in my office being trained. And we have one of the trainers and these are people who came out of one of our job fairs and we just sent them over to be enumerators and they were hired and they're being trained in the office as we speak.

And as you know, this is the non-response followup which begins tomorrow for the 2010 census. And as a proud member, Mr. Chairman, of this subcommittee, as we discussed the preparation for the 2010 census, I want to thank you and our ranking member for coming here to Los Angeles and this is a critically important national endeavor and for allowing me to join with my colleagues today.

I want to also thank today's witnesses for being here to lend us your insight and to encourage each and every person in Los Angeles to be part of the count. I want to congratulate you, Mr. Speaker. The Honorable Perez and I were with Speaker Emeritus in Washington, DC, the day before yesterday and yesterday she left. Congratulations to you.

In California, 3 out of 10 households still need to be counted. So when the census knocks on your door, please answer. Answering their questions is easy. It's important and it's safe. These census takers will have an official badge and a shoulder bag bearing the seal of the U.S. Department of Commerce. They will show identification and a sheet that confirms and explains that all answers are one hundred percent, as has just been said, confidential, so that everyone knows participating in the census is completely safe. You need have no fear.

Participating in the census is also an important civic duty. The population numbers derived from the 2010 census will affect our communities and our State for the next 10 years. Census data is used to determine our share of Federal funding and the boundaries of congressional and local election districts.

I'm coterminous with Congresswoman Chu. I am the 33rd Congressional District. I go further west and almost go to the ocean where Jane Harmon's district is. But you'll always know the 33rd

by looking to the hills and seeing Hollywood. That is the 33rd Congressional District of which I'm very proud.

Unfortunately, Los Angeles is the hardest to count county in the United States which is why it is so important that the 2010 census has the most successful, non-response followup in history. Each person who is missed in the census costs the community at least \$1,500 a year, money that could go toward our schools, Mr. Mayor, as you know, our health care, our transportation, which is so necessary in this basin, and emergency services and jobs.

And I understand the government just called a press conference about jobs at City Hall and all that press left my press conference which was up in Hollywood and we were announcing the dedication of the Johnny Grant Post Office. And I looked around and all of them had left. And so jobs, jobs, jobs becomes the focus, but you know, we're going to see jobs in the Hollywood area because we're putting Johnny Grant's name on the building on May 10th and people are going to come. We're going to have a star there and they're going to come and they're going to eat there. They're going to buy trinkets and souvenirs there. So we're talking about jobs as well.

Especially during this time of extreme economic hardship, it's important that our count is accurate so that the people of Los Angeles get the money they need and deserve. Historically, the census has had a tendency to under count minorities and I, in my district, Congresswoman Chu, have had about a double digit under count, somewhere around 10 to 11 percent.

And so we find that those that are hard to count have language barriers, their children, and people that are living below the poverty line. Without an accurate count, not only do we lose out on important Federal funds, but we lose the opportunity to gain a true picture of the wonderful diversities and complexities of our Nation. That is why it is so important for people to participate with census counters if they come to your door and if they come while you're out, they will leave a telephone number. You can call to have your information taken over the phone. So get counted and let your voice be heard. It's up to all of us to make sure that Los Angeles is completely counted and with the leadership of our mayor and those who are our witnesses today, I know that we will have the best count ever here in the Los Angeles area.

Thank you and I yield back.

Mr. CLAY. Thank you so much, Congresswoman Watson, for that opening statement. And without further ado, I will now introduce our first panel and our first witness will be the mayor of the city of Los Angeles, the Honorable Antonio Villaraigosa.

Mr. Villaraigosa is the 41st mayor of Los Angeles. The mayor began his distinguished career as an advocate for social justice and leader of unionization efforts. In 1994, he began his political career as a member of the California State Assembly, then ascended to assembly speaker, and further was elected as a council member for Los Angeles' 14th District. He was elected as mayor of Los Angeles in 2005 and re-elected in 2009 to continue education reform, job creation, and the green L.A. program.

Welcome, Mr. Mayor. I know you're on a tight schedule, but we will get to you.

Next, we will hear from a former Acting Lieutenant Governor of the State of California, the Honorable Mona Pasquil. Ms. Pasquil, a mere 4 days ago, became the former Lieutenant Governor of California. Prior to her appointment on November 4, 2009, she served as chief of staff to former Lieutenant Governor John Garamendi who happens to be a colleague of ours now. And she has served as a senior advisor and strategist in numerous State and Federal Government offices, political campaigns, and private companies. Ms. Pasquil has dedicated herself to mentoring youth, speaking about against domestic violence against women and children, and serving as a trail blazer for California Filipinos and all Asian Pacific Islanders. Thank you for being here.

After Ms. Pasquil, we will hear from the speaker of the California Assembly, the Honorable John A. Perez. Mr. Perez was elected in 2008 to represent the 46th Assembly District. He has spent much of his lifetime fighting for the rights of workers with an emphasis on health care and better wages. He is a long-time advocate for the lesbian and gay community serving on both the Clinton and Bush Presidential Advisory Council on HIV and AIDS. In January 2010, he made history as the first openly gay speaker of the California Assembly. And welcome and thank you for being here.

And next we will hear from the Director of the U.S. Census Bureau, Dr. Robert Groves. Dr. Groves began his tenure as Director in 2009. Dr. Groves has a bachelor's degree from Dartmouth College and master's degrees in statistics and sociology from the University of Michigan, where he also earned his doctorate. Dr. Groves has testified on numerous occasions and is well qualified to lead the census effort in 2010.

And after Dr. Groves, we will hear from Mr. Robert Goldenkoff, Director of Strategic Issues at the U.S. Government Accountability Office. Mr. Goldenkoff has over 20 years of program evaluation experience with the GAO. He is responsible for reviewing the decennial census. He is the co-author of, "Federal Jobs, the Ultimate Guide." He received his BA and MBA degrees from George Washington University and was a Presidential Management Fellow. And I thank all of our witnesses for appearing today and look forward to your testimony.

It is the policy of the Oversight and Government Reform Committee to swear in all witnesses before you testify. I'd like to ask you all to please stand and raise your right hands.

[Witnesses sworn.]

Mr. CLAY. Thank you, you may be seated and let the record reflect that the witnesses answered in the affirmative and I ask that each witness now give a brief summary of their testimony and please try to limit your summary to 5 minutes and your complete written statement will be included in the hearing record.

Mr. Mayor, if I may delay your testimony one more time to recognize my long-time friend and colleague who represents Los Angeles, Representative Maxine Waters. And thank you for being here. If you'd like to make an opening statement, you can. If not, we'll go on.

Ms. WATERS. Go right ahead.

Mr. CLAY. Thank you so much. Yes, ma'am.

Mr. Mayor, you may proceed.

STATEMENTS OF ANTONIO VILLARAIGOSA, MAYOR, CITY OF LOS ANGELES, CA; MONA PASQUIL, FORMER ACTING LIEUTENANT GOVERNOR, STATE OF CALIFORNIA; JOHN A. PEREZ, SPEAKER OF THE ASSEMBLY, STATE OF CALIFORNIA; DR. ROBERT GROVES, DIRECTOR, U.S. CENSUS BUREAU; AND ROBERT GOLDENKOFF, DIRECTOR, STRATEGIC ISSUES, GAO

STATEMENT OF ANTONIO VILLARAIGOSA

Mr. VILLARAIGOSA. I'm always willing to defer to my friend and colleague, Congresswoman Waters. It's great to see you as always, a great advocate for housing and the safety net, and of course, Congresswoman Watson, who I've known since the 1990's when—well, actually before I was elected to the State Assembly and served with her in the California Legislature and watched her as the President of the School Board. We're going to miss you, as you go on to a new chapter in your life. And Congresswoman Chu and I who have probably known each other the longest, about 30 years I think, we grew up in the civil rights movement and we're very proud to have these three Representatives. And Congressman Chaffetz, it's good to see you from the State of Utah and we're happy to have you here.

Mr. Chairman, thank you for allowing me the honor to make a presentation today. Let me say just how proud I am to be here with long-time friends and a family member. The speaker is my first cousin and so I'm very proud of him and our family and he will have important things to say as well.

I want to welcome you all to the city of Los Angeles. It's more than fitting that you have chosen to hold this hearing here, arguably the most diverse city, not just in the United States of America, but the world. Present among the more than 4 million Angelenos are 140 nationalities and ethnicities speaking some 224 different languages. The city is 46 percent foreign born. We have the largest African-American, Latino and Asian middle classes in this city.

It is also fitting that you're holding this hearing at a critical juncture of the census process. I don't have to remind you that tomorrow on May 1st, U.S. census workers will begin knocking on the doors of those Angelenos whose forms were not received through the mail. I am calling on every resident who has not yet submitted their census form to cooperate fully with enumerator who will be deployed by the U.S. Census Bureau. Enumerators are sworn to protect the confidentiality and will carry an official badge, as you well know, and yet notwithstanding that there are still some who are unwilling to cooperate and hesitant to share information with these individuals.

Therefore, to reach these residents who have not yet been counted, we're spreading the message that the answers to the questionnaire will not be shared with any government agency by law. We need to meet the fear of losing the right to privacy head on with the simple fact that by taking 10 minutes of their time to fill out this form, they will be framing the next 10 years.

Mr. Chairman, Members, in 2000, 76,800 Angelenos did not return their forms, second highest under count in the United States. As a result of that under count, we lost more than \$200 million di-

rectly just to the City Municipal Government. The county lost about \$1 billion. The school district lost a few hundred million dollars. So just by virtue of not filling out that census form, we were hit with a pretty big penalty as a result. So we have said to our residents, it's important to engage every Angeleno to participate in mailing back the form. Our actions moving forward in the enumeration phase have to be to cooperate, cooperate, cooperate, first of all, to reach the homes of as many Angelenos as possible.

My office, with the Census Bureau, has partnered with city agencies to update and add 266,374 new addresses to the master address file. This has been a battle, a battle that we have been willing to take on because we know just how important it is to ascertain the appropriate number of addresses. We've challenged the exclusion of 12,379 unique addresses. Look, this is a city where not everybody lives in the conventional three-bedroom home with a pool and a front yard and a back yard. Many people live on top of a business. They live in garages. They live in places that historically might not be the places where one would think someone would live. And so we're finding that the information that this has helped us make sure that people aren't slipping through the cracks.

The city will generate tens of millions of dollars during the next 10 years if we have a more accurate census and Congresswoman Watson, you talked about this year's census. This year's census is already our most successful. We're leading virtually every major city in the United States of America of the size, the top 10 cities, in this count. But that's not good enough. I think we're at 68 percent as I understand it. But the county is at 70 percent and the State is at 72 and we're below the national average right now. So even though we're 46 percent foreign born, and even though we have the demographic groups that historically have been the most under counted, we're moving hard and fast.

Tomorrow, there will be a big march, a march for immigration reform. We will have our enumerators there. We will be present, sharing the message that not only does your vote count, but we need to count you so that you can get the services that you pay your taxes for.

In addition to that, we've worked with the philanthropic community and raised what is essentially a couple of million dollars and free TV in hard money from philanthropic community to expand our outreach effort. We're counting the homeless in an unprecedented way where we've distributed socks to the homeless all over the city and we launched six feeding programs where the U.S. Census Bureau counted thousands of additional homeless residents who might otherwise have been missed. And last, at the heart of our successful strategy, is a city-wide grass roots movement.

A couple of weeks ago I had a day of service that I do very regularly. Tomorrow, we will have another one where we engaged a big part of the couple of thousand of volunteers, 3,000 volunteers that we had in the outreach for the census. So we've got community leaders from different sectors all focused on this effort. We're building upon the success of our field plan with the addition of 30 part-time employees from a highly successful Summer Night Lights Program for 30 days. It's called the 30/30 Initiative which will strategically place teams out in the most under counted communities.

What we've done is working with the philanthropic communities, identified the census tracts where we have the highest number of people who aren't returning their forms and we're sending our teams into those communities. So thanks to the advancement project and the other canvassers, we've been able to really enjoy some success, but we've got to do a lot more and we want to suggest that we review the census advertising strategy to determine whether it was as effective as possible in reaching other county communities and assess whether 3 days is sufficient to truly count accurately the number of homeless in the city. Although we've been more successful with that effort, again, we think we need more time.

So thank you, Mr. Chairman, members of the committee, for allowing me to be here with you today.

[The prepared statement of Mr. Villaraigosa follows:]

**Written Testimony of Los Angeles Mayor Antonio R. Villaraigosa to the
House Subcommittee on Information Policy, Census and National Archives
Friday, April 30, 2010
California Endowment, Los Angeles, CA**

Chairman Clay and Members of the Subcommittee. Welcome to Los Angeles. I appreciate the opportunity to appear before you today to discuss the importance of the Census and to encourage all our residents to participate in this decennial count.

It is fitting that you have chosen to hold this hearing in Los Angeles, arguably the most diverse city in the nation. Present among the more than 4 million Angelenos are 140 nationalities and ethnicities speaking some 224 different languages.

And it is fitting that you are holding this hearing at a critical juncture of the Census process. Tomorrow, on May 1st, U.S. Census workers will begin knocking on the doors of those Angelenos whose forms were not received through the mail. I am calling on every resident who has not yet submitted their census form to **cooperate fully** with enumerators. Deployed by the U.S. Census Bureau, enumerators are sworn to protect confidentiality and will carry an official badge. Yet, still enumerators are sometimes met with residents unwilling to cooperate due to distrust issues and anti-government sentiment.

Therefore, to reach these residents that have not yet been counted, it is everyone's personal responsibility to spread the message that the answers to the questionnaire will not be shared with any government agency. We need to meet the fear of losing the right to privacy head on with the simple fact that by taking ten minutes of their time to fill out this form, they will be framing the next ten years. We need to educate uneasy Angelenos that the real harm is NOT filling out a form that is estimated to bring \$2,000 for every county resident. Facing an unprecedented budget deficit, we cannot afford to leave that money on the table -- it is the civic duty of every Angeleno to step up and be counted. It is a tangible thing that each person can do to help with the budget crisis.

The 2010 Census has had many challenges. The State budgeted only \$2 million statewide in 2010, a fraction of the \$24.7 million spent in the 2000 census. The current economic storm also makes it more difficult for every person to be counted, since Los Angeles has the greatest wealth disparity between rich and poor of any major city in the United States. We have an unemployment rate in excess of 14%, and in some of our communities it swells above 25%. We have the most number of housing foreclosures in the nation with over 23,000 Angelenos having lost their home since the recession began. Plus we have the highest population of homeless in the country. All of these factors contribute to the difficulty we experience in Los Angeles of getting the correct and complete Census count.

In 2000, it is estimated that 76,800 Angelenos did not return their forms. This was the second highest undercount of any city in the nation and resulted in a loss of \$206 million for the City of Los Angeles for the following ten years.

However, these obstacles only strengthen our resolve in preventing another devastating undercount. Recognizing Los Angeles' unique challenges, I made this one of my administration's top priorities and tasked the Mayor's Office of the Census with creating a multi-faceted campaign to supplement the U.S. Federal Bureau of the Census' actions on a local level. My testimony today will focus on how the City engaged Angelenos to participate in mailing back their form and our actions moving forward in the enumerator phase.

The City's campaign yielded tangible, positive results; I am proud to report that Los Angeles had a higher mail participation rate than other comparably-sized cities. As of today, the City's 2010 mail participation rate was 68% putting us ahead of New York (60%), Chicago (63%), Houston (67%), Dallas (65%), and Miami (64%).

We accomplished these astonishing statistics through leveraging every resource we had at our disposal -- online social networking tools, partnerships with non-profits, private sector and other government agencies and volunteers -- into a number of successful city-wide initiatives. However, due to time constraints today, I am going to focus on four of our programs.

Firstly, we ensured the most accurate and greatest possible number of addresses in the Local Update Census Addresses (LUCA) process. Secondly, we partnered with diverse entities including philanthropic, non-profit and religious communities in our public awareness and outreach activities. Thirdly, we reached out to our most vulnerable population: the homeless. And lastly, we instilled trust among our residents throughout the process to encourage their participation through our intensive grassroots efforts.

To reach the homes of as many Angelenos as possible, we needed the most up to date address list. The Mayor's Office of the Census solved this problem by partnering with City agencies to update and add 266,374 new addresses to the master address file for the City. In addition, we challenged the exclusion of 12,379 unique addresses. We truly left no stone unturned in our mission to have every resident counted. By finding the information for people that have previously slipped through the cracks, the City will generate tens of millions of dollars during the next ten years. Not to mention, this information will be critical in helping future census cycles.

Through strategic public-private partnerships, we brought our message to a larger audience. Working with the private sector, LA Census Executive Director Norma Vega was able to procure several hundred thousand dollars worth of collateral materials, pro-bono assistance, and ad space to promote the census. And the philanthropic community, led by Antonia Hernandez at the California Community Foundation and Dr. Bob Ross at the California Endowment, contributed millions of dollars and convinced others to fund critical grassroots efforts to promote cooperation with the Census. Each partnership my office forged brought new energy and funding to the cause. Their work in collaborating with everyone from labor unions to businesses, from elementary schools to universities, from markets to hospitals, and from faith-based communities to

nonprofits, exemplifies the power of collective action.

To count the homeless in Los Angeles, we partnered with the Los Angeles Homeless Services Authority to identify areas in the City that had a scarcity of food and shelter programs and high percentages of homeless. This information inspired us to launch six feeding programs where the U.S. Census Bureau counted thousands of additional homeless residents who otherwise may have been missed. As the City with the largest homeless population, it is very difficult to ensure every person is counted in the allotted three days. The accuracy of this process is something I urge the committee to look into to ensure the most accurate count.

At the heart of our successful strategy is a citywide grassroots movement. Through complete count committees that covered the City's diverse regions, hundreds of community leaders from different sectors united to provide direction, access to resources and aggressive outreach plans. Volunteers mostly though relied on the bare-boned, tried and true organizing methods of community organizing: knocking on neighbor's doors and working with churches and other influential groups to supplement our field efforts. I truly believe that nothing is more successful and powerful than the trusted voices of the community in spreading the message that the census is safe and confidential and that every person counts.

When evaluating the City's course of action for the enumerator phase, we used the Bureau's participation rate map to measure the correlation between canvassing and higher turn out rates. The map revealed that the neighborhood with the most neighborhood canvassing, the San Fernando Valley, experienced the highest increase in participation rates. That is why moving forward. We are building upon the success of our field plan with the addition of 30 part-time employees for 30 days to canvass undercounted, highly populated neighborhoods. Comprised of young adults from our highly successful Summer Night Lights Program, the 30-30 initiative will strategically place teams out in the most undercounted communities everyday until the end of May to knock on doors and educate Angelenos about the importance of cooperating with enumerators. And thanks to data gathered from the Advancement Project, we will be able to use our limited resources – canvassers – efficiently by targeting specific neighborhoods with low participation rates and high population density.

And to supplement our field efforts we will continue to reach a different audience by mobilizing the online community through our social media tools of Facebook and Twitter and our LA Voices of the Census, an online campaign that includes over 120 celebrities and civic leaders such as Eva Longoria, LA Laker Jordan Farmar and LAPD Chief Charlie Beck. We will also be launching a texting campaign to encourage residents to call in their information directly to the Census Bureau.

Before I officially close, I wanted to plead one more time to every Angeleno who has not turned in their form to cooperate with enumerators. The information you will provide to the enumerator is safe and confidential. And by spending ten minutes of your time, you will help pave the future of our great City for the next ten years.

Si todavía no han entregado sus formularios, por favor cooperen con trabajadores del Censos que visitaran sus comunidades.

La información que solicitan se mantendrá segura y confidencial. Por favor tomen diez minutos para definir los siguientes diez años.

Moving forward and learning from our experiences this year, let's begin the process of implementing changes for the next decennial count; it's never too early for positive change. That is why I suggest that it is important to review the Census advertising strategy to determine whether it was as effective as possible in reaching undercounted communities and review whether three days is sufficient to truly count accurately the number of homeless in Los Angeles.

These are just a few suggestions. I know there is more that can be done, and I would like to call upon the expertise of all the leaders in this room for suggestions. Together, we can move ahead efficiently to have a voice to shape our future and get our fair share of federal resources that will help our communities thrive. I thank the Committee for its ongoing support in this effort, and I am happy to take your questions.

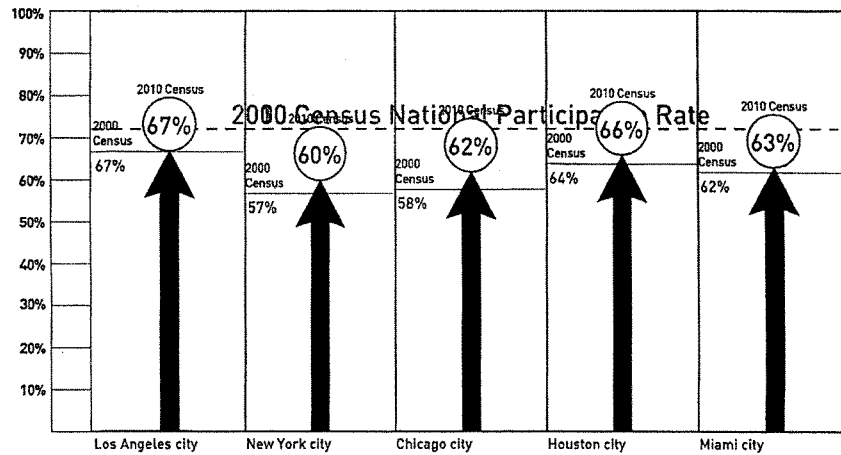


Follow 2010 Census response rates using our comparison chart.

How is your area doing? Compare up to five locations.

Go head-to-head with neighboring towns or cities across the country to see who is ahead and who needs to pick up the pace.

April 26 National Participation Rate **72%**





GET-OUT-THE-COUNT (GOTC)

Office of Census 2010 Key Dates

MARCH 13 & 14: Get Out the Count (GOTC) Kick Off

- Volunteers get ready for month of service to the Census
- Canvassing (door hangers)
- Census Sunday (March 14)

MARCH 20: Be Californian, Be Counted

- Mayor's Annual Day of Service
- Focus on Education (schools)
- Mobilize parents, students, educators

MARCH 21-28: Census Week

- Organize Census events to help people fill out questionnaires
- Census Sundays (March 21 & 28)
- Census Viewing Parties:
March 27 @ 11am - Univision "How to Fill Out Form" Program

MARCH 30: Homeless Enumeration Support

- Organize events for homeless to be counted by U.S. Census Bureau
- Events include food and resources
- Distribute socks from Citywide sock drive (Feb. 14-Mar. 14)

APRIL:

- Targeted outreach based on mail participation rates

MAY:

- Targeted outreach based on mail participation rates

U.S. Census Bureau Key Dates

MARCH 8-10: Mail Out of Announcement Letters

- U.S. Census Bureau sends out a letter to all residents announcing the upcoming mail out of the official Census questionnaire

MARCH 15-17: Mail Out of Census Questionnaires

- U.S. Census Bureau mails out the official Census questionnaire to all residents

MARCH 29-31: Homeless Enumeration Program

- U.S. Census Bureau conducts its Homeless Enumeration Program

APRIL 1ST – 10th:

- Replacement Questionnaire mailed

APRIL 22nd – 24th:

- Reminder Postcard mailed

MAY 1st – JULY 10th:

- In home follow up to non-responders



For more information, please visit
www.LACounts2010.org
 or call (213) 978-0301

Mayor Antonio R. Villaraigosa
Office of Census 2010

Non-Response Follow-Up Outreach Strategy

Non-Response Follow Up (NRFU):

From May 1st to July 10th, Census takers go door-to-door to roughly 1/3 of households that did not mail back their forms. They also will verify that housing units indicated as "unoccupied" to the Bureau by the postal service or others are indeed unoccupied and vacant. In order to more effectively target households that did not return the Census forms, the US Census Bureau developed the "Take 10" map that tracks mail back/participation rates in real time.

The Office of Census 2010 has been tracking and comparing the City's participation rate to the national, state, and county rates as well as to other comparable cities such as New York, Chicago, Miami, Houston, and Dallas. Los Angeles has been consistently ahead of other comparable cities. As of April 23, 2010, the City's rate is at 67%. New York City is at 60%; Chicago is at 62%; Dallas is at 64%; Miami is at 63%; and Houston is at 66%. However, Los Angeles trails the national rate, which is at 72%, as well as the rates of California and LA County at 70%.

This information has allowed us to motivate residents in a competitive manner, but more importantly, the information from the Take 10 map has allowed us to refine our targets for outreach and measure our field/grassroots efforts.

Advancement Project (AP) Analysis:

As part of a cooperative effort between the City, The California Endowment, and the California Community Foundation, the Advancement Project has been funded to analyze the participation rate data provided by the US Census Bureau and map existing outreach efforts to provide partners a tool for continued outreach planning. AP provided analysis that ranked zip codes across the State in order of priority based on participation rate and population density. The data revealed that the City has 24 priority zip codes concentrated in 4 geographic areas that have been grouped into clusters (Central City/Koreatown, Hollywood/Echo Park, 110 corridor south, and Boyle Heights).

This data will allow the Office of Census 2010 to focus its outreach efforts in the priority clusters and drill down further to the Census tract level utilizing the real-time, US Census participation rates. This information also enables our office to have an effective tool for outreach and ensure that our limited resources are used efficiently.

"30 for 30" Field Strategy:

The City's outreach strategy for March/April 2010 (GOTC -- Get-out-the-Count) included canvassing targeted neighborhoods and high traffic locations (churches, parks, business corridors). Utilizing the Bureau's participation rate map, we were able to measure our success and noted that participation rates increased in the areas with the most canvassing activity. For instance, the San Fernando Valley had the most success in increasing participation rates, and it was also the area with the most canvassing activities according to the AP's analysis.

Therefore, we will continue with canvassing door-to-door and high traffic locations for 30 days with a team of 30 part-time employees comprised of young adults from our successful Summer Night Lights program and community/parent organizers (Promotoras). Also, we will contract with the Los Angeles Conservation Corps (LACC) to have an additional 35 youth available to canvass appropriate areas of the City. To pay for this initiative, we were able to utilize the unused portion of our homeless count grant from the County.

These teams will be out daily and on weekends canvassing with information about the next phase of the Census count (door knocking) and letting people know they can also call the US Census Bureau directly to give their information over the phone.

The canvassers will concentrate their efforts in the following clusters (zip codes include rank by priority at a statewide level):

Cluster 1: Central City/ Koreatown 90057 #1 90005 #2 90020 #3 90017 #4 90006 #5 90004 #7 90019 #20	Cluster 3: 110 Corridor/ South LA 90011 #11 90007 #14 90037 #15 90003 #23 90044 #27 90001 #33 90008 #36
Cluster 2: Hollywood/ Echo Park 90029 #8 90028 #10 90027 #16 90038 #17 90046 #25 90026 #34	Cluster 4: Boyle Heights 90033 #24 90022 #31 90063 #42 90023 #47

Celebrity Partners & Social Media:

We will continue to make use of our social media tools (Facebook, Twitter, YouTube, MySpace) to mobilize the online community to remind people that it's not too late to get counted. Additionally, we will continue to collaborate with our LA Voices of the Census celebrity partners.

We will launch a texting campaign to encourage residents to call in their information directly to the Census Bureau. We will explore partnership opportunities with various cell phone companies and partners who already have a texting campaign (Voto Latino) to encourage text messages.

Media Outreach:

Working with our media partners, we will continue to encourage coverage of events and pitch stories to encourage people residing in priority zip codes to get counted.

Sector-based Outreach:

We will continue our sector-based outreach with a focus on our priority zip codes via our Census Steering Committee.

Education: Encourage schools in target areas to send phone messages and mailers home to parents. We will have canvassers passing out information after school at elementary schools and work with our community partners to distribute information at high schools, colleges and universities.

Labor: Encourage unions to get messages out to members and support canvassing efforts.

Business: Encourage the business community to get the word out through existing networks about the priority zip codes.

Health: Encourage hospitals/clinics and other places with high foot traffic to provide information to the public, as well as send information to employees.

Faith: Continue Census messages on Sundays and encourage canvassing efforts.

Youth: Continue outreach at schools and encourage continued canvassing.

Seniors: Encourage senior centers to promote calling in answers directly to the US Census Bureau.

54
AZUL AMERICA

LAcounts2010.org

FUNDACION AZUL AMERICA

**IT'S NOT
TOO LATE TO
MAKE LA COUNT
IN 2010!**

**OPEN YOUR DOOR
TO THE CENSUS TAKER.**

YOU WILL NOT BE ASKED FOR:

- SOCIAL SECURITY NUMBERS
- CREDIT CARDS
- IMMIGRATION DOCUMENTS
- HOME TITLES
- LEASING AGREEMENTS
- BANK DOCUMENTS

**YOU CAN ALSO PROVIDE
YOUR INFO OVER THE PHONE.**

(866) 872-6868 English
(866) 935-2010 Chinese
(866) 928-2010 Espanol
(866) 955-2010 Korean
(866) 965-2010 Russian
(866) 945-2010 Vietnamese
(866) 783-2010 Deaf & Hearing Impaired

**Los Angeles is
Counting on You!**

CENSUS

Mr. CLAY. Thank you much, Mr. Mayor, especially for your steadfastness and your vigilance to make your city one of the top participants in the 2010 census. I appreciate that. I'm sure Dr. Groves will have a response for some of the issues that you raise. Right now we'll go to Ms. Pasquil.

STATEMENT OF MONA PASQUIL

Ms. PASQUIL. Good afternoon, Chairman Clay and members of the subcommittee. Thank you for inviting me here to testify today and thank you especially for holding this hearing in Los Angeles as part of the kickoff to the non-response followup phase of the U.S. census 2010. This is truly a monumental effort and it's critical that we take advantage of every possible opportunity to remind the public how important participating in the census is.

The challenge of this next phase, the door-to-door canvass promises to be particularly daunting. We must work together to engage the least engaged. We must work together to gain the trust of those who have the most to fear. We must work together to educate those who are least likely to participate, but often those who have the most to lose.

We must work together to make sure every single person, every Californian and all those in our great State are counted. This phase is critical because folks need to remember that it's 100 percent confidential. We need to make sure that message gets out. Thank you so much for being here because that, in fact, does help us. Californians, I urge you, if a census taker knocks on your door, please answer.

It's my pleasure to be here today with the panelists, especially to be with Mr. Perez, our speaker, who will discuss the State's efforts during the non-response followup and make recommendations for the Census Bureau and Congress to consider.

In 2000, California was extremely successful in implementing the first-of-its-kind, statewide, multi-lingual, and culturally appropriate, outreach effort. We spent \$24.7 million on our census effort, an investment that enabled us to achieve a mail participation rate of 73 percent. This was the first time in history that California's response rate outpaced that of the entire country, which came in at 72 percent.

For the 2010 census, California and many other States did not have the surplus funds to spend on a comprehensive outreach effort, and the Federal Government has played a very critical role, taking many of the best programs innovated in California and replicating them nationally. In California, we've also experienced the good fortune of having private foundations that have been willing to step forward and invest over \$9 million in outreach, including the California Endowment, the organization serving as our host today.

However, from our success in 2000, we knew that the State would need to play an active role in ensuring that a fully functional "intergovernmental" effort was coordinated and implemented. To that end, the State's role has focused on convening, coordinating, and collaborating, our very own CCC. With our very limited budget, California has invested \$1 million to fund the 13 hardest to count counties and help them coordinate their grassroots outreach

efforts. These 13 counties have 80 percent of the hardest to count population in the State and have been asked to convene, coordinate, and collaborate with local community partners in their areas to ensure that outreach efforts are effectively focused and not duplicated. You will hear more about how counties used these funds from panelists who will speak later.

Our outreach in 2000 was focused around three critical elements. Trusted messengers. These are people who the hard to count populations are most likely to trust. Questionnaire Assistance Centers, staffed by trusted messengers from the community and placed in locations in the community where the staff can help people fill out their forms. Microtargeted Media Outreach and locally created messages. We learned in 2000 that culturally appropriate ethnic media outlets are the best places to get the census message out. Mainstream media, whether it be traditional or new, it is not, especially at this point in the census, the best substitute for local media targeting. We need to hear from our trusted messengers in our own voice in our own message.

Again, because of the limitations of State funding, many of these elements have been driven by efforts from the Federal level. Both the Los Angeles Regional Census Center and the Seattle Regional Census Center have done a great job in hiring partner specialists and assistants, all from the community.

California specifically focused on the hardest to count census tracts and the under count from 1990 where engaging all those CBOs, trusted messengers, before making placement decisions. As a result, an analysis was conducted by the State after the 2000 census that found that tracts with the QACs funded by the California Complete Count Committee had populations that were hard to count in 1990, including high proportions of African-Americans, Hispanics, renters, persons below the poverty level and linguistically isolated households.

These tracts improved their mail response by an impressive 8 percentage points higher than the census 2000. So while we applaud the commitment from the Bureau, this committee should also recognize that until the U.S. Census Bureau has the legal standing and authority to directly invest in State and local governments and community-based organizations, the taxpayers will not receive the greatest return possible on their investment.

The last critical factor from 2000 was the use of micro-targeted messages. We know that the U.S. Census Bureau spent over \$340 million for their integrated communications campaign that included multi-lingual creative advertising, and ethnic market media buys in addition to the main street market ads and other buys. We know from California's multi-lingual advertising efforts in 2000, that it's the locally created advertising content is what proves to be more effective than the ethnic advertisements created at a national level. For example, the bilingual ad copy created for Latinos in South Beach, Miami, will not be as effective as they are here in Los Angeles. Commercials created for communities of color in Philadelphia may not resonate in the East Bay.

Locally created content is just as important as the local ethnic media buys themselves. To help the enumeration process particularly now we would therefore respectfully request that the U.S.

Census Bureau media contractors allow Regional Directors to have greater input, not only with regard to local media buys, but in also crafting the actual creative message.

Our State has tried to address the lack of locally created advertising content by investing a small amount of funding to engage over 60 ethnic media outlets to place ads in 60 to 70 census tracts with the lowest participation rate. Each ethnic media outlet has received a very small investment to allow them to create their very own targeted culturally and geographically specific advertisements. The Ford Foundation also believes in very localized, targeting creativity and has funded the same organization to implement these efforts in other States. It's not too late to apply this and other lessons learned because we want and encourage a stronger participation. Thank you.

[The prepared statement of Ms. Pasquil follows:]

Statement
Of
Mona Pasquill
Former Acting Lieutenant Governor
State of California

Information Policy, Census, and National Archives
Subcommittee
Of the
Oversight and Government Reform Committee

Field Hearing
Friday, April 30, 2010
1:00 p.m.

The Center for Healthy Communities
The California Endowment
1000 North Alameda Street
Los Angeles, California

“The 2010 Census: Participation of Hard to Count
Communities in Non-Response Follow-Up”

Good afternoon, Chairman Clay, and Members, thank you for inviting me to testify today, and thank you for holding this hearing in Los Angeles as part of the kickoff to the Non-Response Follow-Up (NRFU) phase of the United States Census 2010. This is truly a monumental effort, and it is critical that we take advantage of every possible opportunity to remind the public of the importance of participating in the Census.

The challenge the next census phase - the door-to-door canvass - promises to be particularly daunting. We must work together engage the least engaged. We must work together to gain the trust of those who have the most to fear. We must work together to educate those who are least likely to participate, but often have the most to lose. And we must work together for every single person, every family in California, and in all the great states of our nation.

During this phase, it will be critical that we remind everyone that the Census data is 100% confidential. For the last few months, members of the California Complete Count Committee and I, have traveled up and down our state sharing the important message of the census with and reminding all that that this is a confidential process. Their partnership and participation is personal to each and every one of us – an undercount would mean fewer resources in all our communities. A complete count is critical for all of us. All must be counted. We must continue to remind everyone that California residents' individual answers cannot be used by any other government agency, and census workers sign a lifetime agreement never to divulge the residents' information. So, to all Californians, I urge you, if a census taker knocks, please open your door. Please be counted.

It is my pleasure to join you this afternoon, along with other members of the panel, to discuss the role of state government generally, and California specifically, in the Census. My comments will focus primarily on the state's efforts in 2000 and so far in 2010, while John Perez, the Speaker of the California State Assembly, will discuss the state's efforts during non-response follow-up and make recommendations for the Census Bureau and Congress to consider for the future.

In 2000, California was extremely successful in implementing the first-of-its-kind, statewide, multi-lingual, and culturally appropriate, outreach effort. We spent \$24.7 million on our census effort, an investment that enabled us to achieve a Mail Participation rate of 73%. This was the first time in history that California's response rate outpaced that of the entire country, which came in at 72%.

For the 2010 Census, California and many other states did not have the surplus funds to spend on a comprehensive outreach effort, and the federal government has played a critical role, taking many of the best programs innovated in California and replicating them nationally. In California, we've also experienced the good fortune of having private foundations that have been willing to step forward and invest over \$9 million in outreach, including The California Endowment, the organization serving as our host today.

However, from our success in 2000, we knew that the State would need to play an active role in ensuring that a fully functional "intergovernmental" effort was coordinated and implemented. To that end, the state's role has focused on CONVENING, COORDINATING, and COLLABORATING, our own version of CCC.

With our very limited budget, California has invested \$1 million to fund the 13 Hardest to Count counties and help them coordinate their grassroots outreach efforts. These 13 counties have 80% of the hardest-to-count population in the state and have been asked to convene, coordinate, and collaborate with local community partners in their areas to ensure that outreach efforts are effectively focused and not duplicated. You will hear more about how counties used these funds from panelists who will speak later.

Our successful outreach in 2000 was focused around three critical elements:

- Trusted messengers—these are the people who the Hard to Count populations are most likely to trust.
- Questionnaire Assistance Centers (QACs)—staffed by trusted messengers from the community and placed in locations in the community where the staff can help people fill out the form and conduct the outreach effort.
- Micro targeted Media Outreach and locally created messages—We learned in 2000 that culturally appropriate ethnic media outlets are the best places to get the Census message out. Mainstream media, whether it is traditional or new, it is not - especially at this point in the census process - the best substitute for local media targeted specifically to the people in these communities and their concerns.

Again, because of the limitations of state funding, many of these elements have been driven by efforts from the federal level in 2010. Both the Los Angeles Regional Census Center and the Seattle Regional Census Center have done a great job in hiring partnership specialists and assistants. In fact, the number of partnership specialists has nearly quadrupled in Northern California and increased tenfold in Southern California. Most importantly, the Census Centers have made a concerted effort to hire from within the community. These specialists have really tried to connect with trusted messengers throughout the state and at the grassroots level. The expansion and implementation of the partnership specialist program is a success of which this Committee should take note.

With regard to the Questionnaire Assistance Centers, although the US Census Bureau did hire from the community to staff their Questionnaire Assistance Centers, they were unable to adopt an element that we feel was critical to the success we realized in 2000. In 2000, the State contracted directly with Community Based Organizations and foundations that, in turn, not only implemented grassroots outreach, but also drove traffic to the QACs that they staffed.

This meant that the QACs were more than just places for people to get their questions answered. They were places for the community to come together around the Census.

California specifically focused on the hardest-to-count census tracts and the undercount from 1990 while engaging CBOs, before making placement decisions. As a result, an analysis conducted by the state after the 2000 Census found that the “tracts with QACs funded by the California Complete Count Committee had populations that were hard to count in 1990, including high proportions of African Americans, Hispanics, renters, persons below poverty level and linguistically isolated households. These tracts improved their mail response rate by an impressive 8 percentage points (higher) in Census 2000.” So while we applaud the commitment from the Bureau, this Committee should recognize that, until the USCB has the legal standing and authority to directly invest in state/local governments and community-based organizations, the taxpayer will not receive the greatest return possible on the dollars invested.

The last critical factor from 2000 was the use of micro-targeted media and locally created messages. We know that the United States Census Bureau (USCB) spent over \$340 million for their integrated communications campaign (ICC) that included multilingual creative advertising and ethnic market media buys, in addition to mainstream market ads and buys. What we know from California’s multilingual advertising efforts in 2000 is that locally created advertising content is more effective than the “ethnic” advertisements created at a national level. For example, the bilingual ad copy and creative for Latinos in South Beach in Miami will not be effective in Los Angeles. The commercials created for Philadelphia may not resonate with in the Bay Area with a simple voiceover translation. Locally created content is just as important as the local ethnic media buys, themselves. To help the enumeration process that starts here in California tomorrow, we would, therefore, respectfully suggest that the USCB media contractors allow the Regional Directors to have greater input NOT ONLY with regard to the local media buys, but also in crafting the actual creative messages.

The best messenger - at this critical point in the census – is a trusted messenger.

The best message – especially now during the NRFU phase – is one that is crafted locally.

The state has tried to address the lack of locally created advertising content by investing a small amount of funding to engage over 60 ethnic media outlets to place NRFU-related ads in the 60-70 census tracts with the lowest participation rate. Each ethnic media outlet has received a very small investment to allow them to create their very own targeted, culturally and geographically specific, advertisement/outreach effort that will, hopefully, impact the non-responding populations. The Ford Foundation also believes in very localized, targeted creative and has funded the same organization to implement these efforts in several other states. It is not too late to apply this and other lessons learned and encourage stronger partnerships with more tailored messages for the NRFU ads.

With that, I am happy to answer questions now, or, if you prefer, we can have Speaker Perez talk about the state's remaining efforts for 2010 and recommendations for the future.

Mr. CLAY. Thank you so much, Lieutenant Governor and thank you for pointing out the importance of the communications campaign.

Mr. Speaker Perez, you are recognized.

STATEMENT OF JOHN A. PEREZ

Mr. PEREZ. Thank you, Mr. Chairman. I'd like to thank you and your colleagues on the subcommittee for hosting this hearing here in Los Angeles. I join Mayor Villaraigosa and Ms. Pasquil in complimenting you on that. This is a very important venue for us.

Tomorrow, as has been noted, we begin the labor-intensive process of the non-response followup, to reach those who, unfortunately, did not return the census forms that were mailed out to their homes.

In California, 3 out of 10 homes still need to be counted. Our State poses a particularly daunting challenge. We represent 12 percent of the Nation's population, but we represent 30 percent of its hard to count populations. Los Angeles County is the single largest hardest to count jurisdiction in the United States. And I represent one of the hardest to count districts in the State legislature, with only a 64 percent response rate, although that number actually represents an improvement over 2000.

This door to door canvass is an effort unlike any other undertaken by our government. The goal is simple. Count every single person. The scope of the process, however, is staggering. Thousands of workers in California alone are knocking on doors of every household that failed to mail back their census form. The census is vital to the efficient operation of California government. The under count from the 2000 census has cost the State government alone, not including local governments and special districts, it has cost State government alone \$1.2 billion on an annualized basis, money that could have alleviated at least some of the budget shortfalls that we've faced over the past several years.

I'd like to take this opportunity to remind all Californians that an accurate count is very important to our State. So when a census taker knocks on your door, please open your door, please fill out the form, please engage in this process.

This is one of the reasons why the Members of the Legislature have been working so hard on census education. We've encouraged our Members of the Legislature to include census pitches in all of their community events and make sure that they schedule events in hard to count areas. Encourage Members to talk to trusted messengers in low mail response rate communities about the importance of the census.

We've recorded PSAs, built Web sites, and created Webinars for State and local elected officials. As an illustration of the challenge, Los Angeles Daily News ran a story earlier this week about the challenges of NRFU within the Latino community. The story talked about a family that had failed to return its census form. The irony in the story was that this family had a sign on their lawn encouraging their neighbors to participate in the census.

So how do we confront this challenge? First, it's particularly critical that during this phase that we build the process from the bottom up rather than the top down. The challenge is not merely to

get a few extra percentage of response rate in the mailback process. The challenge is to get every single one of the least likely to participate to actually join in this effort.

Using trusted local messengers with tailored messages must be more than just a slogan. It must be the reality of the work that we engage in.

Ms. Pasquil mentioned the State's investment to develop these types of messages in some of the hardest to count tracts in California. I would reiterate that this is only the start. The U.S. Census Bureau should allow its Regional Directors to have greater input, not only into the local media buys, but into the actual creative messaging during the NRFU process.

Second, during this phase, the Bureau needs to continue to engage community-based organizations. One of the most critical components of California's efforts are being funded by the private foundations. They're supporting their own canvass operations to coincide with NRFU to make sure local, trusted messengers are directly contacting residents to make sure that when the census takers knock on the door, the door is answered.

Third, this local tailoring needs to extend beyond just media programs and actually reach those in the field collecting forms. Each community has its own challenges. For example, the practice of hotbedding is a military term referring to the practice of assigning two or even three crew members sharing the same bunk, sleeping in shifts. This same practice had been adopted by some in the immigrant community here in Los Angeles. In reaching these individuals, census takers already have to overcome language barriers and trust issues. Even after overcoming these barriers and trust issues, convincing the resident to open their door, many times they're unaware of the practice of hotbedding and may fail to count everyone who resides at that address resulting in further under count. This is just one example. I'm sure every member of the committee can cite different unique challenges in their own home States and districts.

Fourth, we need to make sure that as we identify communities that continue to lag in their response rate, we use a very detailed lens. Two examples come from California's API community. On a macro level, response rates from the API community here in Los Angeles have generally been high. However, that rate is not uniform and could easily miss the fact that the response rates within Korea Town are low. Failure to recognize this disparity could result in that community's numbers not being accurately reflected in the NRFU.

In Fresno County, there's a small, but vibrant Hmong community, however, due to their relatively small percentage of the population, they could easily go undetected by the National Census Bureau. Doing so would particularly be damaging to the goal of counting every person as the Hmong community and thus, the most effective messages needed to reach this community are distinct from the messages that are effective in other API communities.

Looking forward, there are several recommendations that I'd like to make from the State's perspective which I expand on in my written testimony. I want to briefly summarize, if I may, some of these suggestions.

First, build on outreach successes of this year's census by recruiting and retaining large pools of outreach specialists. Second, Congress needs to find a funding mechanism to support local and CBO efforts. Third, the census must finally end the confusing practice of forcing Latinos to identify themselves as White, Black, American Indian, Cajun, or other. Questions 8 and 9 on the form should be combined with Hispanic, Latino, or Spanish origin added as a sixth racial category.

Finally, recognize that State and local governments cannot be treated uniformly and we must recalibrate our efforts accordingly. With that, I'd once again like to thank the committee for coming to California to talk about the next phases of the census and I'd like to remind everybody in the community of the importance of participating in the census process. Thank you, Mr. Chairman.

[The prepared statement of Mr. Perez follows:]



**JOHN A. PÉREZ, 46TH AD
SPEAKER OF THE STATE ASSEMBLY**

**INFORMATION POLICY, CENSUS AND NATIONAL ARCHIVES SUBCOMMITTEE
WRITTEN TESTIMONY, APRIL 30TH, 2010**

Good afternoon, Chairman Clay and fellow members of the Committee. Like Ms. Pasquil, I want first to thank you for holding this hearing. Tomorrow, we begin the next phase of the 2010 Census, Non-Response Follow-Up, the labor intensive effort to reach those who, unfortunately, did not return the census forms that were mailed out.

In California, 3 out of 10 homes in our state still need to be counted. Our state poses a particularly daunting challenge: We have 12% of the nation's population, but 30% of its "hard to count" population. Los Angeles County is the single largest "hardest to count" jurisdiction in the United States. And I represent one of the hardest to count districts in the Assembly, with only a 64% response rate, although that number is actually an improvement over 2000.

This door-to-door canvass is an effort unlike any other undertaken by the government. The goal is simple. Count every single person. The scope of the process is staggering. Thousands of workers in California alone knocking on the door of every household that failed to mail back their Census form.

The Census is vital to the efficient operation of California government. The undercount from the 2000 Census has cost California \$1.2 Billion annually—money that could have alleviated at least some of the budget shortfalls we have faced over the past several years. I would like to take this opportunity to remind all Californians that an accurate count is very important to our state, so when a Census taker knocks, please open your door.



**JOHN A. PÉREZ, 46TH AD
SPEAKER OF THE STATE ASSEMBLY**

**INFORMATION POLICY, CENSUS AND NATIONAL ARCHIVES SUBCOMMITTEE
WRITTEN TESTIMONY, APRIL 30TH, 2010**

This is one of the reasons why members of the California State Legislature have been working hard on Census education. We have encouraged our members to include census pitches in all their community events and to make sure they schedule events in hard to count areas. We have encouraged members to talk to trusted messengers in low mail response rate communities about the importance of the Census. We've recorded PSAs, built websites and created webinars for state and local elected officials

As an illustration of the challenge, the Los Angeles Daily News ran a story earlier this week about the challenges of NRFU within the Latino community. The story talked about a family that had failed to return their census form. The irony was that this family had a sign on their lawn encouraging their neighbors to participate in the Census.

So how do we confront this test? First, it is particularly critical during this phase that it be built from the bottom-up rather than the top-down. The challenge is not to get an extra few percent of people to mail back their form. The challenge is to get the every single one of the least likely to participate to join in this effort. Using trusted, local messengers with tailored messages must be more than just a line. It must be a reality.

Ms. Pasquil mentioned the state's investment of \$100,000 to develop these types of messages in some of the hardest to count tracts in California. I would reiterate that this is only a start. The



**JOHN A. PÉREZ, 46TH AD
SPEAKER OF THE STATE ASSEMBLY**

**INFORMATION POLICY, CENSUS AND NATIONAL ARCHIVES SUBCOMMITTEE
WRITTEN TESTIMONY, APRIL 30TH, 2010**

USCB should allow its Regional Directors to have greater input not only about the local media buys, but the actual creative messages during NRFU.

Second, during this phase the Bureau needs to continue to engage community based organizations. One of the most critical components to California's efforts are being funding by private foundations. They are supporting their own canvass operation to coincide with NRFU to make sure local, trusted messengers are directly contacting residents to make sure that when the census taker knocks that door is opened.

Third, this local tailoring needs to extend beyond just the media program and actually reach those in the field collecting forms. Each community has its own challenges. For example, "hotbedding", is a military term referring to the practice of assigning two or even three crew members, sharing the same bunk sleeping in shifts. This same practice has been adopted by some in the immigrant community in Los Angeles. In reaching this community, Census takers already have to overcome language barriers and trust issues. Even after overcoming these challenges and convincing residents to open their doors, if they are unaware of this practice, they may fail to count everyone who resides at that address, resulting in an undercount. This is just one example. I'm sure every member of this committee could cite different unique challenges in their states.



**JOHN A. PÉREZ, 46TH AD
SPEAKER OF THE STATE ASSEMBLY**

**INFORMATION POLICY, CENSUS AND NATIONAL ARCHIVES SUBCOMMITTEE
WRITTEN TESTIMONY, APRIL 30TH, 2010**

Fourth, make sure that as you identify communities that continue to lag in their response rates you use a very detailed lens. Two examples from California's API community. On a macro level, response rates from Asians have generally been high in Los Angeles. However, that rate is not uniform and could easily miss that responses have not been as strong in Koreatown. Failure to recognize this disparity could result in that community's numbers not being accurately represented during NRFU. In Fresno County, there is a small but vibrant Hmong community. However, due to their relatively small percentage of the population they could easily go undetected by the National Census Bureau. Doing so would be particularly damaging to the goal of counting every person as the Hmong community, and thus the most effective messages to reach it, is very different from other API groups.

Looking forward to the future, there are several recommendations I would make from the state perspective. First, build on the outreach successes of this year's Census. Recruit a large pool of outreach specialists from the communities you seek to count. I would recommend retaining these outreach specialists for longer. As I have discussed, local outreach is critical during NRFU yet the USCB laid off all of its outreach specialist by the end of April. Questionnaire Assistance Centers are critical. But they only work if you can form effective partnership with CBOs. Local media means more than micro-targeted buys. It means micro-targeted messaging.



**JOHN A. PÉREZ, 46TH AD
SPEAKER OF THE STATE ASSEMBLY**

**INFORMATION POLICY, CENSUS AND NATIONAL ARCHIVES SUBCOMMITTEE
WRITTEN TESTIMONY, APRIL 30TH, 2010**

Second, Congress needs to find a funding mechanism to support state, local and CBO efforts. If the USCB cannot be that mechanism to fund these efforts, Congress should explore CSGB or HUD as options to fill this critical gap. The Census affects us for a decade and its success should not be dependent on the short term status of state budgets. I find it troubling and so should this Committee that in California, as of Monday there will be no member of the Administration working full time on the Census just as non-response follow-up begins.

Early and predictable funding for these local efforts will add to the success of federal efforts. It will allow governmental and non-governmental organizations to truly develop those trusted messengers and tailor messages that everyone agrees are the key to success. Further, this funding will allow state and local governments to continue to be innovators. That so much of the national 2010 outreach program is based on California's 2000 outreach program shows the value of this type of investment.

Having robust state and local partners will also provide more opportunities to test new approaches. California would be eager to serve as an innovation laboratory for the nation, testing idea like allowing Census forms to be completed online at institutions of higher education and expanding the Census in Schools program to including information about the Census in textbooks.



**JOHN A. PÉREZ, 46TH AD
SPEAKER OF THE STATE ASSEMBLY**

**INFORMATION POLICY, CENSUS AND NATIONAL ARCHIVES SUBCOMMITTEE
WRITTEN TESTIMONY, APRIL 30TH, 2010**

Third, the Census should finally end the confusing practice of forcing Latinos to identifying themselves as White, Black, American Indian, Asian or other. It serves as a barrier to participation. The USCB should put aside academic view of race and embrace the concept of self identification. Questions 8 and 9 should be combined with Hispanic, Latino or Spanish origin added as the sixth racial category.

Finally, recognize that state and local governments cannot be treated uniformly. Just as individual communities differ, so do individual government organizations. You'll soon hear from representatives from Los Angeles. Comparing L.A. which is bigger than many states to other counties would do a disservice to all.

As one exception to the rule, California is the only state in the nation that is divided between two regional offices. While we have had strong partnerships with both the Los Angeles and Seattle offices, this setup has often required a duplication of efforts when trying to coordinate state and federal efforts. Thus I would strongly request that for the next Census California be treated like every other state and be united under a single regional office.

With that I would once again like to thank the Committee for coming to California to talk about the next phase of the Census, helping to remind everyone of the importance to participate and am happy to answer questions about the state's efforts.

Mr. CLAY. Thank you, Mr. Speaker, and thank you for your recommendations. We will certainly take them into account when we do a complete assessment of the 2010 census. I appreciate it.

You may be invited back.

Dr. Groves, you're recognized.

STATEMENT OF DR. ROBERT GROVES

Dr. GROVES. Thank you, Chairman Clay, Members Chaffetz, Chu, Watson and Waters, I'm happy to be here. It's nice to be out of Washington, in fact, in southern California.

When I entered my position in July 2009, one of the biggest uncertainties that I reported to you was the uncertain cooperation of the American public. This uncertainty arose because we had seen steadily declining response rates in every survey we had done and surveys done outside of the Census Bureau.

I'm happy to say that with some assurance right now, that uncertainty was removed by the American public in their returns of the mailback portion of the census. The 72 percent rate equalled our Nation's effort in 2000 and this is truly a moment to thank our fellow residents of this country for their civic engagement.

I also want to note that this success, the success of the American public here is partly due in no small part, I should say, to the support of this committee and fellow Members of Congress and especially the over 200,000 census partners. These are smaller organizations spread throughout this country, the grassroots organizations that the previous speakers have mentioned. I've talked to hundreds, if not thousands of these people across the country. Their creativity is just incredible. They have hung door hangers describing the census on literally millions of houses in this country. They've had census fairs. They have sponsored poster contests.

I just came back from Crenshaw High School where we announced the winners of PSA contests that high school kids had made. All of the message there is positive for the census. They are indeed the true heroes in my mind of the 2010 census. They're not being paid. They're not visibly honored by their locales. They're not becoming famous in this endeavor. They're working to help their neighborhoods because they believe a fair count is in the interest of their group and their neighborhood and their city.

I want to thank them publicly for this and I hope and pray they have just a little energy left, because we're only halfway through this wonderful thing called the census.

We now move into the next phase of the 2010 census. We will knock on the doors of 48 million households that didn't mail back their form or whoever received a form given the operational strategies of the Census Bureau. This begins tomorrow.

Right now, as we speak, there are 600,000 people spread over 35,000 locations in the country getting trained. They're actually some of them right now are taking practice interviews. This is a big moment for us. On Tuesday, we fingerprinted, we have 1.2 million fingerprint sets to do FBI checks on them to make sure the American public is safe in this endeavor.

Our challenge therefore over the last 3 months was building up this applicant pool. We hire locally so that our census takers cap-

ture the local diversity of the community and have the language skills that several people have mentioned already.

I can report to my delight that this work force is in place in all but three of the local census offices, 3 of the 500 across the country and we have at least 2 qualified recruits for every position we're filling.

I can tell you this applicant pool came in much faster than we ever imagined it would be. We hit our goals quite a long time ago. In most of the local census offices, the ratio of qualified applicants to the jobs is a four to one ratio. This is, no doubt, a reflection of the unemployment rate throughout the country and we are the indirect beneficiary of the hard times we're all going through.

Here in Los Angeles, the regional staff has hired more enumerators in these hard to count tracts because those tracts will take more time. They have bigger work loads. They also require more effort to enumerate. The local census offices have created some charts. If you go to our offices in L.A. you'll see them. They're called Tract at a Glance Chart. They summarize, they give a profile of the census tract on one page with graphical representations to help people deploy the right work force in areas where there are high concentrations of apartment complexes. Over the past few weeks, crew leaders have searched the internet to get phone numbers for apartment managers and rental offices to help facilitate entry. Crew leaders plan to call ahead to contact property management companies to get advanced assistance in those areas.

In high-risk areas throughout the city and the county, or high-crime areas, we are identifying the best way to enumerate them. Often this is in a group enumeration and disproportionately in daylight hours, on weekends. These are just a few of the ways that the L.A. Regional Staff is trying to tailor their operations to meet the challenges they face.

I want to assure you that our job at this point is to reach everyone that has not yet participated in the 2010 census. In some cases I want to note that this will mean we're going to call on a house that has already returned the questionnaire. We ask for the patience of those people who do that. Questionnaires are still coming in as I speak. We're still getting returns. Some of those we were not able to cross off the list before someone has to go out and visit, so we ask people to be patient and cooperate with our folks when we call on their houses.

We will not end this phase until we have a disposition on all 48 million households that we haven't yet enumerated. We will not quit, therefore, until we get 100 percent response rate.

I want to note just to update the committee that we have completed six other operations since the address canvassing phase in 2009. The committee noted rightly that operation had an overrun in it. I'm proud to note that all of these other operations since that time have been on budget and on time. We have completed these successfully.

We do, however, have an internal risk that remains and I must alert you to this. When I arrived in July 2009, one of the highest internal risks was the late software development of a critical system called the Paper-based Operation Control System, that's a mouthful. In every testimony I believe I've given in this committee,

I've reiterated my concerns about this program. We are not out of the woods, but I am happy to report that last week for us was the maximum load on this system. We had to print out every assignment area for these 600,000 enumerators. We were sweating a little over the weekend, but we successfully completed that. This is a testament, by the way, to the commitment of our staff. This is not a well-loved software system in the Census Bureau right now, but it is performing at the level that we need to finish the census in my belief.

Mr. Chairman, members of the committee, we have, I believe, successfully completed the first half of the census, but we have another half to go. We need the help of local partners in a special way right now. The message must be that it is a safe thing to do, to open your door to a census taker who is carrying one of these badges around their necks and holding one of these black briefcases, that it's a safe thing to do, that we're making it as easy as possible. We come to you and we ask the questions. It should take just a few minutes.

I thank the committee for its on-going support. It's been crucial to the success of the census thus far and I appreciate it and welcome your questions.

[The prepared statement of Mr. Groves follows:]



**PREPARED STATEMENT OF
ROBERT M. GROVES
DIRECTOR
US CENSUS BUREAU**

***2010 Census: Participation of Hard to Count Communities
in Non-Response Follow-up***

**Before the Committee on Oversight and Government Reform
Subcommittee on Information Policy, Census, and National Archives
U.S. House of Representatives**

30 April, 2010

Chairman Clay, Ranking Member McHenry, Members of the Subcommittee, thank you for inviting me to testify today. As you know, tomorrow we move into the nonresponse follow-up (NRFU) phase of the 2010 Census, with over 600,000 census takers preparing to walk every street in America to interview the households that did not mail back their census questionnaires.

At this critical juncture of the census I am pleased to report that the cooperation of the American people thus far has exceeded expectations. As of last Tuesday, when we completed the definition of our NRFU workload for each Local Census Office (LCO), the mailback participation rate was 72 percent, equaling our nation's effort in 2000. For this accomplishment we should thank the American public.

When I entered my position in July, 2009, one of the highest external risks facing the 2010 census was the uncertain cooperation of the American public to the mailout-mailback request. We can now say with some assurance that the American public has removed that risk from our concerns.

The 2000 Census was widely regarded as the most successful ever, and it is a significant achievement in 2010 for the country to match the participation rate of that effort. It is particularly remarkable given that we believe the residents of this country are more difficult to count in 2010. We are bigger by 30 million people. We are more diverse, and more of us are not native English speakers. More of us are facing economic dislocation from our homes or live in non-standard housing arrangements, and we have less trust in major institutions.

Our country's success in rising to this challenge is due in no small part to the stalwart support of this Committee, your fellow members of Congress, and the work of more than 226,000 2010 census partners. The creativity of these groups has been phenomenal. They have hung door hangers describing the census on millions of houses. They have held census fairs, sponsored poster contests for schoolchildren to advertise the census, and knocked on doors to tell people to look for the census form in the mail or the census taker if they don't mail it back. One partner even spent days at a juvenile court, talking with parents and teenagers as they waited in line for the judicial hearing, urging them to participate in the census!

These are some of the true heroes of the 2010 census. They are not being paid. They are not visibly honored by their locales. They are not becoming famous. They are working their neighborhoods because they believe that a fair count of their areas will provide fair political representation and federal funding. They are a big part of the reason we can talk today about our success so far. Without them, we would not have been as successful.

But partnerships are not enough. Our experience in 2000, and again in 2010, underscores the importance of a strong paid advertising campaign. Our campaign provided the messaging that partners could build on, raised awareness among the general public, and allowed us to effectively target hard-to-count populations in their language and culture. In fact, we knew going into this Census that we would need a robust campaign to even approach the 2000 participation rate.

Nonetheless, as we examine the participation rates it is clear that there are still reasons to be concerned. Earlier in this initial phase of the census it was clear participation rates were lower than expected nation-wide, and the rates for Blacks, Hispanics and Asians were lower than the national average. We knew this because we were studying real time data from the 65,000 census tracts. We analyzed the data to determine what types of tracts were showing higher and

lower participation rates. Based on these empirical analyses we made the decision on April 1 to increase our paid advertising budget by an additional \$22 million and allocated it by population group to those areas with the lowest response rates.

We also conducted an event, the “March to the Mailbox,” on April 10 in approximately 6,000 low responding tracts, urging local residents to fill out their form and mail it back. More than 20,000 partner organizations engaged more than 250,000 volunteers on this single day to urge census participation in many of our nation's hardest to count tracts. Both of these efforts coincided with the arrival of our replacement questionnaires, which also were targeted to hard-to-count, low responding census tracts, and we witnessed a noticeable bump up in mailback response from all areas.

Our challenge now is to carry this success forward as we move into the next phase of the 2010 Census, which focuses on completing interviews with the roughly 48 million households that did not mail back their form or who did not receive a form at their home. On May 1st, we begin this door-to-door operation when over 600,000 temporary census workers begin walking through every neighborhood in America to complete this task. Our challenge over the last three months has been to develop the pool of recruits needed to fill these positions. We hire locally, so that our census-takers capture the local diversity of the community and are familiar with the neighborhoods they are enumerating, and we prioritize the language skills to communicate effectively in the areas where the work is being done. I can report today that this workforce is in place. In all but three Local Census Offices we have at least 2 qualified recruits for each position we need to fill, and in most of our Local Census Offices (LCO) that ratio is closer to 4 to 1. Recruiting continues in the few areas where more applicants are needed, and we are confident that we will meet our goals.

It is difficult to overestimate the magnitude of this effort. The 494 LCOs are all in place and have sufficient staff, supplies and equipment necessary to get the job done. Staff in those offices organized and conducted 33,000 training sessions this week. An additional 5,000 replacement training sessions may be conducted in the following weeks. The 48 million households that need to be enumerated have been divided into 1.5 million assignment areas distributed evenly across our workforce. And census takers will drive over 950 million miles to complete this operation. Despite the enormity of this task, we are well positioned to tackle it. As of last Friday, given the number of households that returned their questionnaires, 310 of our Local Census Offices have fewer households to visit

than we originally expected. An additional 155 are within 10% of the expected workload, and the other 29 are not much higher.

In developing this effort specific attention has been paid to enumerating the hard-to-count areas that are less likely to return their questionnaires. Our Regional Directors and LCO managers developed tract-level action plans articulating the specific challenges in each assignment area. These plans inform the specific strategies that include sending census takers out in teams of two in dangerous areas, and ensuring that the workforce has the language skills required for the neighborhoods they are enumerating.

Here in Los Angeles, the regional staff has hired more enumerators in identified hard-to-count tracts because those tracts will take more time and effort to enumerate. LCOs also created a "Tract at a Glance" chart which summarizes the tract profile on one page with graphic presentations to assist managers in deploying the appropriate workforce. For areas in which there are high concentrations of apartment complexes, Crew Leaders have searched the internet to get phone numbers for apartment management companies and rental offices to develop a list of phone contacts to facilitate entry into locked or gated facilities. Crew Leaders plan to call ahead to contact the property management company to get advance assistance in gaining access. And in high risk areas, or high crime areas they have identified areas that will be best enumerated in group enumeration or during daylight hours for the safety of the enumerators. These are just a few of the ways that the Los Angeles (LA) regional staff is tailoring operations to meet the unique challenges they face. Every region is making similar adaptations.

We're going to do everything we can to make sure we reach everyone. In some cases this will mean that we visit households that already returned their questionnaire. This happens when someone submitted their questionnaire too late to be pulled from our list of non-responding households, or because we have not yet matched the addresses provided on a "Be Counted" form or over the phone to an address in our master address list. We accept the fact that we have to visit some households that returned their forms because we have to make sure that we get everyone. We ask people to be patient with us when this happens.

The cooperation of the American public is the biggest risk in the nonresponse follow-up operation. Interviewers are instructed to work evenings and weekends, when most residents tend to be at home. Until we complete a questionnaire, we will repeatedly visit a household -- up to six times over several

days. After the 6th call we will gather any information we can to determine the number of residents in the housing unit. This process will not end until we have a disposition for all 48 million households. That is, we do not quit until we have a 100% response rate.

The mailout/mailback and nonresponse follow-up operations I have discussed are part of a series of interlocking operations required to conduct a successful census. This began with the development of the address list that defines the universe of households we need to enumerate, and the address canvassing operation wherein census staff walked nearly every street of America to make sure our list was accurate and complete. Since the completion of those operations we have completed six others. These include efforts to count people without conventional living arrangements by visiting soup kitchens, shelters, and outdoor locations where people congregate or sleep, as well as the operations necessary to count people living in migrant worker housing, boats, tent cities, homeless shelters, nursing homes, dormitories, prisons, and other diverse dwellings. All operations subsequent to address canvassing are on time and on budget.

Let me turn to an internal risk. When I arrived in July, 2009, one of the highest internal risks facing the 2010 Census was the very late and fragile development of software needed to administer the nonresponse follow-up workload. Given the late change from a handheld device to a paper-based nonresponse follow-up, this software was clearly facing compressed development and restricted testing time. In every testimony I have given to this committee, I have reiterated my concerns about this software system – called the Paper Based Operations Control System (PBOCS). This is a Web-based, address-driven database which the Census Bureau uses to manage the work of hundreds of thousands of census workers to ensure a complete and accurate 2010 Census.

We are not out of the woods, but I am happy to report that last week the system survived its heaviest work load to date, when the assignment area packets for each of the over 600,000 census takers were successfully produced with up-to-date listings of those addresses that require follow-up. This is a testament to the commitment of the staff and our consultants who literally worked night and day to stabilize the system over its initial days.

However, this is just one requirement for PBOCS, and while it is now functioning relatively smoothly we are carefully monitoring its continued development and implementation. PBOCS is central to our ability to ensure that we are getting

responses from every household, and its management functions are supporting our operations. For example, PBOCS was effectively used to manage the work of census workers as they counted people living in Remote Alaska, and conducted the group quarters operations mentioned above. These operations began on time and were managed successfully with PBOCS, despite any issues, which gives us confidence about the next several months.

Nonetheless, we remain vigilant in monitoring this operation because of its importance to ensuring an accurate and complete enumeration of the entire population, including those in hard-to-count areas.

Mr. Chairman, Members of the Committee, we have successfully completed the first half of the 2010 Census, but there are still challenges ahead. That is notable, but we can't rest. We will go to great lengths to reach every household, and to make sure that everyone is included in final counts. In this I need your help in telling everyone living in America to "open your doors to the Census, so the Census can open doors for you." I thank the Committee for its ongoing support in this effort, and I am happy to take your questions.

Mr. CLAY. Thank you so much, Dr. Groves.

Mr. Goldenkoff, you are batting clean up. You're recognized for 5 minutes.

STATEMENT OF ROBERT GOLDENKOFF

Mr. GOLDENKOFF. Thank you, Chairman Clay, and members of the subcommittee. I am pleased to be here today at the Center for Healthy Communities in Los Angeles to discuss the importance of census participation.

As you know, the U.S. Census Bureau goes to great lengths to secure a complete and accurate enumeration of the more than 300 million people that live in our country. Last month, the Census Bureau mailed out questionnaires to around 120 million households, and hand delivered 12 million questionnaires mainly in rural localities, as well as in the hurricane-affected areas along the Gulf Coast. Tomorrow, the Bureau will shift into the next phase of the census when it will launch its massive non-response followup effort with the roughly 48 million households that did not mail back their census forms.

As part of that effort, more than 600,000 enumerators will fan out across the country contacting each nonresponding housing unit, as many as six times in an effort to ensure that everyone is counted. In my remarks this afternoon, I will focus on first the Bureau's preparedness for non-response followup in terms of workload and staffing levels; second, why it is critical for Angelenos and others across the country to cooperate with enumerator during followup; and third, the key steps the Bureau needs to take moving forward to ensure that non-response followup is timely and accurate. The bottom line is that to be heard Angelenos must be counted.

Nationally, based on workload and staffing levels, the Bureau appears to be well positioned to implement non-response followup. When the Bureau determined the non-response followup workload on April 19th, the National response rate was 63.2 percent which is consistent with the Census Bureau's expectations. The response rate for the city of Los Angeles was 61.4 percent and L.A. County was 64.7 percent. In terms of staffing, the Bureau met its goals both nationally, as well as for L.A.

Participation in the census is critical because it has decade-long implications for individuals, communities, and States. For example, census data are used to apportion House seats, redraw the boundaries of congressional and local election districts, and help ensure compliance with civil rights and other laws. A complete count also helps ensure that L.A. and other areas obtain their fair share of Federal assistance. This is because more than \$400 billion is distributed each year through formula grants that allocate money based at least in part on census and related population data. The grants include Medicaid, highway planning and construction, Head Start, and the Children's Health Insurance Program.

According to a recent study by the Brookings Institute in fiscal year 2008, Federal assistance programs distributed \$19.8 billion in total program expenditures or almost \$2,000 for each person in L.A. County. At the same time, local governments in the private sector use census data for planning and investment decisions and to better tailor the services they provide.

For example, census data can inform such questions as where should the next elementary school be built in L.A.? Are L.A.'s mass transit systems reaching the people most likely to use mass transit? And where should the supermarket chain locate its next store?

Following up on nonresponding households is a daunting task and L.A. presents its own challenges and opportunities. For example, a planning data base the Bureau developed help to target its resources placed L.A. County first on a list of the top 50 U.S. counties with the highest number of people living in hard to count areas based on data from the 2000 census. Factors contributing to the areas hard to count challenges include poverty, unemployment, and language barriers.

To help address these challenges in L.A. and elsewhere, it will be crucial for the Bureau to engage local government, neighborhood organizations, clergy, and other trusted voices in the community to pave the way for enumerators and build support for the census. It will also be important for the Bureau to track various production, quality, and other indicators as planned to help ensure non-response followup stays on track as well as to have plans and personnel in place to quickly address any operational issues that might arise.

Importantly, census participation is safe. The confidentiality of one's answers are protected by law and cannot be shared with anyone including law enforcement people or tax collection agencies.

In summary, participation in the census is a quick, easy, and confidential act that has lasting impact on States, cities, neighborhoods, and ultimately individuals right here in Los Angeles and all across America. However, the benefits that can accrue from a complete and accurate head count will only occur if Angelenos cooperate with enumerators when they knock on area doors in the days ahead.

This concludes my remarks and I'll be happy to answer any questions that the subcommittee might have.

[The prepared statement of Mr. Goldenkoff follows:]

United States Government Accountability Office

GAO

Testimony

Before the Subcommittee on Information
Policy, Census, and National Archives,
Committee on Oversight and Government
Reform, House of Representatives

For Release on Delivery
Expected at 1:00 p.m. PDT
Friday, April 30, 2010

2010 CENSUS

Cooperation with Enumerators Is Critical to a Successful Headcount

Statement of Robert Goldenkoff
Director
Strategic Issues



GAO-10-665T

April 30, 2010

2010 CENSUS

Cooperation with Enumerators Is Critical to a Successful Headcount**What GAO Found**

Nationally, based on workload and staffing levels, the Bureau appears to be well positioned to implement nonresponse follow-up. On both counts, the Bureau's performance is meeting its expected goals. With respect to the mail-back response rate, the Bureau expected a level of between 59 percent and 65 percent. The actual mail-back response rate when the Bureau determined the universe of houses to visit for nonresponse follow-up on April 19, was 63.2 percent, well within its estimates. The mail-back response rate for L.A. City was 61.4 percent, and L.A. County was 64.7 percent. In terms of staffing, the Bureau met its goals both nationally as well as for L.A. Still, the Bureau could encounter pockets of challenges at the local level where mail-back response rates are less than expected. Further, the reliability of a computer system needed to administer nonresponse follow-up is an open question.

Participation in the census has decade-long implications for individuals, communities, and states. For example, census data are used to apportion House seats, redraw the boundaries of congressional and local election districts, and help ensure compliance with civil rights and other laws protecting our citizens. A complete count also helps ensure that L.A. and other areas obtain their fair share of federal assistance. Indeed, a number of formula grants allocate money based at least in part on census and related population data. GAO's recent analysis found that the 10 largest federal assistance programs obligated an estimated \$478 billion in fiscal year 2009 based, to some extent, on census and related population data. The grants included Medicaid, Highway Planning and Construction, Head Start, and the Children's Health Insurance Program. Local governments as well as businesses use census data for planning and investment decisions, and to better tailor the services they provide.

Nationally, following up on nonresponding households is a daunting task, and L.A. presents its own challenges and opportunities. For example, data from a planning database the Bureau developed placed L.A. County first on a list of the top 50 U.S. counties with the highest number of people living in hard-to-count areas, based on data from the 2000 Census. Factors contributing to the area's hard-to-count challenges include poverty, unemployment, and language barriers. Moving forward, among other activities, it will be important for the Bureau to track various production, quality, and other indicators as planned to help ensure nonresponse follow-up stays on track.

In summary, participation in the census is a quick, easy, and confidential civic act that has a lasting impact on states, cities, neighborhoods, and even individuals. But the benefits that can accrue from a complete and accurate population tally can only occur if Angelenos cooperate with enumerators when they knock on nonrespondents' doors in the weeks ahead.



Highlights

Highlights of GAO-10-665T, a testimony before the Subcommittee on Information Policy, Census, and National Archives, Committee on Oversight and Government Reform, House of Representatives

Why GAO Did This Study

On May 1, 2010, the U.S. Census Bureau (Bureau) will launch its massive follow-up effort with the roughly 49 million households that did not mail back their census forms (130 million forms were delivered). As part of this nonresponse follow-up effort, over 600,000 enumerators will fan out across the country, personally contacting nonresponding housing units as many as six times in an effort to ensure everyone is counted.

As requested, GAO's testimony in Los Angeles (L.A.) focuses on the importance of census participation, paying particular attention to (1) the Bureau's preparedness for nonresponse follow-up in terms of workload and staffing levels, (2) why it will be critical for Angelenos and others across the country to cooperate with enumerators during nonresponse follow-up, and (3) key steps the Bureau needs to take moving forward to ensure nonresponse follow-up is timely and accurate. The testimony is based on previously issued and ongoing GAO work.

What GAO Recommends

GAO is not making new recommendations in this testimony, but past reports recommended that the Bureau could build on lessons learned from 2000 to improve its 2010 nonresponse follow-up operation. The Bureau concurred with these recommendations and has taken steps to implement them.

View GAO-10-665T or key components. For more information, contact Robert Goldenkoff at (202) 512-2757 or goldenkoff@gao.gov.

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today at the Center for Healthy Communities in Los Angeles (L.A.), to discuss the importance of participating in the 2010 Census. As you know, the U.S. Census Bureau (Bureau) goes to great lengths to secure a complete and accurate enumeration of the more than 300 million people that live in our country. In fact, the decennial census is an enterprise that few, if any, peacetime endeavors can match in terms of its size, scope, complexity, and fixed deadlines.

For the 2010 Census, the Bureau needed to successfully print 360 million questionnaires, hire a million temporary employees, partner with over 200,000 public and private sector entities across the country, and align thousands of disparate activities. The Bureau needs to do all of this and more, do it right, and do it under an extremely tight schedule. Perhaps most importantly, however, the Bureau cannot do it alone. To the contrary, participation in the census, just like voting and jury duty, is a civic responsibility that helps sustain a democratic society. What does this mean, exactly? After all, the census is fundamentally a head count. Does the participation of any one person really make a difference?

For Angelenos, as with people across the country, a complete count has implications for political representation and getting their fair share of federal assistance. This is because data from the census—a constitutionally mandated effort—are used to apportion seats in Congress, redraw congressional districts, help allocate more than \$400 billion in federal aid to state and local governments each year, and remake local political boundaries. Census data are also used for planning purposes by the public and private sectors. The bottom line is that everything from House seats, to housing assistance, to investment decisions by L.A. businesses are determined, in whole or in part, by census data.

This afternoon's hearing is particularly timely as tomorrow the Bureau will launch its massive follow-up effort with the roughly 48 million households that did not mail back their census forms. As you know, the Bureau mailed out census questionnaires to around 120 million households in mid-March and hand delivered an additional 12 million questionnaires, mainly in rural areas, as well as in areas along the Gulf Coast affected by recent hurricanes. Both types of forms were to be returned by mail. On May 1, the Bureau's nonresponse follow-up operation begins. As part of the operation, over 600,000 enumerators will fan out across the country,

personally contacting each nonresponding housing unit as many as six times in an effort to ensure everyone is counted.

Cooperation with census enumerators during this next phase of data collection will be especially important. The city of L.A.'s mail-back response rate as of April 19, 2010, when the Bureau determined the nonresponse follow-up workload, was 61.4 percent¹ (nationally, the mail-back response rate was just over 63 percent). During the 2000 Census, the city's mail-back response rate when it determined its nonresponse follow-up workload was 62.8 percent (the national mail-back response rate for the short form, at that time, was 66.4 percent).² For those who did not mail back their census forms, nonresponse follow-up will be the last opportunity to be directly counted in the census.

As requested, my remarks today will focus on the importance of census participation, paying particular attention to (1) the Bureau's preparedness for nonresponse follow-up in terms of workload and staffing levels, (2) why it will be critical for Angelenos and others across the country to cooperate with enumerators during nonresponse follow-up, and (3) key steps the Bureau needs to take moving forward to ensure nonresponse follow-up is timely and accurate.

My testimony today is based on our ongoing and completed reviews of key census-taking operations (see "Related GAO Products" at the end of this statement). In these reviews we analyzed key documents—including plans, procedures, and guidance for the selected activities—and interviewed cognizant Bureau officials at headquarters and local census offices. In addition, we made on-site observations of certain census activities across the country. These observations included the Bureau's nonresponse follow-up efforts during the 2000 Census in various locations across the country, among them three sections of L.A.: Hollywood/Mid-Wilshire, L.A. Downtown, and Santa Monica. For the 2010 Census, we observed key census-taking activities in L.A., as well as in Fresno and San Bernardino, California; plus Atlanta, Georgia; Philadelphia, Pennsylvania; and

¹ The boundaries of the census tracts used to generate these estimates are not identical to the actual political boundaries of the city so the actual value for the city may differ slightly.

² In the 2000 Census, the Bureau mailed out both long- and short-form questionnaires. The short-form questionnaire had a higher response rate because it had fewer questions. For the 2010 Census, the Bureau used only a short-form questionnaire. For this testimony we use the 2000 Census short-form mail response rate when comparing 2000 and 2010 mail-back response rates.

Washington, D.C., among other locations. We selected these cities because of their geographic and demographic diversity, among other factors. Further, to gain greater insight into the local census operations, we surveyed the Bureau's 494 local census office managers using a series of online questionnaires about their experience in managing local census office activities.

On April 19, 2010, we provided the Bureau with a statement of facts for our audit work, and on April 22, 2010, the Bureau provided technical comments, which we included as appropriate. We conducted our work in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audits to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Background

The Bureau takes extraordinary measures to produce a complete and accurate census. To date, for example, the Bureau has sent questionnaires to 120 million housing units for occupants to complete and mail back. The Bureau also hand-delivered around 12 million questionnaires—mostly in rural areas as well as in areas along the Gulf Coast affected by recent hurricanes—for residents to fill out and return via mail. In March and April, the Bureau simultaneously launched operations aimed at counting people in migrant worker housing, boats, tent cities, homeless shelters, nursing homes, dormitories, prisons, and other diverse dwellings, all in an effort to secure a complete count.

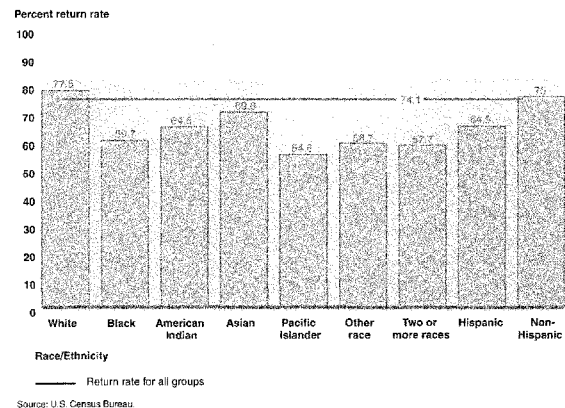
For those individuals who do not mail back their census forms, the Bureau attempts to include them through its nonresponse follow-up operation, which is scheduled to run from May 1 through July 10. During this operation, over 600,000 enumerators are to go door-to-door collecting census information from each address from which a questionnaire was not received. Nonresponse follow-up is the most costly and labor-intensive of all census-taking operations. The Bureau expects nonresponse follow-up will cost around \$2.3 billion, or around 16 percent of the decennial's total estimated lifecycle cost of around \$14.7 billion. By comparison, according to Bureau data on the 2000 nonresponse follow-up operation, labor, mileage, and certain administrative costs alone amounted to around \$1.76 billion (in 2010 dollars), or about 22 percent of the total \$8.15 billion (in 2010 dollars) lifecycle cost of the 2000 Census.

Importantly, nonresponse follow-up is the last opportunity for people to be directly counted in the census. Those individuals who are missed by, or who do not respond to, census enumerators, are included through methods that are indirect and not as accurate. In cases of refusal, enumerators may be instructed to try to find a proxy respondent who might know something about the occupants of a household. If this is infeasible, data on the household are statistically imputed based on the demographic characteristics of surrounding housing units.

This is significant for Angelenos for two reasons. First, for 2010, the mail-back response rate, used for determining the nonresponse follow-up workload, of 61.4 percent for the city of L.A. is lagging the national rate of 63.2 percent. Second, in 2000, minority groups, which comprise a large share of L.A.'s population, tended to return their questionnaires at a lower rate compared to other groups, and were more likely to be missed by the census. For example, as shown in figure 1, nationally in 2000, whites had a higher mail return rate (77.5 percent) than the rate for all groups (74.1 percent), while nearly every other race/ethnic group had lower return rates than the total mail return rate.³ The lowest mail return rates were those of Pacific Islander (54.6 percent) and multi-racial (57.7 percent) households. Participating in nonresponse follow-up represents an important opportunity to improve the quality of census data.

³ The mail return rate differs from the mail response rate in that the mail response rate is calculated as a percentage of all the housing units in the mail-back universe, including those that are later discovered to be nonexistent or unoccupied. The Bureau uses this mail-back response percentage as an indicator of its nonresponse follow-up workload.

Figure 1: Mail Return Rates by Race/Ethnic Groups during the 2000 Census



Despite these elaborate efforts to obtain a complete count, some amount of error is unavoidable. However, what makes these errors particularly problematic is their differential impact on various subgroups. Minorities, renters, and children, for example, are more likely to be missed by the census while more affluent groups, such as people with vacation homes, are more likely to be included more than once.

The Bureau Is Positioned to Conduct Nonresponse Follow-up but Could Encounter Local and Other Challenges

Nationally, in terms of workload (as measured by the mail-back response rate) and staffing levels, the Bureau appears to be well positioned to implement nonresponse follow-up. On both counts, the Bureau's performance is meeting its expected goals. Nevertheless, national-level data can mask challenges occurring at the local level, and there are areas throughout the country where either the mail-back response rate or staffing levels are lagging.

With respect to the mail-back response rate, the Bureau expected a level of between 59 percent and 65 percent. The actual mail-back response rate when the Bureau determined the universe of houses to visit for

nonresponse follow-up on April 19, was just over 63 percent, well within its estimates.⁴ This translates into a workload of around 48 million housing units. Achieving this mail-back response rate is an important accomplishment as the nation's population is growing steadily larger, more diverse, and according to the Bureau, increasingly difficult to find and reluctant to participate in the census.

High mail-back response rates are important because they save taxpayer dollars. According to the Bureau, for every one-percentage point increase in mail response in 2010, the Bureau saves \$85 million that would otherwise have been spent on nonresponse follow-up. According to the Bureau, it costs 42 cents to mail back each census form in a postage-paid envelope, compared with \$57 for census takers to visit each home. Moreover, mail returns tend to have better quality data.

Key factors aimed at improving the mail-back response rate included the mailing of a reminder postcard; sending a second or "replacement" questionnaire to around 30 million households in census tracts that had the lowest response rates in the 2000 Census, and 12-million replacement questionnaires to nonresponding households in other census tracts that had low-to-moderate response rates in 2000; and an aggressive marketing and outreach program.

The Bureau also appears to be in good shape nationally from the perspective of enumerator staffing. In terms of recruiting, the Bureau's goal was to recruit 3.7 million applicants to fill over 600,000 enumerator and other positions by April 25. As of April 11, the Bureau had recruited 3,717,757 applicants, or 101 percent of its target.

While the Bureau appears to be well-positioned from a national perspective to carry out nonresponse follow-up, the decennial is

⁴ As discussed in the previous footnote, the mail-back response rate is calculated as a percentage of all forms in the mail-back universe from which the Bureau received a questionnaire. Although it includes households whose forms were returned by the U.S. Postal Service as "undeliverable" and thus might be vacant or nonexistent, the Bureau still sends enumerators to follow-up on them to ensure a complete count. We report the mail-back response rate because it is a measure of the nonresponse follow-up workload; the workload, in turn, has implications for the final cost of the census. On its Web site, the Bureau reports what it refers to as the "participation rate." This number differs from the mail-back response rate in that it excludes undeliverable questionnaires. The Bureau reports this figure because it is a better indicator of the public's cooperation with the census.

essentially a local endeavor, where the operational environment and challenges the Bureau faces vary markedly from one locale to another. In this regard, several locations stand out. For example, the mail-back response rates in some large cities trail the 2010 national response rate of 63.2 percent, and/or the response rate they achieved during the 2000 Census. They include Detroit, New Orleans, San Antonio, and San Diego (see table 1).

Table 1: Selected Cities with Mail-Back Response Rates for 2010 That Are Lower Than 2000

City	City Mail-Back Response Rates (percent)		
	2000 Census	2010 Census (as of April 19, 2010)	Difference
Detroit	61.4	45.9	15.5
New Orleans	50.1	42.5	7.6
San Antonio	66.9	61.0	5.9
San Diego	71.5	64.5	7

Source: GAO analysis of U.S. Census Bureau data.

Likewise, there are three local census offices that have less than two qualified applicants per field position—the Bureau's recruitment target. These offices continue their recruiting efforts, and the Bureau has plans to staff operations with recruits from neighboring local census offices, if necessary.

With respect to L.A., as shown in table 2, L.A. City is trailing the state and national mail-back response rates as of April 19, 2010, as well as comparable benchmarks from the 2000 Census.

Table 2: 2010 Census Mail-Back Response Rates Compared to 2000

Level of Geography	Census Mail-Back Response Rates (percent)	
	2000 Census	2010 Census (as of April 19, 2010)
National	66.4	63.2
California	68.9	64.6
L.A. County	68.3	64.7
L.A. City	62.8	61.4

Source: GAO analysis of U.S. Census Bureau data.

In terms of recruiting, the L.A. region has met its recruiting goals. For example, the Bureau's recruiting goal for the L.A. region was 266,370, and as of April 18, 2010, the Bureau had recruited 350,187 or 131 percent of its goal. Starting pay for enumerators, which is based on local labor markets, is \$17 per hour in the L.A. area.

Aside from workload and staffing, the reliability of the Bureau's automated systems, and in particular an information technology (IT) system used for managing the Bureau's field operations, is an open question. In earlier tests and prior activities, the operational control system did not function reliably, and the Bureau had to restrict the number of users in local census offices because of capacity limitations. The Bureau has taken steps to mitigate the risks posed by the unreliable IT systems, including upgrading hardware and software, but time will tell whether they will be able to perform as needed under full operational loads.

Cooperation with Enumerators Will Help California Count in the 2010 Census

Census Data Are Critical for Representative Democracy

The Constitution requires a census every 10 years in order to apportion seats in the House of Representatives. Moreover, while not required by the Constitution, states use census data to redraw the boundaries of congressional districts. Although a few missed households might not seem particularly problematic, especially in a nation of more than 300 million people, a complete count is necessary because, in some cases, small differences in population totals could potentially impact apportionment or redistricting decisions, or both. Indeed, during the 2000 Census, the last House seat could have gone to Utah rather than North Carolina if Utah's population had around 850 more people.

More broadly, census data are used to help protect our democratic system of government. For example, block-by-block census data were used in reapportioning state legislatures in the 1960s, as discussed in the Supreme Court's "one person, one vote" landmark case of *Reynolds v. Simms*.⁵

⁵ 377 U.S. 533 (1964).

	Further, census data are used to help ensure compliance with federal civil rights and other laws protecting our citizens.
Census Data Are Used to Allocate Federal Aid to States and Localities	Many federal assistance programs are funded by formula grants that have historically relied, at least in part, on census and related population data to allocate funds. In our recent analysis, we found that the 10 largest federal assistance programs obligated an estimated \$478 billion in fiscal year 2009 based, to some extent, on census and related population data.⁶ This amount represents about 84 percent of total federal assistance. The grants included Medicaid, Highway Planning and Construction, Head Start, and the Children's Health Insurance Program. A recent study by the Brookings Institution calculated that in fiscal year 2008, federal assistance programs distributed a total of \$19.8 billion in total program expenditures, or \$1,988 for each person in L.A. County.⁷ Medicaid, a joint federal-state program that finances health care for certain low-income individuals, was by far the single largest program, accounting for \$14.7 billion, or around 75 percent of total expenditures. Other assistance went to programs that included transportation, education, training, employment, social services, and income security. Beyond these specific numbers, this much is clear: While population is one of several factors that can affect the distribution of federal assistance, boosting the participation rate, especially for hard-to-count groups, helps ensure that Angelenos obtain their fair share of federal assistance. This is a particularly important goal given the fiscal challenges that L.A. and the state of California are facing.
Local Governments Use Census Data to Plan for and Provide Services	The decennial census yields data that states use not only to determine boundaries for congressional districts, but also to establish boundaries for smaller jurisdictions such as local election and school districts. The census is also a rich source of data to help county and city governments plan for and provide a variety of services. For Angelenos, this could mean help in answering such questions as:

⁶ GAO, *Formula Grants: Funding for the Largest Federal Assistance Programs Is Based on Census-Related Data and Other Factors*, GAO-10-263 (Washington, D.C.: Dec. 15, 2009).

⁷ Andrew Reamer, *Counting for Dollars: The Role of the Decennial Census in the Distribution of Federal Funds*, Brookings (Washington, D.C.: March 2010).

-
- Will the population of preschoolers in various neighborhoods warrant building additional elementary schools?
 - Are the mass transit systems reaching the people likely to use public transport?
 - Where and when should the next senior citizen facility be built?

Without federal census data, state and local governments would have to undertake their own headcounts, a costly alternative given the Census Bureau's experience and economies of scale. Further, a less-than-complete count could result in the inefficient allocation of taxpayer dollars.

**Census Data Help
Businesses Make
Investment and Planning
Decisions**

Businesses use the aggregated census data to plan for and provide their services and goods. Census data about population trends help businesses succeed—and provide jobs in the process—by alerting them of opportunities to provide new services and products and to tailor existing ones to reflect demographic changes. Census data also help businesses efficiently target their advertising dollars and better meet the needs of their clients and customers. For example, a free issue of a magazine focused on the interests of Hispanic readers can be distributed based on information at the census block level. Likewise, retail chains can use census data to inform decisions on what mix of multicultural products—from cosmetics to music—they should carry. Companies also use population data to locate where to place new stores, as well as where to place production facilities where they can expect to find a suitable labor force.

**Census Participation Is
Safe**

While the Bureau does a lot with the information people report, there are a number of things the Bureau will not do with it. For example, the answers that are provided cannot be shared with anyone, including law enforcement or tax collection agencies. The answers cannot be used in court, and they cannot be obtained with a Freedom of Information Act request. Federal law protects respondents' privacy and keeps the information confidential.

Further, in March 2010, the U.S. Justice Department confirmed that provisions of the Patriot Act⁸ that pertain to the gathering and sharing of

⁸ Pub. L. No. 107-56, 115 Stat. 272. The Patriot Act was enacted following the September 11, 2001, attacks in order to assist in the prevention of future terrorist incidents.

information do not override legal provisions that protect the confidentiality of census data. In short, everyone who lives in the country should feel safe about participating in the census, regardless of their immigration status.

Key Steps Could Help Ensure Timely and Accurate Follow-up Operations

Nationally, following up on nonresponding households is a daunting task, and L.A. presents its own challenges and opportunities. For example, data from a planning database the Bureau developed placed L.A. County first on a list of the top 50 U.S. counties with the highest number of people living in hard-to-count areas, based on data from the 2000 Census. Specifically, 4.4 million people of L.A. County's total population of more than 9 million people (46 percent) lived in hard-to-count census tracts in 2000. Factors contributing to the area's hard-to-count challenges include poverty, unemployment, and language barriers.

In our review of nonresponse follow-up during the 2000 Census, we noted that the Bureau has historically faced the combined challenge of (1) collecting quality data directly from household members, while (2) completing the operation on schedule, before error rates can increase as people move or have trouble remembering who was living at their homes on Census Day (April 1, 2010), as well as for keeping subsequent operations on track. For methodological reasons, the Bureau needs to complete its field data collection workload before a subsequent accuracy check can begin.⁹

During the 2000 Census, finding the optimal balance between these two objectives was sometimes a challenge for the Bureau. Indeed, to help ensure that local census offices completed nonresponse follow-up on schedule, the Bureau developed ambitious interim "stretch" goals that called on local census offices to complete 80 percent of their nonresponse follow-up workload within the first 4 weeks of the operation and be completely finished by the end of the 8th week of the 10-week long effort. We found that these production goals generated mixed results.

Specifically, 17 percent of the sample of local census office managers we surveyed during the 2000 Census believed that the pressure had a positive or significantly positive impact; 41 percent believed that scheduling

⁹ GAO, *2000 Census: Best Practices and Lessons Learned for More Cost-Effective Nonresponse Follow-up*, GAO-02-196 (Washington, D.C.: Feb. 11, 2002).

pressure had little or no impact on the quality of the operation; and 40 percent of the respondents believed that the pressure during nonresponse follow-up had a negative or significantly negative impact on the quality of the enumeration. Of those managers in the latter group, a common perception appeared to be that production was emphasized more than accuracy and that the schedule required local census offices to curtail procedures that could have improved data quality. Further, a small number of local census offices improperly collected less complete data and took other shortcuts (which the Bureau took steps to rectify).

Nationally, however, our analysis of Bureau data showed that those local census offices that completed their 2000 Census nonresponse follow-up workloads faster than the others did not collect larger quantities of less-than-complete data, such as partial interviews.

For the 2010 Census, the Bureau will conduct a quality assurance procedure it refers to as "outlier reinterviews," where the Bureau is to revisit or "reinterview" those households where characteristics of an enumerator's work differ from other enumerators collecting data in the same vicinity. In such cases, enumerators could be fabricating data. Outlier reinterviews are one of several types of reinterviews the Bureau plans to use for 2010.

Although the Bureau had procedures for various types of reinterviews, including a form of outlier reinterviews, for the 2000 Census, local census office managers often decided against conducting them. Indeed, 52 local census offices—about 10 percent of all local offices—did not conduct any reinterviews after a random check of enumerators' initial work. For the 2010 Census, the outlier interview cases will be automatically selected as opposed to being controlled by clerks in the local census offices. This could help ensure that outlier cases are investigated per the Bureau's reinterview procedures.

More generally, as the Bureau completes its nonresponse follow-up workload, it will be important for it to closely track various indicators of the pace, production levels, and quality of the operation as planned, and quickly investigate and appropriately address any peculiarities that could be indicative of falsification or other data quality issues. At the same time, it will be important for the Bureau to fully leverage its partnership program—an effort where specially trained Bureau employees engage key government and community organizations to support the census—to help pave the way for nonresponse follow-up and improve cooperation with enumerators. For example, based on our review of the 2000 Census,

partnership staff could, among other activities, reach out to building managers and community leaders to gain access to secure apartment buildings and gated communities, and take other steps to deal with enumeration challenges.

However, the initial results of our 2010 survey on local census office managers suggest that there is room for improvement, in many cases, in the relationships between the local census offices and partnership staff. For example, of the 395 of 494 local census office managers who responded to our question about their satisfaction with the communication between the local census office and with partnership staff, 39 percent indicated they were generally or very satisfied, 46 percent were generally or very dissatisfied, and 14 percent were neither satisfied or dissatisfied.

Likewise, when asked about the partnership staff's assistance with local challenges, 39 percent of responding local census office managers were generally or very satisfied, 43 percent were generally or very dissatisfied, while 18 percent were neither satisfied nor dissatisfied.

The 26 local census office managers in the Bureau's L.A. region—an area extending from L.A. proper south to the Mexican border—held views similar to managers nationwide. Moving forward, it will be important for the Bureau to take appropriate steps to ensure that the efforts of the partnership staff are aligned with and fully supportive of the activities carried out by local census offices. For example, one partnership specialist we met with noted that having weekly, in-person meetings with local census office managers helped coordinate the work they were doing.

Concluding Observations

As measured by workload and staffing levels, the Bureau is generally well-positioned to launch nonresponse follow-up. The operation starts tomorrow and will have more than 600,000 enumerators fan out across the country, collecting census information from those households that did not mail back their forms.

That said, the success of the enumeration is determined as much by what happens at the local level, as by national trends. With that in mind, the level of cooperation that occurs in the coming weeks on doorsteps across the country—as well as right here in downtown and South L.A.; Echo Park and Westlake; Wilshire and East Hollywood; and in neighborhoods all across L.A. City and County—will determine, to a large degree, the ultimate cost and quality of the decennial census.

Mr. Chairman and members of this Subcommittee, this concludes my statement. I would be happy to respond to any questions that you might have at this time.

Contacts and Acknowledgments

If you have any questions on matters discussed in this statement, please contact Robert Goldenkoff at (202) 512-2757 or by e-mail at goldenkoffr@gao.gov. Other key contributors to this testimony include David Bobruff, Sara Daleski, Dewi Djunaidy, Ronald Fecso, Richard Hung, Kirsten Lauber, Andrea Levine, Kathleen Padulchick, Lisa Pearson, and Timothy Wexler.

Related GAO Products

2010 Census: Data Collection Is Under Way, but Reliability of Key Information Technology Systems Remains a Risk. GAO-10-567T. Washington, D.C.: March 25, 2010.

2010 Census: Operational Changes Made for 2010 Position the U.S. Census Bureau to More Accurately Classify and Identify Group Quarters. GAO-10-452T. Washington, D.C.: February 22, 2010.

2010 Census: Census Bureau Has Made Progress on Schedule and Operational Control Tools, but Needs to Prioritize Remaining System Requirements. GAO-10-59. Washington, D.C.: November 13, 2009.

2010 Census: Efforts to Build an Accurate Address List Are Making Progress, but Face Software and Other Challenges. GAO-10-140T. Washington, D.C.: October 21, 2009.

2010 Census: Census Bureau Continues to Make Progress in Mitigating Risks to a Successful Enumeration, but Still Faces Various Challenges. GAO-10-132T. Washington, D.C.: October 7, 2009.

2010 Census: Communications Campaign Has Potential to Boost Participation. GAO-09-525T. Washington, D.C.: March 23, 2009.

2010 Census: Fundamental Building Blocks of a Successful Enumeration Face Challenges. GAO-09-430T. Washington, D.C.: March 5, 2009.

Information Technology: Census Bureau Testing of 2010 Decennial Systems Can Be Strengthened. GAO-09-262. Washington, D.C.: March 5, 2009.

2010 Census: The Bureau's Plans for Reducing the Undercount Show Promise, but Key Uncertainties Remain. GAO-08-1167T. Washington, D.C.: September 23, 2008.

2010 Census: Census Bureau's Decision to Continue with Handheld Computers for Address Canvassing Makes Planning and Testing Critical. GAO-08-936. Washington, D.C.: July 31, 2008.

2010 Census: Census Bureau Should Take Action to Improve the Credibility and Accuracy of Its Cost Estimate for the Decennial Census. GAO-08-554. Washington, D.C.: June 16, 2008.

2010 Census: Census at Critical Juncture for Implementing Risk Reduction Strategies. GAO-08-659T. Washington, D.C.: April 9, 2008.

Information Technology: Census Bureau Needs to Improve Its Risk Management of Decennial Systems. GAO-08-79. Washington, D.C.: October 5, 2007.

2010 Census: Basic Design Has Potential, but Remaining Challenges Need Prompt Resolution. GAO-05-9. Washington, D.C.: January 12, 2005.

GAO's Mission	The Government Accountability Office, the audit, evaluation, and investigative arm of Congress, exists to support Congress in meeting its constitutional responsibilities and to help improve the performance and accountability of the federal government for the American people. GAO examines the use of public funds; evaluates federal programs and policies; and provides analyses, recommendations, and other assistance to help Congress make informed oversight, policy, and funding decisions. GAO's commitment to good government is reflected in its core values of accountability, integrity, and reliability.
Obtaining Copies of GAO Reports and Testimony	The fastest and easiest way to obtain copies of GAO documents at no cost is through GAO's Web site (www.gao.gov). Each weekday afternoon, GAO posts on its Web site newly released reports, testimony, and correspondence. To have GAO e-mail you a list of newly posted products, go to www.gao.gov and select "E-mail Updates."
Order by Phone	The price of each GAO publication reflects GAO's actual cost of production and distribution and depends on the number of pages in the publication and whether the publication is printed in color or black and white. Pricing and ordering information is posted on GAO's Web site, http://www.gao.gov/ordering.htm. Place orders by calling (202) 512-6000, toll free (866) 801-7077, or TDD (202) 512-2537. Orders may be paid for using American Express, Discover Card, MasterCard, Visa, check, or money order. Call for additional information.
To Report Fraud, Waste, and Abuse in Federal Programs	Contact: Web site: www.gao.gov/fraudnet/fraudnet.htm E-mail: fraudnet@gao.gov Automated answering system: (800) 424-5454 or (202) 512-7470
Congressional Relations	Ralph Dawn, Managing Director, dawnr@gao.gov , (202) 512-4400 U.S. Government Accountability Office, 441 G Street NW, Room 7125 Washington, DC 20548
Public Affairs	Chuck Young, Managing Director, youngc1@gao.gov , (202) 512-4800 U.S. Government Accountability Office, 441 G Street NW, Room 7149 Washington, DC 20548



Please Print on Recycled Paper

Mr. CLAY. Thank you so much, Mr. Goldenkoff. I thank the entire panel for their testimony.

Now we will move to the question period for Members under the 5-minute rule and I will yield 5 minutes to the gentlewoman, Congresswoman Waters.

Ms. WATERS. Thank you very much, Mr. Chairman. I'd like to thank you for coming to my city to hold this most important hearing and I'd like to thank you for breaking the rules so that I could participate being that I'm not a member of the committee or the subcommittee.

I'd like to thank you for assembling such an impressive panel here today with all of our leadership.

Mr. Mayor, I'd like to thank you for taking time out to be here. And of course, our Acting Governor, Lieutenant Governor, the Honorable Pasquil, and our new speaker of the California State Assembly, and of course, Dr. Groves and Mr. Goldenkoff.

It is very impressive to see the numbers. It's been indicated the mail back response nationally is 63.2 percent, in L.A. City, 61.4 percent, L.A. County, 64.7 percent, and that we have literally exceeded the goals. And that this is considered to be successful.

I'm worried, however, about the pockets of challenge that is referenced by everybody. Let me just preface the question. You heard from both our mayor and from our speaker that they could have used similar assistance from the Census Bureau, from Congress, from the Federal Government in doing their job and I think they're absolutely correct. We should not have to depend on foundations and others. This is government work. And I'm hopeful that perhaps in the next census that will be taken into account.

I also see the goals that you had set for what you described as success. Now I want to know where are these pockets of challenge, for example, in L.A. County? Where are they and what does that mean for reapportionment? For example, if they are where we suspect they are in the poorest community and communities of color, Latin communities, African-American communities, Asian communities, then this has implications for reapportionment. So where would you identify them publicly on the record and then tell me, Mr. Groves, how you plan to address this under count in these challenged areas?

Dr. GROVES. Thank you for that question. First of all, you're absolutely right and it's important to note that although the mailback return rate or the participation rate, as we call it, met or exceeded our expectations, throughout the entire country there are pockets. We've analyzed those. In fact, every day of this process I was watching the pockets develop. We tried to intervene at various ways with more advertising of those pockets.

When we analyzed what are the biggest drivers on the lack of return, our data show that they are neighborhoods that are disproportionately rental housing, disproportionately poor people, disproportionately—

Ms. WATERS. I don't want to interrupt you. I just have so much time. Where are they in Los Angeles? Identify these areas.

Mr. VILLARAIGOSA. I can tell you where they are in the city.

Ms. WATERS. OK, in the city.

Mr. VILLARAIGOSA. We have four clusters that we're focusing on. One of them is the area that you represent.

Ms. WATERS. Where is that?

Mr. VILLARAIGOSA. South L.A. in the following ZIP Codes: 90011, 90007, 90037, 90003, 90044, 90001, 90008. So that's South L.A. The four clusters, the other clusters are Boyle Heights, 90033, 90022, 90063, 90023; the Hollywood Echo Park area which Congresswoman Watson represents part of Hollywood, 90029, 90028, 90027, 38, 46, and 26. And then in the central city, Korea Town area, 90057, 90005, 90020, 90017, 90006, 90004, 90019. Those are the areas that we've identified.

One of the things I want to say, when I was speaker of the Assembly, there actually was money in the State coffers so I was the individual that actually allocated the money that Mona Pasquil talks about. This time around there was no money for that and so the million dollars that you talked about, we were \$23 million down. The city last 10 years ago had more money and they allocated more money for this effort than we were able to do. We did this on a shoestring. And as the Congresswoman says, if there's something to say here, if there hadn't been the philanthropic and community organizations and by the way, we have 37 nationalities that have the largest population here. We focused on those communities, but on the many communities that make up L.A. If we had not had those partners, this would have been an abject failure.

My office was the coordinator, without question, but the philanthropic organizations, the community organizations, they are what has put us in the position where we're doing better than last time, but not as well as we need to do. We lost too much money last time around. Too many people are not getting counted. We're looking at the real possibility of losing a congressional seat if there's an under count here. So there's a lot at stake and I think the Congresswoman makes a really strong point here.

Cities—we're the ones that engage in this. Cities need a bigger partnership than we're getting to do this effort. I do want to say that our local Census Bureau folks, I don't know where Jamie is—here he is, he's been very responsive, again on a shoestring budget, but we've got to have more resources to do this work.

Ms. WATERS. Thank you. I think my time is up, Mr. Chairman, but I'm hopeful that we can find out what the effort is going to be to deal with these challenged areas. Do they double up on enumerators? Do they do additional media work? I hope that in this discussion we can discover that.

Mr. CLAY. I think we will get a response from the Bureau on that and before I move on to Mr. Chaffetz, let me ask unanimous consent of the committee to allow Representative Waters to serve on this committee. Thank you. So ordered.

Representative Chaffetz.

Mr. CHAFFETZ. Thank you again all for your testimony. I need you to know that I was most impressed with the mayor's testimony. It was no coincidence that he mentioned Eva Langoria in his written testimony, so I'll give him kudos for that.

Maybe if we can just go down the table. You all mentioned things, but maybe if the first three of our witnesses here, I want to be crystal clear, particularly with the Census Director, Members

of Congress here, what is the No. 1 thing that you need the Census Bureau to do in your personal opinion, what is the No. 1 thing you want to see the Census Bureau do to make sure that they maximize the participation in the enumeration?

Mr. VILLARAIGOSA. I associate my comments with some of what I heard Ms. Pasquil and the speakers speak to. I think if I had to pick one thing, we need more resources to do this. And I did mention 3 days to count the homeless—we have the largest homeless population in the United States of America. So to put cookie cutter, you know, deadlines on everybody, we've a more daunting task here with the numbers of homeless people that we have in the city.

Mr. CHAFFETZ. Thank you.

Ms. PASQUIL. Agreed. Resources, funding. It's critical in this phase to reach out to people, but in their language and in the best way possible. The messaging and how you convince the least engaged is really dependent upon the crafting of that message and it must be done locally and we need the resources.

Mr. CHAFFETZ. Do you feel that they don't have enough personnel? Is your concern that they don't have enough enumerators there ready to go starting tomorrow?

Ms. PASQUIL. Enumerators, but also the messaging for local advertising.

Mr. PEREZ. If I may?

Mr. VILLARAIGOSA. Before you do, Mr. Speaker, I have another commitment to be at. We have 15,000 people at the Sports Arena.

Mr. CLAY. Mr. Mayor, we understand and we appreciate your time and your dedication to this effort. Thank you.

Mr. PEREZ. If I may followup on Ms. Pasquil's statement. We should not give short shrift to the notion that we have to have very specific messaging to different sub-communities. The Asian Pacific Islander community is tremendously diverse. It is diverse within itself and it is diverse in different geographic areas. The same is true for the Latino community. Oftentimes there are different levels of appreciation of that. When we do the API community, we often understand at least the basics that there are different languages in which we must communicate. We fail to appreciate sometimes the difference in using language within the Latino community. That is a huge challenge and only by engaging local message designs can we most effectively address that.

The issue of trust is huge. When a message isn't crafted in a way that is best suited to the audience, it undermines the trust that is so essential. I've got to tell you, there's one issue that I'm concerned about that we haven't talked about and that is the unknown under count. Households that respond and therefore not captured in the NRFU, but we have under counted who is in their house because they are fearful of disclosing that they had more people in their residence than their lease or their rental agreement allows for.

I talked about hotbedding. In parts of my District, it is not uncommon to find two, three, and sometimes four people sharing a bed on shifts. To the extent that those folks may have responded to the written survey, I am fearful that they may have under reported residents within their own households and this absolutely

gets to the question of apportionment and reapportionment that Congresswoman Waters so very clearly raised for us today.

Ms. PASQUIL. Sir, I have an example we might share as well with the community from San Bernardino American News, but it's a local ad and it's with the group of the New American Media that we have worked with to reach out to our various communities, but it goes out to, it's by our own young people. In the messaging, it looks familiar and it is familiar and people will look at it.

Mr. CHAFFETZ. Mr. Chairman, if it's OK I'd like to ask unanimous consent that we insert that into the record.

Mr. CLAY. Without objection. The San Bernardino——

Ms. PASQUIL. American News.

Mr. CLAY. American News shall be entered into the record.

[The information referred to follows:]

Submitted For the Record
by Congressman Chaffetz
at the request of
Former Acting Lieutenant
Governor Mona Pasquil

PAGE 8

SAN BERNARDINO AMERICAN NEWS
News/Adv

United States Census 2010

Mail Today!

Mail in the Census form Today.
Takes 10 minutes and only 10 questions.

Avoid the knock on your door
during the months of April & May.

Why is this so important?

Census data is used to determine
more than \$400 billion for infrastructure
and services. It impacts the decisions made
about what community services to provide,
such as street projects, neighborhood
stabilization programs, and recreational
development, etc.

Do it for yourself and for your family.

When you send it, you are helping our community
receives the funds it needs to improve the
infrastructure of schools, hospitals, etc..

Take hold of your future and mail now!



Mr. CHAFFETZ. And one final question, I know my time is up, but Dr. Groves, what is the one thing that you would ask of the local community leaders in helping the census execute and with that, after he answers, I'll yield back the balance of my time. Thank you, Mr. Chairman.

Dr. GROVES. I hope we keep the dialog, first of all, but the one thing to answer quickly, looking ahead is the trusted voice, the confidentiality message we think is the most crucial now. For those who chose not to fill out the questionnaire some of them are afraid. And trusted voices locally can deliver that message a lot more effectively than somebody from Washington, DC. So that's my hope.

Mr. CLAY. Thank you so much. We will now go to Congresswoman Judy Chu, 5 minutes.

Ms. CHU. Well, thank you for coming out and in particular our elected and appointed leaders. Chairman Clay, this is a very distinguished group and I thank you. It shows how much you care about the census that you are here for this particular hearing.

Let me ask this. I think there are some people out there that say well, "what is in it for me? Why should I even put in this little tiny bit of effort to fill out the census form?"

Can you give an example of where a greater response in the census would make a difference in a person's life here in L.A. County?

Ms. PASQUIL. Schools. We've been going to schools and the Complete Count Committee, all the members have been going to schools and to neighborhoods and have talked about money for schools, money for hot lunch programs, money for hospitals. When you bring it forward in a very personal level where you talk about this is not just about yes, it's all about Los Angeles in this country, but when you talk to people, when these trusted messengers talk about how it personally affects our families that has been the most compelling, particularly the young people that we've been working with to reach out.

Mr. PEREZ. I would associate myself with those comments. And I would remind you that for the State alone it's a \$1.2 billion annualized loss. So when you look at the devastating cuts that we've had to make in education, in transportation, in housing investment, those are all tied to the ability for us to leverage for that Federal return that is so significantly based on our response rate to the census.

People in California are generally frustrated that we don't get back as high a return on our Federal tax dollars as we think we're entitled to, 78 cents on the dollar. The single, easiest way to increase our return on Federal money is to fill out the census accurately and completely so we get our full share.

Ms. CHU. Dr. Groves, I think there's still some people out there that just don't trust the census. And don't trust that it truly is private. What kind of training is there for the enumerators to keep the information private?

Dr. GROVES. That is one of the cornerstones of the training. There are two cornerstones with regard to the treatment of folks that they will visit. One is that they treat everyone with respect and since we hire locally, that helps a little I think.

The second thing is this pledge of a confidentiality. A wonderful—if you read the history of censuses, you become an admirer of

the Founding Fathers in a new way. They knew this country was going to be a country of immigrants and they set the foundation for a set of strong laws that Congresses have passed over the years to protect these answers from any use by an enforcement agency. These are really strong laws. It's one of the proudest things I think we can all say as residents because mainly new immigrants come from countries where central governments have been oppressive and they need assurance that their answers will be protected and we have those laws. That's a message we need to deliver nationally and the message has to be matched by local trusted leaders. That's the only way it works, I think.

Ms. CHU. And the penalty for not adhering to this law?

Dr. GROVES. If I would breach that law as an employee of the Census Bureau, I'd go to prison for 5 years and I would have a \$250,000 fine. And by the way, this is a lifetime oath. When I leave this office, I'll still be obligated by that law.

Ms. CHU. And has this ever been breached by a census worker?

Dr. GROVES. To our knowledge, we have no individual cases. The laws have changed over the years, but under the current legislation, I don't have examples of that to give you.

Ms. CHU. So nobody has ever been reported to the immigration officials then?

Dr. GROVES. Never to my knowledge.

Ms. CHU. Thank you.

Dr. GROVES. Nor to any other enforcement agency at the local, State, or national level.

Ms. CHU. Thank you. I yield back.

Mr. CLAY. Thank you. Representative Watson, you're recognized for 5 minutes.

Ms. WATSON. Yes, I also want to add my thanks to all the witnesses. This has been very helpful, very informative.

I noticed something that occurred. Those of us who are in Congress, we have a residence in Washington, DC. I got a census form in my mailbox in my apartment building and I made it out, but it says "other." Now this is not a vacation home. I am not traveling. I am here to work. So I would hope that the form does not count me twice because I filled out the form for my home where four people live. So I did write where it said "other", Dr. Groves, I am a Member of Congress, this is temporary, etc. How is that handled?

Dr. GROVES. Congresswoman, it's interesting. I've had a lot of conversations with your colleagues about this issue over the past few weeks. So we count people where they usually live. Each of us has to make this calculus. Many Members of Congress are usually living in Washington, but a lot of Members of Congress are at home for 3 days a week or at least 2 days a week. That may be you. So we ask that you fill it out where you usually live.

And then there are two special questions this year that I'm quite hopeful about. We asked you to say do you sometimes live somewhere else? There's a little check box. We're going to followup on you, perhaps, because we probably mailed it, if you have a residence here, we probably mailed you a form here as well. And we're going to make sure that you're not duplicated. So you can check up on us to see if we followed up properly. That's our intent.

Ms. WATSON. We're having this discussion, but you might want to go ahead, Maxine—

Ms. WATERS. No, no, no. I don't want to take your time, but I got four in my Washington, DC, condo and I got three more in Los Angeles. I started to fill them all out.

Ms. WATSON. I have an apartment in Arlington, VA and I would not want my personage to be counted in Arlington, VA. I'd rather have it counted in Los Angeles where the need is the greatest. So I wish there would be special attention. She received four and I don't know how many people live in the residence.

Ms. WATERS. One.

Ms. WATSON. One. So we really need to sort that out. That might be a problem. There are 435 of us sitting in the House and 100 over in the Senate and if that happened with the majority, we really would have over counted some places and under counted in others. So I just raise that as something that was a concern to me.

Dr. GROVES. On March 1, 1790 this discussion was held and some of the Founding Fathers who were Members of Congress at that time had to sort through this, although the transportation was a little different at that time, I must admit. And they decided that everyone would be counted where they usually live and it turns out every 10 years since 1790, we've tried to do that as faithfully as possible. I acknowledge the complications for those of us who have multiple residences. It's a challenge to us every decade to make sure we don't get duplicate counts and that's why we added those questions.

Ms. WATSON. Thank you. The 1980 census I called the Director to my office and particularly the Regional because I noticed something. I had my own legislative office on a very busy main street, but above all of those street level businesses were apartments where people were living. And I noticed that you never see the occupants until the weekend and I see them playing in the parking lot, playing over at the school grounds on a Sunday and so on, so I suggested that we particularly go out on the weekends and go to places, because the people up there over the liquor store were hotbedding and there were different people living in one bedroom, hotbedding and counting two people.

So I suggested that the enumerators not look like they're official, but dress like the people who are playing on the parking lot and the kids who are playing on the school grounds. And don't carry that clipboard. Go out and talk with people and find out where they live. So I don't know if that's being followed up on, but I just want to say this, the city of Los Angeles has on any given night between 70,000 and 90,000 homeless and I think we're doing the job by sending out people to count and having their address be at the closest center around, but that becomes a real issue.

People now are sleeping on the sidewalks. They're living on the sidewalk and so the approach to them and I was up there at a post office and very—shall I say peculiar behavior, so we need to approach them with people who really understand who the homeless population actually is. And we might get closer to a more accurate count if we send out people well trained.

By the way, I just told you they were training in my office and I was really appreciative of 20 or 30 of these people, the enumerators.

Mr. CLAY. Thank you, Representative Watson.

Let me ask, Dr. Groves, can you show the subcommittee a few media clips that the Bureau has developed to encourage trust and inform the various communities about NRFU?

Dr. GROVES. I'd be happy to do that with the cooperation of the wonderful technology in this room, it looks like we're all set up.

Let me tell you something about the messaging. We started the advertising for the non-response followup stage on April 26th. It's different messaging than we had in prior commercials. The messaging before was if you have this form, fill it out. Now we're showing videos with census takers in mind and they have these black briefcases that I have a copy of here and they're wearing this badge. The whole messaging is about be nice to this person when they come, open your door. So I don't know whether we're ready to show some of these. I don't know how to do this.

Mr. CLAY. I'll go on to my next question. Let me ask Speaker Perez—

Dr. GROVES. Looks like we're getting close, Congressman.

Mr. CLAY. Are you ready? OK.

[Video was played.]

Mr. CLAY. Just one? Apparently, they're having technical difficulties. Let me continue with the questioning, until they get it together.

Let me ask—

Dr. GROVES. We've got one in Korean coming up. 0

[Video was played.]

Mr. CLAY. OK, we get it. Thank you so much. Let me ask and I appreciate the commercial. Let me ask Speaker Perez, do you believe concerns regarding recent immigration legislation in Arizona will have a detrimental effect on the census efforts in California, particularly the NRFU door to door efforts?

Mr. PEREZ. I'm fearful that unless we do an aggressive job of communicating using trusted messengers that may be an impediment. I will tell you that I am sure that it will be an impediment in the State of Arizona. For somebody that opened their door in that environment, I think it is a very, very challenging proposition. Here in Los Angeles, we have a huge challenge with making sure that we reinforce the messaging that we have been delivering about the confidentiality of the census process.

I will tell you in my office I convened meetings with all the religious leaders in my District, to have them engaged in the process of talking to people about the confidentiality. It is going to be a huge challenge for us. I think it's incumbent upon the Bureau to find special resources to deliver the message of confidentiality very directly as we move forward in this NRFU period, otherwise, we absolutely run the risk of having a greater under count than would otherwise be the case.

Mr. CLAY. Thank you for your response.

Mr. Goldenkoff, according to your testimony, have the glitches in the paper processing system been worked out and—go ahead.

Mr. GOLDENKOFF. Not yet, but the Bureau is going to great lengths to correct them. They're working with the different companies that supply the different application systems, but it's still a risk area and time will tell. So far the Bureau has been able to do what needs to be done so far, but it is a frustrating system for the people who have to use it and we'll have to see what happens when the enumerators go into the field next week and how well it performs then.

Mr. CLAY. And that involves the tabulations. Is it tabulations?

Mr. GOLDENKOFF. No, it's more the—it's operational support on a day to day basis. Basically, it marries the 600,000 enumerators with the 48 million housing units that need to be followed up on. It provides progress reports and tells them where to go and how fast they're doing it. It's more of a management tool than tabulation.

Mr. CLAY. OK. Final question, how do the dollars expended upon NRFU 2010 compare with the past efforts?

Mr. GOLDENKOFF. It is more in terms of total dollars, but it's a lower percentage of the overall cost of the census. I don't have those figures directly in front of me. It was a little bit over \$2 billion for 2010 non-response followup.

Mr. CLAY. OK.

Mr. GOLDENKOFF. The total cost of the census was \$14.7 billion.

Mr. CLAY. Mr. Speaker.

Mr. PEREZ. Mr. Chairman, if you would allow me to just briefly expand on the answer to a previous question? One of the things I was struck by is that as we've increased our response rate over 2000 here in California, in particular, Los Angeles, there is one area that I think is a particular concern. The overall response rate for English-speaking Latinos is on the rise as compared to 2000, but for Spanish-speaking Latinos, it's on decline. So getting back to the question that you asked, that already decreased rate of response amongst Spanish-speaking Latinos, coupled with concerns over what has been happening in the immigration debate in Arizona and how it's translated into an overall sense of heightened tension is very concerning.

We see these patterns whenever there is an economic downturn of increased inner-group tension. But here we have the confluence of that and the timing of the census which causes great concern for us. And that again speaks to the need of us doing an extra special outreach program in this NRFU period.

Mr. CLAY. And the Bureau's effort should be targeted?

Mr. PEREZ. It should be and it shouldn't just be a translation of a message. This gets to the point that Ms. Pasquil and I were trying to make. There is a difference between translating a message into a specific language and actually crafting a message to a specific community. When you saw those two ads I didn't understand the words that were spoken, but they were the exact same ad in Korean and Japanese. It is my very clear sense from them that the message was the same message. I think we would probably benefit from a more nuanced message targeted to each of the communities differently.

If you look at the response rate between the Japanese-American community here in Los Angeles and the Korean-American commu-

nity, very different response rates. So what are the underlying cultural issues impacting people's level of trust, people's level of sense that it is proper and safe to interact in this process? So language in and of itself isn't the solution. Messaging has to be crafted in a way that maximizes the way to people's participation.

Mr. CLAY. And then begs that the Bureau make the extra effort to target those communities.

Ms. Pasquil, any closing remarks?

Ms. PASQUIL. And you can do that by allowing your Regional Officers to do that and work directly with the communities and the local media creative and buyers.

Ms. WATERS. Mr. Chairman, I still did not hear what was going to be done that was different for these challenged areas? I did hear the compliment that was paid to elected officials to say that we needed to use our voices, but Mr. Groves, that's not enough. Aside from sending the enumerators out, what are you doing that's different and special in the challenges areas?

Mr. CLAY. And let me followup on that, reclaiming the time, and Dr. Groves, hasn't the Bureau held back funds to deal with the issues raised by Speaker Perez and others to target specific groups during NRFU?

Dr. GROVES. We have, I think the first answer is that we have targeted those areas, trying to use local media as much as possible. I admit there's—it's frustrating that you can't do everything you want to do. Everything you say I agree with, by the way.

Ms. WATERS. We've got some specific ZIP Codes that were showing these areas. What is going to be done to get to those ZIP Codes? It cannot be generic. It cannot be the kind of video buys that you've done in the past. How are you going to get down into those communities? Excuse me, will you yield for a minute for the gentle lady?

Ms. WATSON. I'm looking in the back. I see Danny Bakewell, publisher of the Sentinal and you're now, if I understand president of the Black Publishers Association. A paper like that, that comes right into our community and read within the community, might be helpful to invest in for them to present the message in a way that will reach those who cannot be reached in other ways.

So I would suggest using the press in these areas that become pockets where it's hard to count. And let me just ask if I may, Mr. Chairman, if you will make a comment when the time for the public to comment, is there going to be a time for the public to comment?

Mr. CLAY. We've got another panel that we're going to invite.

Ms. WATSON. I was just asking for some suggestions.

Ms. WATERS. I'm reclaiming my time that was yielded to me by the chairman. I did not have an opportunity to get into some questions about the lawsuit that has been levied against the Census Bureau about the way you do hiring. Let me just say that I at one point in time recognized that there was going to be some difficulty getting these forms back in from challenged areas in my District, so I held a census Town Hall meeting for the purposes of hiring at Southwest College. We had 300 people there. I started to call them and out of almost 100 calls that I've made, I've found only

two people who had been hired. These were people who came directly from the community.

Now, the lawsuit that has been levied is a lawsuit because you do it a little bit differently than the civil rights law says we can do in the Census Bureau. The question of have you ever been arrested as opposed to have you ever been convicted appears to be utilized by the Census Bureau and if one has been arrested, it appears that they just get thrown out of the window, that those in that group do not get hired. We talked about the fingerprint and the FBI and all of that.

But if I ask you about public housing projects in East L.A. and in South Central Los Angeles and you told me that there was a terrific under count and I asked you who would you hire to go into those areas, if you hired people who have ever been arrested, based on your forms, you're going to have great difficulty in getting the kind of response that we need because unfortunately Latinos and Blacks are disproportionately arrested and even convicted in some cases. But the arrest records of young Blacks and Latinos is so disproportionate, but it is predicted that living in certain communities, by the time you're 17, 18 years old, you're going to have been arrested. You're going to have been stopped by the police and you're going to get arrested. If nothing happened, they let you go.

But I would like to ask, there are public housing projects, particularly in East L.A., downtown and South Central, we need to see what those responses are. And I think they're probably going to be a lot less than the average is nationally, L.A. or for the State. And then I want to know whether or not you can shore up the work that's being done with some of those applications that have been thrown aside from people who live in those areas and who came from those areas who tried to get jobs. Because if you're talking about trying to do something about the under count, the challenge there, you've got to do something different.

It can't be that elected officials are going to say you guys don't know what you're doing, you better go out there. Nobody is paying any attention to that. And the ads certainly are not going to do it. They were not culturally significant. We've got Cinco de Mayo coming up. Juneteenth will be coming up. You don't factor that kind of stuff into it.

Tell me what you're going to do and if you don't know what you're going to do beside what you've already said, maybe you should let some of us give you suggestions like I'm trying to give you now about how to get Nickerson Gardens counted.

Mr. CLAY. Before Dr. Groves answers, let me share with the committee the struggle that the Bureau has had as well as I with the minority party on this committee about qualification for employment and how they demanded a list of what kind of infractions hirees could have and could not have, what kind of crimes they committed and they demanded a listing. And we struggled with it for a couple of months until the Bureau came out with a list. And that was the demand—they came out with a list of which crimes were allowable to even be detained for. And which kinds of crimes were not allowable for people who would be temporary workers in the census.

Ms. WATERS. But if you've been arrested and you've committed no crime, you were arrested, but you were let go, you should be eligible for a job.

Mr. CLAY. And that's why I brought it to the minority's attention that you're going to exclude numerous people from certain communities because as you said, young Black males, young Hispanic males, are all the time being pulled over, being stopped, being detained.

Ms. WATERS. These are your challenged communities. What are they going to do about it, Mr. Chairman?

Mr. CLAY. I'll let Dr. Groves tell you what he did.

Mr. PEREZ. Mr. Chairman, may I ask to be excused? I have an event at a community hospital that I have to get to.

Mr. CLAY. Yes, sir. Mr. Perez.

Mr. PEREZ. Thank you, Mr. Chairman.

Mr. CLAY. It's been a pleasure having you too. Thank you for your attendance.

We're about to wind it up if Dr. Groves can answer the question.

Dr. GROVES. I share the concerns of recruitment in every area. If you think about where the workload exists now, these are areas throughout the country where the issues you bring up are salient.

I can say that with the restriction of hiring within these areas, within the local Census Office areas, we have been successful in recruiting a team that fulfills our workload needs.

The process that we went through, as the chairman noted, was one that was revised, reviewed by the Office of General Counsel, by OPM, by EEOC. We've tried to walk that narrow line and it's a very difficult thing to do to hire locally and indigenously because we know that works better. And then also at the same time to assure the American public that we have a screening process that puts pretty salient in our viewpoint their safety, that we can assure them that we've reviewed the backgrounds of these people and that they can be assured that when someone knocks on the door, they have been reviewed in a way that we follow. I understand the limits—

Ms. WATERS. Mr. Groves, that's why you have a lawsuit. You're in violation of civil rights laws in a way that you did this hiring. I appreciate what you're saying, but you still can't tell me how you're going to get these challenged areas counted?

Did you put more resources into them?

Dr. GROVES. Yes.

Ms. WATERS. How?

Dr. GROVES. We put more human resources into them. We put more media resources into them.

Ms. WATERS. So what did you do in terms of the way you hired enumerators, did you double them up to go into these areas?

Dr. GROVES. We made them proportional to the workload. And these areas that you're talking about have hot—by the very fact that we're talking about them having bigger workloads than others.

Ms. WATERS. Yes, but if they have bigger workloads, have you accommodated that?

Mr. CLAY. And also, Mr. Groves, hasn't the Bureau held back funds to deal with the issues raised?

Dr. GROVES. Absolutely.

Ms. WATERS. Mr. Chairman, I would hope they would specifically identify, first of all, public housing projects all over the country, whether we're talking about Los Angeles or New Jersey or Harlem——

Mr. CLAY. St. Louis.

Ms. WATERS. St. Louis, that's right. All about Crossgrove Village in St. Louis. Is Richardson Gardens still there? And tell us what has happened with them and how you have doubled up your resources? It's not clear to me, if there are extraordinary workloads to be done, you would have accommodated that in the regular work that you do, so if that didn't get it, that means you've got to do even more and so we want to know how you did that, with the enumerators you're sending in, how much different than what you've done already. We want to know whether or not you asked the local newspapers to do special editions and to distribute them door to door because a lot of people, poor people don't buy newspapers.

We want to ask how you targeted these additional resources that you've held back in ways that will do extraordinary work. When can we get that, Mr. Chairman?

Mr. CLAY. The Director will respond verbatim, question by question in writing.

Ms. WATERS. Thank you, Mr. Chairman.

Mr. CLAY. If there are no other questions for this panel this panel is dismissed. Thank you all for your testimony and we will call up the second panel.

[Off the record.]

Mr. CLAY. The statement submitted by Congresswoman Laura Richardson for this subcommittee shall be submitted for the record. And without objection, so ordered.

[The prepared statement of Hon. Laura Richardson follows:]

FOR THE RECORD ONLY

***Statement
Of
Congresswoman Laura Richardson***

***Information Policy, Census, and National Archives
Subcommittee
Of the
Oversight and Government Reform Committee***

***Field Hearing
Friday, April 30, 2010
1:00 p.m.***

***The Center for Healthy Communities
The California Endowment
1000 North Alameda Street
Los Angeles, California***

***“The 2010 Census: Participation of Hard to Count
Communities in Non-Response Follow-Up”***

Chairman Clay and Members of the Subcommittee and other Members attending, thank you for bringing the U. S. Department of Commerce, Bureau of the Census, Dr. Robert Groves, Director, to Los Angeles County, particularly in light of some of the problems that have affected historically hard-to-count communities in not only the 37th Congressional District, but throughout Los Angeles County and the nation. Los Angeles

County is the largest county in the United States. With its population of approximately 9.9 million people and 88 distinct cities within its borders, this makes it imperative that the U.S. Census this YEAR and EVERY 10 YEARS be conducted correctly. Particularly, in Los Angeles County, paying close attention to ensuring that the geographic and demographic integrity of EACH and every one of our 88 cities is not compromised in ANY WAY that might negatively affect the accuracy and comprehensiveness of the count at EACH PHASE of the Census process. As we also know unfortunately, this has not the case thus far in Los Angeles County, particularly in the 37th Congressional District cities of Carson, Long Beach, and Signal Hill.

For those committee members who were not aware of the problems, here is a brief explanation: *Carson Census Issue* – At the beginning of the 2010 Census Mail Back phase, City of Carson residents received their forms with a Carson address, but Long Beach listed as the city at the bottom of the addressee space. Residents saw this problem and became very concerned that they would be counted as Long Beach residents, thus negatively skewing Carson's count, among other potential problems Carson has its own zip code # and has not in the past or currently receive mail with Long Beach information. City Manager Jerome Groomes is here today and would like to elaborate on the issue as time permits.

The City of Signal Hill, which fought for over 12 years to gain their own exclusive zip code (91755) which is shared by no other city, had the same problem, their residents receiving mailers with a Long Beach zip code. The Signal Hill residents reacted much the same as the Carson residents, as their Assistant City Manager Charlie Honneycutt, also present today, would like to

elaborate on. Portions of Long Beach had the same problems, their mailers reflecting the City of Lakewood instead of their home city.

During the first week of the Mailer phase, the President of the Stevenson Village Homeowners Assn. in Carson informed my staff that she and lots of neighbors would not fill out the form if it could hurt Carson's count.

Census Bureau Response - Local Census staff, specifically Regional Director James Christ, and Carmen Taylor-Jones - local Congressional Liaison for the Census Bureau, did reach out to my office, the City of Carson and Signal Hill, and the City of Long Beach representatives. They informed us that the Bureau used the city of the nearest Regional Postal Distribution Center when addressing the mailers in order to speed up the mailing and make delivery more efficient. This was apparently something worked out on the advice of and in partnership with the Postal Service.

ISSUES - Among the numerous problematic issues brought on by this imprudent, and I might add insensitive decision and methodology, is the very basic and common sense notion that the Bureau should have notified people, or at the very least city officials and other elected representatives of this fact **BEFOREHAND**, so that people could have been warned, thus averting the resultant state of alarm.

My office has been tracking mail back participation rates since the Bureau has been doing daily updates. I think that the results are rather telling: As of today, April 30, the following are the mail back participation rates for 37th District Cities:

Carson – Currently 74% participation. Total Census 2000 participation in Carson was 79%; ***Below 2000 Census.***

Long Beach - Currently 69% participation. Total Census 2000 participation in Long Beach was 72%; ***Below 2000 Census.***

Signal Hill - Currently 67% participation. Total Census 2000 participation in Signal Hill was 72%; ***Below 2000 Census.***

National - Currently 72% participation. Census 2000 participation nation wide was 72%

In addition to this information, the City of Long Beach Govt. Affairs Manager asked that we read the following information into the record:

- While some areas of Long Beach are currently over 80%, some of our hard to count areas are lagging.
- Several of our hard to count areas are at or below 60%, with two west side neighborhoods listed as only having a 44% response rate.
- **HOWEVER**, now is the time for the Census Bureau to invest significant federal time and effort in those hard to count areas to ensure that all our residents are counted.
- City and non-profits can only do so much to ask people to participate. The Census Bureau must now ensure that they are conducting follow up for each of those households that have not responded in a manner that encourages our hard to count areas to participate.

It should be noted that every city that had a problem with the Mailer Addresses is currently behind the Census 2000 participation rate in their respective cities. Is it coincidence that these cities which did NOT have the initial Census Mailer Address problem, are ahead of the curve, while the three “victimized” cities currently lag behind?

It was our hope –the City officials in the 37th and I- that ALL of our 37th-CD cities would receive additional resources to manage Census 2010 efforts. In a district that has a large diverse

minority community (Demographs Insert #'s); These errors make the results challengeable. The 37th-CD is home to the largest concentration of Cambodians, Samoans and Filipino's not to mention (%) of Hispanics all historically undercounted.

In 2000 after the Census, a Congressional seat was lost (Congressman Steven Horn) Encompassed by the 37th and 36th CD. I am strongly opposed to these issues my district experience, the resolutions used and seek further efforts to eliminate any possibility of an undercount.

Thank you, Mr. Chairman and Members.

Mr. CLAY. I will now introduce our next panel. Our first witness will be Dr. Robert Ross, president of the California Endowment and our host for this field hearing.

I also want to recognize that our host has done a magnificent job of training, of conducting a training seminar for census workers right down the hall today. So thank you for your efforts to conduct a full and accurate census for Los Angeles County.

Dr. Ross has been president and CEO of the California Endowment since September 2000. During his tenure, the Foundation has worked to increase access to health care for all children, strengthen the community health centers, improve health services for farm workers and ex-offender populations and to strengthen the pipeline for bringing racial and ethnic diversity to the health professions.

The Endowment has led 2010 census outreach efforts in the State of California raising more than \$10 million to promote the importance of participating in the census. Dr. Ross is a Diplomat of the American Academy of Pediatrics and received his undergraduate, in Public Administration. Medical degrees from the University of Pennsylvania. Thank you for being here today and for opening up this wonderful facility to the subcommittee, Dr. Ross. We appreciate it.

Dr. ROSS. Thank you.

Mr. CLAY. Our next witness will be, we will hear from Ms. Gina Montoya, chief administrative officer of the Mexican-American Legal Defense and Education Fund. Ms. Montoya is responsible for revamping MALDEF's communication and technology. Ms. Montoya brings nearly 20 years of experience in nonprofit management and legislative experience to MALDEF. She has served as the chief of staff with two mayors and a State Senator. Founded in 1968, MALDEF is the Nation's leading Latino civil rights organization, often described as the law firm of the Latino community. MALDEF promotes social change through education, advocacy, employment and political access. And thank you for being here, Ms. Montoya.

Our next witness will be Mr. John Cho. Mr. Cho is a Korean-American actor and musician currently starring in the ABC television drama Flash Forward as FBI Agent Noh. Mr. Cho appeared in the 11th Star Trek film as a young Lieutenant Sulu and I'm a big Star Trek fan so I am so glad to have you here. His comedic and dramatic credits include the Harold and Kumar series and the 1999 best picture Oscar winner, American Beauty. He has appeared on a variety of shows at East West Players, the Nation's preeminent Asian-American theater troop. Born in Seoul, South Korea and lives in Los Angeles, Mr. Cho began acting while studying English literature at the University of California at Berkeley. He resides here in Los Angeles and I thank all of our witnesses for appearing today and look forward to their testimony.

It is the policy of the subcommittee to swear in all witnesses. I would ask you to stand and raise your right hands, please.

[Witnesses sworn.]

Mr. Clay. Thank you. You may be seated. And let the record reflect that the witnesses answered in the affirmative.

We'll start with the testimony. Dr. Ross, you may begin.

**STATEMENTS OF DR. ROBERT ROSS, PRESIDENT, CALIFORNIA
ENDOWMENT; GINA MONTOYA, CHIEF ADMINISTRATIVE OF-
FICER, MALDEF; AND JOHN CHO, ACTOR**

STATEMENT OF DR. ROBERT ROSS

Dr. ROSS. Thank you, Mr. Chairman, I can be brief in my remarks. Most of the remarks that I prepared had already been reiterated or mentioned in the previous panel which was an excellent panel.

I'll just make a couple of comments. I do want to acknowledge our trio of terrific congressional Representatives that were here today, Congresswoman Waters, and Congresswoman Watson, and Congresswoman Chu. You have been warriors for social justice in under served and voices in this community. We're just so thrilled to benefit from your leadership and have you here today.

A couple of comments just to reiterate and underscore the comments of the previous panel. A successful census count is important to the building of healthy communities and may seem odd that a president of a health foundation and its burdens are concerned about this, but this is what it means to the State of California if we don't have a good census count. First of all, even though a grade of 90 percent is typically a good grade in a math class, I wish my son had ever achieved a 90 in any math test in his academic career, but a 10 percent under count in the State of California means a loss of \$40 billion over a 10-year period to the State.

And in those \$40 billion are resources where programs like the Children's Health Insurance Program, SCHIP, mental health services, alcohol and drug treatment services, community health centers and community clinics, the MediCal programs, all of these programs are driven in heavy doses by formula funding and what's used to calculate that formula funding are census figures. This is why an under count is so critically, critically important to this community and this is why I think the mayor was leaving here today to go to the Sports Arena where literally tens of thousands of Los Angelenos who can't get health care are standing in line, hopefully waiting for someone to provide with some charitable health care because, in part, we're not receiving our fair share of Federal resources. So this is how this issue is hitting us in the face today, just a few miles from there, are many Angelenos that are not receiving the kind of health care they need.

On the solutions side, I really appreciated the line of questioning from our Congresswoman, it's a two-legged stool, it takes two steps in tandem. One is the community organizations that know the communities, where to find the under counted populations, are trusted by the community. Remember in the year 2000, \$23 million in State funding supporting these community-based organizations so they had the capacity and the infrastructure to walk the neighborhoods and get these counts done. This year, that dollar figure from the State because of the State funding crisis is down to \$1 million or less than \$2 million which is why the philanthropic community stepped in to try to—not make up for all the losses, but at least for some of that. And we've been able to support this effort with \$4 million from our own Board of Directors headed toward an accurate census count.

The second piece that you heard from the first panel is trusted ethnic media. And so if there are resources to answer the Congresswoman's question, if there are resources to get at those undercounted communities, those are the two pieces that demand and require more targeted critical support. The community-based organizations in those neighborhoods, trusted by the community, highly function in those neighborhoods and in those community organizations, and No. 2, ethnic media. The ethnic media has to be supported in terms of getting the messages out in their newspapers and radio and other forms of communication. So I would underscore those two points.

And anything you can do, Chairman Clay, in your committee to support the efforts of the Census Bureau to use those two vehicles to really get at these undercounted communities over the next several months, we'd be happy to do anything we can do to support the efforts of bringing those folks together. But you have our full support and I want to thank you for leadership in raising this issue with the American public.

[The prepared statement of Dr. Ross follows:]



**Robert K. Ross, MD
President and CEO
The California Endowment**

**Testimony for the
Committee on Oversight and Government Reform
Subcommittee on Information Policy, Census and National Archives**

***Congressional Field Hearing to Explore Ways to Reach Out to African Americans, Hispanics,
Asians, New Immigrants, Other Hard to Count Groups in LA***

April 30, 2010

The California Endowment's Role:

- The California Endowment's mission is grounded and focused on improving the health of Californian's most vulnerable populations.
- The Endowment has provided close to \$4.2 million for statewide Census outreach to make sure that low-income and communities of color are counted. It's critical that local and state governments get the resources they need to insure adequate health care, human services, schools, and community infrastructure for all.
- The Endowment has collaborated with over 16 foundations across the state to raise a total of close to \$10 million to support over 200 organizations in CA for Census outreach targeting Hard-To-Count communities.
- The California Community Foundation has played a critical role in LA, investing \$1.5 million and coordinating Census outreach in partnership with the City and the Mayor.

Why The California Endowment Has Supported Census Outreach:

- Communities of color have been historically undercounted in the Census.
- Census data ultimately impacts the resources these communities get and their political representation.
- The Federal Government uses Census data to determine state funding for more than 140 programs, including health and human services, education schools, transportation, unemployment benefits, job training and, to reapportion congressional seats.
- With a \$20 Billion budget crisis in the state and the safety net on the chopping block – the Census is an important means to bring critically needed dollars into the state.
- If 10 percent of California's population is not counted, the state would lose more than \$42 billion in federal funding over the next 10 years. About one-third of that is tied directly to health services, which is why The Endowment is committing its resources to ensuring an accurate count in California.

Census Outreach and the Non Response Follow Up (NRFU) Phase:

- We are pleased to have this Hearing at TCE because we strongly believe in the importance of counting all Californians and the needed outreach to accomplish this.
- We are at a critical juncture in the Census outreach work. Starting May 1, the Census Bureau will send out Census staff to follow-up with households who have not returned their Census forms.
- For many of our communities, a government official on their doorstep is not a welcome visitor. And the new law in Arizona doesn't help.
- We need to create a safe environment for communities to participate in the Census.
- We want to reaffirm that the Census **directly impacts the quality of life of every Californian**, their children, their families and their communities. And that the Census is **safe and confidential**.
- Now more than ever, we need state and federal officials to emphasize that Census bureau operations are not connected in any way to immigration enforcement activities.
- The recently passed Arizona legislation has added to the fears and concerns that many immigrant communities have had about the Census.
- We need to collectively send the message that the Census is safe, confidential and important.
- To communities and individuals who have not mailed back their forms:
 - You can trust the confidentiality of the Census. All Census Bureau employees are sworn for life to protect your confidentiality. The Census Bureau will not disclose private information – not even to another government agency.
 - You can and should cooperate with the Census workers who will be knocking on your doors beginning tomorrow.
 - A correct count is crucial to your community and your children.

Mr. CLAY. Thank you so much, Dr. Ross. You certainly can be assured that this subcommittee will work with the Members that are here today, especially Representatives Chu and Waters and Watson who have taken such a keen interest in the census, especially with us having a full count of all communities throughout this country. I appreciate your testimony, Dr. Ross.

Ms. Montoya, you're recognized.

STATEMENT OF GINA MONTOYA

Ms. MONTOYA. Thank you, Mr. Chairman. Mr. Chairman, members of the subcommittee and guests, thank you for inviting the Mexican-American Legal Defense and Educational Fund [MALDEF], to testify at this hearing to examine ways to increase participation in non-response followup. MALDEF appreciates this opportunity to present to the subcommittee information about our efforts to date and efforts for the enumeration phase, specifically as we target the hard to count Latino population throughout America.

MALDEF is committed to an accurate and complete census count to ensure Latino communities receive their fair share of public funds and political representation. We have regional Census Directors across the Nation who have led our efforts to raise awareness and encourage participation and ensure a more accurate count in nearly every high Latino population area that is identified as a hard to count area.

With the challenges of the current unparalleled level of distrust in the immigrant community, with workplace raids, family separation, the Nation's economic downturn, and what was a growing senseless boycott buzz early in the campaign, MALDEF has met the challenge with a multi-faceted outreach strategy that has endeavored to counteract the apathy in some cases, uncertainty, mostly, much fear and even anger that surrounds the notion of sharing personal information about our families.

In addition to the thousands of community hearings, presentations and town halls, church meetings, conferences, festivals, schools and door to door canvassing, MALDEF has deployed a multi-million dollar, multi-media strategy to complement and augment our outreach in targeted high Latino population areas. Our outreach efforts have incorporated face to face, television, radio, print, and the internet. MALDEF's regional Census Directors, the national Census Director, the president and general counsel, regional counsel, and nearly every MALDEF employee have instructed, provided materials, answered questions, and led the difficult work of calming the fears and concerns of America's hardest to count Latinos in persuading, encouraging, and convincing them to participate.

We have enjoyed the support and participation of celebrities, electeds, the clergy, and numerous trusted messengers, known and beloved internationally, nationally, and regionally, including a \$3.5 media campaign with Eva Longoria Parker that played in all of the largest markets across America and two very well known in our community actors and a very famous balladeer, who is an older gentleman of ill health, who is beloved in our community and that's had a tremendous impact as well.

Our strategy to reach millions of Latinos has integrated a grass roots campaign with a multi-media campaign, and a strong community education campaign. Some of the elements of our community education campaign have been to include inserts in the largest Spanish speaking newspapers. This is our motto and our image for the MALDEF's census campaign, [in Spanish] fear does not count, because that's the greatest emotion that we're facing in our communities as they—actually, fear opening the door to someone who appears, who may appear to be from the government. That along with very simple messaging on how important, safe, and easy it is to participate, this sort of fundamental messaging has been very effective in our community. It went out in half a million newspapers across the country as an insert in daily newspapers.

The palm card bilingual is also a very effective tool as we passed out these in the millions across the country at events. And our newest enumeration flyer is again a bilingual message, a very important—I'll get to that in a moment. We also did something that works in our community. We did a comic novela that is in Spanish and in English by a very well known artist. He's in 50 syndicated newspapers across the country. The Spanish is dated more for the first phase. The English version actually has the enumeration message of how you identify someone who comes to your door and how to feel safe when that person does come to your door. Very effective tool, also used as inserts and at community events.

So this very brief overview describes MALDEF's activities to date, probably 10 percent of what we've actually done. MALDEF's outreach plans for the enumeration phase have begun with a launch of a series of national days of action to conduct door to door canvassing in concert with Spanish language media for even greater outreach as it plays on local and national newscasts. We have created an enumeration phase, bilingual information flyer, which I just showed you that informs people of the safety and confidentiality of this phase, how to identify an enumerator and critically important to show with our hard to count communities is the cautionary message that enumerators will never ask for and one should never show Social Security cards, credit cards, immigration documents, home titles, rental agreements, etc.

For the first phase, MALDEF created an 8-minute informational, instructional DVD and we're creating a new one for the enumeration phase. These have been and will be distributed nationally and played in waiting rooms of government offices, social service centers, clinics, churches, consulates and schools, etc. We've created about 6,000 of those and we intend to distribute those across the country as well.

We also plan TV, radio, and print media outreach for this phase specifically. So to wrap, our enumerator phase and our folks have been out for weeks now canvassing door to door, that face to face contact, our individual staff persons and volunteers may not be well known in the community, but they're a warm face, they're a friendly face. They speak the language, were culturally sensitive. We know the fears that they're feeling and so they open the door and they agree and they pledge to participate. And so we're going in front of the enumeration phase that launches officially tomorrow

to tell them they're coming because you didn't do this, now participate, and do your civic role.

We also did media language rollouts in indigenous languages because in the labor camps of California, you have farm workers who don't speak Spanish or English. They speak their own obscure—in California or in the U.S. indigenous language. We did those in four separate native Mexican languages. Very effective. We're playing those in little supermarkets, ice cream trucks, and they play on radio in the Central Valley in San Diego, in Los Angeles and in Phoenix.

MALDEF's view of participation as a civil right of all is the motivation behind our outreach efforts. Our recommendations are simplistic and in line with everyone else's here. We need a major, massive purchase of Spanish language, this is specifically for our community, television and radio time in high Latino population areas, especially in Arizona.

With what has occurred there in the middle of a national census in a State whose census response rate was already below the national average is inconsistent with our national constitutional imperative of completing a full count of U.S. residents. We need an army of trusted, religious, and celebrity messengers on TV and radio and we also need to conduct an intensive media outreach campaign to inform the Colonia residents of south Texas, another very, very heavily impacted, confused crowd. They were willing and then it's like you're not going to get it in the mail. We're going to come to your door. Confusing messages don't help, but we're trying to work together to get in front of that to say "look, the plan changed" or "it's different than what we thought." "We're going to be there with you." "Please participate," and they're eager to participate. We haven't found people to be abruptly antagonistic about the census necessarily. They just want more information and they want to know that it's confidential. And having that legal piece about the confidentiality has been an incredible boost to our messaging effort. That carries an impact that's very different than what they're used to in their home countries. So it means something to hear that. A person who violates that confidentiality may spend up to 5 years in prison. That's very important.

Another very popular element that works in our community is the telethon on Spanish language television. Telethons allow individuals to call in and ask questions anonymously and that's a very popular modality for our community. They trust the figures that deliver the news day in and day out and along with trusted community messengers, answering phones, telethons are a very effective way of getting those questions answered.

Again, the purchase of print ads in large and small daily and weekly periodicals, especially the Spanish-speaking magazines and newspapers, and especially Catholic newspapers are very effective in our communities.

Thank you.

Mr. CLAY. Thank you so much, Ms. Montoya.

We will now hear from Mr. Cho. You're batting clean up.

STATEMENT OF JOHN CHO

Mr. CHO. Good afternoon, Chairman Clay, and members of the subcommittee. I want to thank you for the opportunity to testify at today's hearing on an issue I consider vital. As an actor who has been in many youth oriented films, the phrase I hear most from Asian American kids is "thanks for representing," something I'm sure you hear. Because there are relatively few Asian actors in film and television, my presence makes them feel seen and heard by the entertainment industry that they support with their time, viewership and dollars.

A generation ago, I felt a similar pride watching George Takei on the bridge of the Enterprise in the original Star Trek series. In a small way, his presence made me feel that I was a legitimate part of the larger American culture, something I didn't always feel growing up as a Korean immigrant.

I am speaking here today because the census, much more than appearing on television, is a real opportunity to represent our respective communities.

Thanks to the Asian Pacific Legal Center for this bit of data, over 5 million Asian Americans and 280,000 Pacific Islanders live in California. We make up roughly 14 to 15 percent of the Golden State.

Paul Ong in UCLA's Urban Planning Department estimates that 150,000 to 175,000 Asian American Pacific Islanders in California were missed and not accounted for during census 2000. To put that into perspective, that's like missing the entire city of Pasadena to the tune of roughly \$2.1 billion in appropriations lost over the course of a decade.

Being counted ensures that your community receives the dollars it deserves and needs to provide services like education, health care, and voting rights. So I want to urge those listening to open their doors to the census workers, secure in the knowledge that they are federally prohibited from sharing their data or otherwise invading your privacy. They are forbidden from collecting Social Security Numbers and cannot ask or determine whether you are an undocumented resident.

And I want to say particularly to the sons and daughters in families where English is not the primary language, please assist your parents. As a junior high school student I helped my parents fill out FEMA forms when our home was damaged in the Whittier earthquake. And I know there are kids out there who do much more; children who translate in the emergency rooms, who translate principals' notes, Medicare and tax forms, and translate customer orders for their family run businesses.

Your parents might be reluctant to allow strangers into their home. I know that's the way mine are, but it's time for you to step up and explain to them how important an opportunity this is, and how easy it is. In doing so, you will be representing your family, your race, culture, and neighborhood.

So thank you for allowing me to speak. Asian Americans have been historically under counted in the census and it's a privilege to be a part of the effort to accurately portray the composition of our country.

And finally, I want to say to those who have already sent in their forms, and those who plan to cooperate with the enumerators who will be coming to their doors, "thank you for representing."
[The prepared statement of Mr. Cho follows:]

**Statement of Mr. John Cho, Actor,
Before the Information Policy, Census, and National Archives Subcommittee
Of the Oversight and Government Reform Committee**

Friday, April 30, 2010

Center for Healthy Communities

The California Endowment

1000 North Alameda Street, Los Angeles, California, 1 pm

**“The 2010 Census: Participation of Hard to Count
Communities in Non-Response Follow-Up”**

Good Afternoon Chairman Clay and members of the subcommittee, I want to thank you for the opportunity to testify at today’s hearing on an issue I consider vital.

As an actor who has been in many youth oriented films, the phrase I hear most from Asian American kids is “thanks for representing.” Because there are relatively few Asian actors in film and television, my presence makes them feel seen and heard by the entertainment industry that they support with their time, viewership, and dollars.

A generation ago, I felt a similar pride watching George Takei on the bridge of the starship Enterprise on the original Star Trek series. In a small way, his presence made me feel that I was a legitimate part of the larger American culture – something I didn’t always feel growing up as a Korean immigrant.

I am speaking here today because the census, much more than appearing on television, is a real opportunity to represent our respective communities.

Over 5 million Asian Americans and 280,000 Pacific Islanders (roughly one-third of all Asian Americans and one-fourth of all Pacific Islanders in the United States) live in California. We make up roughly 14% to 15% of the Golden State.

Paul Ong over in UCLA’s Urban Planning Department estimates that 150,000 to

175,000 AAPIs in California were missed and not accounted for during Census 2000. To put those numbers into perspective, that's like missing the entire city of Pasadena...to the tune of roughly 2.1 billion dollars in appropriations lost over the course of a decade.

Being counted ensures that your community receives the federal dollars it deserves and needs to provide such services as: education, health care, and voting rights. The census even shapes voting districts, which can determine whether or not your community is fairly represented in Congress, state legislatures, and local and municipal governments.

So I would urge those listening to open their doors to their census workers, secure in the knowledge that they are federally prohibited from sharing their data or otherwise invading your privacy. They are forbidden from collecting social security numbers, and cannot ask or determine whether you are an undocumented resident or illegal alien.

And to the sons and daughters in families where English is not the primary language: please assist your parents. As a junior high school student I helped my parents fill out FEMA forms when our home was damaged during the Whittier earthquake. And I know there are kids out there who do much more; children who translate in the emergency rooms, who translate principals' notes, Medicare and tax forms, and translate customer orders for their family-run businesses.

Your parents might well be reluctant to allow strangers into their home – I know that's the way my parents felt - but it's time for you to step up and explain to them how important an opportunity this is, and how easy it is. In doing so, you will be representing your family, your race, your culture, your neighborhood.

Thank you for allowing me the opportunity to speak. Asian Americans have been historically undercounted in the census and it's a privilege to be a part of the effort to accurately portray the composition of our country.

Finally, I want to say to those who have already sent in their forms, and to those who plan to cooperate with the bureau workers who will be coming to their doors, "thanks for representing."

Mr. CLAY. Thank you, Mr. Cho, for that perfect and powerful message and for you representing, too.

At this point we will go into the 5-minute question period and we will begin this time with Ms. Chu.

Ms. CHU. Ms. Montoya, your array of programs for the census are just very, very impressive, particularly since they're so culturally specific. You use forums that are familiar to the communities like the novelas to reach out to them.

I was wondering where you got the funding for that?

Ms. MONTOYA. We have been very fortunate to receive national philanthropic funding. We received funding from the California Community Foundation for a very innovative Internet Web application that actually incorporates a game for texting to youth, that they can then link on to a Web site that shows the United States of America and how people are pledging to participate, that in turn, gives the participant a 25-song iPod card which is pretty interesting, pretty neat and innovative.

The Ford Foundation, the House Foundation, the Joyce Foundation, we have operations all across America, so some of our funding is specific, for example, in Chicago and it's mostly foundation support.

Ms. CHU. How has the coordination with the Census Bureau been?

Ms. MONTOYA. The coordination in Los Angeles has been great. The coordination has been varied in other parts of the country. The coordination here in Los Angeles—we actually have a very close relationship with them and we share a lot of information, so it's good to have that relationship to be able to share information as it's occurring in real time so that we can spot react and be proactive.

Ms. CHU. You mentioned the Arizona law, but are you going to be doing something to address that going forward?

Ms. MONTOYA. Relative to the census?

Ms. CHU. Yes.

Ms. MONTOYA. It has actually had the impact of encouraging, especially young people, especially students to volunteer in greater numbers. And so we're working very closely with them to help message correctly to negate the great amount of fear. Some of the homes that we've gone to previously are now empty and that's of great concern and it's a tragedy really. As you know, MALDEF had its press conference yesterday and we do intend to bring a lawsuit.

Ms. CHU. And Mr. Cho, what might have made your parents more likely to open up the door to an enumerator?

Mr. CHO. I think the message that would have been useful for my parents to hear is that it's safe, the information is safe, but also the emotional message that would have helped would be this is a way to ensure your children's future. I believe that an accurate count is the beginning of ensuring rights for their children and I think that message would have been something that would have been very powerful for people like my parents.

Ms. CHU. Thank you. I yield back.

Mr. CLAY. Thank you, Congresswoman. Congresswoman Waters, you're recognized.

Ms. WATERS. Thank you very much. I would like to thank our witnesses for appearing here today, sharing with us your thoughts

about the census and sharing with us actual activities that you're involved in.

Ms. Montoya, you identified several sources of funding, mostly foundations. Do you get any funding from the U.S. Census Bureau at all?

Ms. MONTTOYA. MALDEF is prohibited or we have by our charter, as a nonprofit organization, we do not accept government funding at all at any level of government.

Ms. WATERS. How much have you organized in private foundation money?

Ms. MONTTOYA. About \$1.2 million.

Ms. WATERS. I beg your pardon?

Ms. MONTTOYA. \$1.2 million.

Ms. WATERS. So you're continuing some of the challenging areas that were identified today, some of those ZIP Codes, the ZIP Codes that you need to be paying attention to, how do you plan to up the activities, what does it take?

Ms. MONTTOYA. Well, we were out there today. Our census staff and volunteers, today was one of our national working days on the census and so we were in several of those ZIP Codes today with little armies of students and volunteers to go door to door, to knock on those doors to share that message. And again, I want to reiterate how important it is to have that face to face contact. It isn't so challenging once people understand the good that can come from the census, that it's safe, that it benefits your community in all of these many ways, and in some instances we tell people MALDEF will be there to protect you, if you are violated in any way.

Ms. WATERS. Do you screen your volunteers the way the U.S. Census Bureau screens volunteers?

Ms. MONTTOYA. No, we do not and I've taken complaints from various community groups throughout the State that are very distressed, and throughout the Nation actually, are very distressed about the conflict in what the Department of Justice evidently approves for a hiring process, and what the U.S. Census Bureau has restricted itself in terms of hiring. It's been very frustrating and very disappointing to people who thought they might have an opportunity to be helpful.

Ms. WATERS. Including volunteers and others to help do this work, have you run into the kind of problems that the Census Bureau, by the way that it acts, would have you believe that they have to work so hard to keep these bad people from being employed? Do you run into these bad people out there who we say "no way can we let you work with us." Is that a problem at all?

Ms. MONTTOYA. No, it hasn't been. We do a very intensive training. We provide everyone with the message points that they're to do.

Mr. CLAY. Ms. Montoya, can I ask you to speak directly into the mic, so we can get the recording?

Ms. MONTTOYA. Of course. So to answer your question, in short, no, we have not. We invite people to volunteer. We do not screen them in that manner. We do provide a training and we do a lot of role playing to make sure that they have the messaging right. We provide them with those message points and it's a very brief interaction, actually, that they're doing door to door and our Census Re-

gional Directors are on top of all of it as we go door to door canvassing.

Ms. WATERS. Thank you. Perhaps we can get you to train the U.S. Census Bureau on how to do this. They obviously do it differently.

Dr. Ross, thank you for allowing us to be in this beautiful space here and your participation—have you received any requests from other ethnic organizations to do the kind of work Ms. Montoya has been doing? Those were wonderful materials that were produced there. They are so appropriate for the outreach that they are doing. I haven't seen that in the Black community, in the Asian community. I haven't seen it anywhere. I've just seen it here.

Have you had any requests for assistance?

Dr. ROSS. In fact, Congresswoman, we've had more requests than we could handle. There's a group of actually 10 foundations in the State of California with about \$16 million in funds. We're funding over 200 organizations across the State. The majority of them, ethnic organizations, many of them African-American organizations, and we've got more requests than we can handle.

Ms. WATERS. Any from the NAACP? Someone was here today from the NAACP. Did they request funding?

Dr. ROSS. We did get a request from the State Chapter which we could not accommodate, but I think we're funding a local NAACP Chapter, but I can get back to you with exact funding on that. But I would say the following is at the stage that we're at now, using a comment that Mr. Cho might be familiar with, now that we have information about the specific information and data about the under counted ZIP Codes, we all need to go into work drive on those under counted ZIP Codes.

And actually, we've had good cooperation from the local Census Bureau representative, Mr. Jaime Christy, but if there are, in fact, resources available, Federal resources available, particularly to focus on those under counted areas, we can all get in one room with maps about these under counted areas, then perhaps we can target all these more assertively and strategically in combination with Federal dollars and see if we can get more bang for the buck. But we've had far more requests for funding these organizations than we've been able to handle.

And in fact, Congresswoman, as we've had budget planning for our budget last year, we didn't have any money set aside for census outreach because we didn't see it as the nature of our business. Our grantees are usually health centers and hospital and mental health providers and so now we find ourselves in the business of trying to make up for what State government has not been able to do. But I can tell you we've had far more requests than we have been able to handle.

Ms. WATERS. You're absolutely right, and as I said earlier today, the government should pay for this count and this is the responsibility, a constitutional responsibility of the government to pay for this count. However, for those foundations and organizations who take it upon themselves because they understand what it means in terms of resources to communities, we're very appreciative for that, very, very appreciative for doing this kind of work.

So Dr. Ross, since you've entered into it already, let me just say that for the communities for which I'm going to be working with the chairman and the Bureau to take a very, very close look at, in the Los Angeles area, we have a number of organizations in these areas, whether we're talking about—there were several ZIP Codes that they named today, but you have the Watts Gang Task Force and we will see what we can do looking at what kind of resources they have in government. We're going to look and see if you'd like to again align yourself with, but including seeing what you can do to help us out. Appreciate that.

Dr. ROSS. Be happy to.

Ms. WATERS. Thank you. Let me just say, someone was talking about young people assisting parents. It's a very effective way of working. As a matter of fact, what I think a lot of people are beginning to understand is it was a very effective operation in the Obama campaign with the older Jewish community in Florida. What they did was they asked the young people to go in and work with them and to talk with them about the issues and no one had really done that before. And sometimes, there was a matter of translation, but other times it was a matter of just understanding the issues a little bit better. And they created a whole data base and it worked wonderfully well.

Now what you said here today is right on, but you're not going to see that in a census media because again, what they do is not culturally sensitive. They act to reach out, but the ads were basically American ads that were translated, rather than being culturally sensitive language that everybody has been referring to here today.

How we get them to do that kind of work, I don't know. But it surely is missing and based on what we saw today, people are not going to open their door simply because it says be friendly and kind to your census taker. It just doesn't get it. So I'm hoping, Mr. Chairman, we can try one more time to see if in this last stage that we can get them to be more culturally sensitive with the dollars that may be available to help with this push.

Thank you very much, Mr. Chairman. I yield back.

Mr. CLAY. Thank you. Let me ask Dr. Ross, you know, California is home to 10 of the 50 counties in the Nation that have been identified as being the hardest to count. Can you tell us your outreach efforts in these 10 hardest to count counties? As a matter of fact, the census tract that we are situated in today where the California Endowment is located, had a mailback rate of 57 percent.

What kind of outreach efforts do you see being needed, to get as close as we can to a full count?

Dr. ROSS. The 200 organizations, the coalition of philanthropic organizations as identified across the State, represents a wide swath of African-American, Latino, Asian Pacific Islander-led organizations. So local, for example, it might be the community coalition or SCOPE or the California Alliance here in Los Angeles. These organizations that have worked in these communities, know these neighborhoods intimately, know the issues intimately and I think at this point what I would welcome and certainly would be in support of, we can work with the Foundation, but also with the Census Bureau on this is let's get a war room set up, let's get the

maps on the wall, let's get some numbers and data and targets up there and let's really make the next several months of this campaign to put the private sector funding in support with the community-based organization and advocacy organization leadership, organizations like MALDEF, like the NAACP, like Asian Pacific American Legal Center. And let's get all in one boat and each rowing in the same direction about how it is we're going to get those better numbers coming out of those ZIP Codes and out of those neighborhoods.

There are elements of that sort already underway, but I think we need to move with a sense of urgency and a sense of collaboration and a sense of real team work and hopefully, I think based on the folks we've been working with, folks are really able to do that and I think if the Census Bureau asserts that kind of leadership in this next phase, we'll be there in support. The private sector will be there in support, and the community-based organizations, the ethnic organizations, the trusted messages, and the trusted messengers, will all be in support. But I think the next several months are going to be absolutely critical.

Mr. CLAY. It seems like there has to be a buy in of the Census Bureau with the Regional Director really being the coordinator of this effort and an active participant that's directing these resources toward this effort.

Dr. ROSS. And we found that the Regional Coordinator has been responsive and has been supportive, but let's get a sense of urgency over these next several months.

Mr. CLAY. As you say at warp speed.

Ms. Montoya.

Ms. MONTOKA. If I may, I just passed along a DVD of the 8-minute informational instruction that we created that we're now going to transfer into the enumeration phase message. I'm not certain that they'll be able to play it, but just so that you get a contrast of how significantly different our own messaging is. I'm not certain that they'll be able to play it, but perhaps just a few seconds of it.

Mr. CLAY. We'll continue with the questions.

Mr. Cho, do you believe that government distrust still exists and hampers the ability to fully count the Asian community or do you attribute that to additional factors? What can we do to allay the fears? Just like you connected to young people in your testimony and showed how?

Mr. CHO. I'm not an expert, but yes, I do believe government mistrust is a problem. I know my father was a preacher for many years in Glendale, CA which is a few miles away. And he had a largely immigrant congregation. My experience was that whenever there were any issues with the congregant's legal problems, school problems, police problems, they would come to him first. Then they would respond. They would go to him for counsel, because they came from countries and communities where there was a less incentive trust with essential government, so that certainly is an attitude that needs to be combatted and to be dealt with, absolutely.

Mr. CLAY. Thank you. Are we ready for the video? No, you're not sure.

Representative Watson, you may ask.

Ms. WATSON. I have been informed that most of the clusters are in my District, the 33rd District. And I wanted to describe the boundaries of it so you'll be really clear. We go from 79th Street out south all the way up to that Hollywood sign and then we go all the way over to where the 134 and the 5 intersect at Riverside. And then we take in the University of Southern California and go on down.

It is the most diverse district in the State and maybe the most diverse in the country and there are certain kinds of cultural pockets that I don't know who you address. I have a big Armenian community up in Hollywood.

Mr. CLAY. Really?

Ms. WATSON. Oh yes, yes.

Mr. CLAY. We'll play it now.

Ms. WATSON. Just filling in time.

[Video was played.]

Ms. MONTROYA. That's just an example. You see how starkly different that is, but that resonates in our community because those are real people and those are the people that we've focused our efforts on, the hard to count Latino population. Yes, some of us live on pretty little streets like the commercial and that's perfectly fine, but we all answered right away. Now we're at the second layer, at the really hard to count population and that's who these folks represent.

Ms. WATERS. Will the gentleman yield?

Mr. CLAY. Yes.

Ms. WATERS. One of the things that I noticed about the Census Bureau was a 30-second ad. You don't hear about anything in 30 seconds. It's gone like that. And I noticed what you just showed us was longer than any 30 seconds and even though I did not understand all of the words, it sure looked good.

Ms. MONTROYA. Thank you. Well, we were also blessed to hire a two-time Emmy award winning international journalist, but thank you very much. It is an 8-minute—that's why we play it in waiting rooms across the country.

We also have the 30 second spots, but this is our 8 minute.

Mr. CLAY. Representative Watson.

Ms. WATSON. What I find is that with all of the languages that are spoken, the translation from one language, say Japanese to English is not always accurate, but there are words that are not translatable. The actions are. And so what we need to do is see that we have moneys, Mr. Chairman, into these various ethnic and these pockets and let them come up with what will reach them, you see.

You know, you look at scripts on TV and you'll see a Black person speaking. I say, "they would never speak this way in a certain place. Who's writing the scripts?" You know immediately. And so I think what is so catchy about this is that people on the streets are speaking to each other. And I think if we were to direct that money that's in reserve to a responsible organization like MALDEF in the Hispanic community, if we were to direct it to people who can then come up, write a little script, have people who look like them speaking, I think that would make a difference.

Ms. MONTROYA. Much agreed.

Mr. CLAY. Thank you so much. Let me wrap up this hearing, but thank the California Endowment for their hospitality. Let me also thank my colleagues who helped make this hearing what it was today, to help us heighten the awareness throughout this community and throughout this country and over the last year or two, they have tolerated me and put up with me in our persistence in getting to this. And what we will do is when we go back to Washington next week, we will draft a letter to Director Groves asking him to actually come together with groups here in this community and across America to bring those extra resources, to bring it to the regional level so that we can collaborate. Who better knows than those Regional Directors what are really needed. And we have to get this right. We have to get it right.

So let me conclude by saying thank you to this panel and thank you for your involvement in the census. We appreciate it. That concludes the hearing. Thank you.

[Whereupon, at 4:05 p.m., the subcommittee was adjourned.]

[The prepared statement of Hon. Diane E. Watson and additional information submitted for the hearing record follow:]

***Opening Statement
Of
Honorable Maxine Waters, D-35th CA
Information Policy, Census, and National Archives
Subcommittee
Of the
Oversight and Government Reform Committee
Field Hearing
Friday, April 30, 2010
1:00 p.m.
The Center for Healthy Communities
The California Endowment
1000 North Alameda Street
Los Angeles, California
“The 2010 Census: Participation of Hard to Count
Communities in Non-Response Follow-Up”***

Thank you, Mr. Chairman. I want to welcome you and my colleagues to Los Angeles and commend your subcommittee for its work on bringing to light critical challenges the Census Bureau has faced in its advertising campaign and outreach to hard-to-count communities. I was very disappointed to learn that the Census Bureau failed to credibly work with all local minority broadcasters and publications. Therefore, I look forward to hearing from our local officials with their perspectives on what the

Census must do to effectively engage Minority Communities and ensure that they are counted. I am also very anxious to follow-up with the Census Bureau and learn how they have addressed concerns that their Minority Advertising Campaign has been ineffective and inadequate.

The Census Bureau reports that slightly more than 72 percent of U.S. household believed to be occupied have already mailed back their Census forms. This is encouraging, based on the Census' participation rates during this time in 2000. However, in light of what was uncovered during this subcommittee's first hearing on the 2010 Census Advertising Campaign, I remain concerned that the African American and Latino Communities are at risk of being undercounted. Therefore, I hope to learn what steps the Census Bureau has taken to improve its outreach to minority communities in the no-response follow-up campaign.

In addition to working with local minority publications and media outlets, the Census must also consider employing the individuals who actually come from the hard-to-count communities they are targeting. It is critical that the Census employ a diverse workforce to count a diverse population with accuracy. Since I expected the Census to have a fair process for employing a diverse workforce, I was shocked to learn that just last week, thousands of African Americans, Latinos, and Native Americans filed a class action lawsuit in New York. In the lawsuit, the plaintiffs allege that they have been rejected for jobs by the U.S. Census Bureau during the federal

government's massive hiring campaign for this year's census because of systematic discrimination. This development is extremely alarming because these groups come from the communities most at risk of being undercounted.

The lawsuit alleges the Census Bureau screens out job applicants who have arrest records, regardless of whether the arrest led to an actual criminal conviction. Government records show that more than 70 million Americans have been arrested, but more than 35 percent of all those arrests never lead to prosecutions or convictions.

The lawsuit asserts that Census Bureau job applicants are flagged once their names are located in an FBI database, indicating a match with an arrest record. At that point, the Census Bureau requires all job applicants to produce official records from any criminal case that shows up on their record, within 30 days. However, the Census Bureau does not provide job applicants with copies of their FBI records, so they are unsure whether they are responding to the cases that Census Bureau has located. In addition, the official court documentation the Census Bureau requests may be impossible to locate because the records have been sealed, expunged – or simply lost or destroyed because they are decades old.

According to a New York Times article, the Census Bureau is vague about what makes someone ineligible. In Congressional testimony, the Census Bureau suggested that it excludes people who have been convicted of crimes

involving violence and dishonesty. However, the Census Bureau's website seems to say that applicants whose background checks turn up any arrest — no matter how trivial, distant in time, irrelevant to the job — receive a letter advising them that they can remain eligible only if they produce “official court documentation” bearing on the case within 30 days. Incredibly, the letter does not identify the alleged criminal activity. Applicants must prove eligibility, even if they don't know why they were flagged.

This all begs the question of how the Census Bureau can achieve its goal of reaching communities at risk of being undercounted — particularly people of color and immigrants — when it has established unnecessary barriers to achieving that goal.

Therefore, Mr. Chairman, I hope that the Census Bureau has come to Los Angeles today, fully prepared to address these and other concerns this committee may raise. The 2010 Census is very important, and we must do all we can to ensure that hard-to-count communities are engaged and participating in the process.

Thank you and I yield back the balance of my time.

EDOLPHUS TOWNS, NEW YORK,
CHAIRMAN

PAUL E. KANJORSKI, PENNSYLVANIA
CAROL HYUN KIM, NEW YORK
ELIJAH E. CUMMINGS, MARYLAND
LEWIS J. KUENEN, OHIO
JOHN F. TIERNEY, MASSACHUSETTS
WILLIAM LACY CLAY, MISSOURI
DANIEL E. WATSON, CALIFORNIA
STEPHEN F. LYNCH, MASSACHUSETTS
JAMES COOPER, TENNESSEE
CERARD E. CONNELLY, IOWA
ANNE GUNDEL, ILLINOIS
MARCY KAPLAN, OHIO
ELIZABETH HOLMES, NORTH
DISTRICT OF COLUMBIA
PATRICK J. KENNEDY, RHODE ISLAND
DANIEL K. DAVIS, ILLINOIS
CHRIS VAN HOLLEN, MARYLAND
HENRY CUELLAR, TEXAS
PAUL W. HOUSE, NEW HAMPSHIRE
CHRISTOPHER S. MURPHY, CONNECTICUT
PETER WELCH, VERMONT
BILL FOSTER, ALABAMA
JACQUE SPERTZ, CALIFORNIA
STEVE DREHBAUS, OHIO
JUDY CHU, CALIFORNIA

ONE HUNDRED ELEVENTH CONGRESS

Congress of the United States House of Representatives

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

2157 RAYBURN HOUSE OFFICE BUILDING

WASHINGTON, DC 20515-6143

MArch 2010 202-225-5051

FACsimile 202-225-4781

MObile 202-225-5074

www.oversight.house.gov

DARRELL E. ISSA, CALIFORNIA,
RANKED MEMBER

DAN BURTON, INDIANA
JOHN L. MICA, FLORIDA
MARK E. SOUDER, INDIANA
JOHN J. DUNCAN, JR., TENNESSEE
MICHAEL R. TURNER, OHIO
LYNN A. WESTMORELAND, GEORGIA
PATRICK T. McHENRY, NORTH CAROLINA
BRIAN P. BLUMHART, CALIFORNIA
JIM JORDAN, OHIO
JEFF FLAKE, ARIZONA
JEFF PORTER, MISSOURI
JASON CHAFFETZ, UTAH
ARON STOKES, ILLINOIS
BLAKE LUETKEMEYER, MISSOURI
ANN JOSEPH, CALIFORNIA

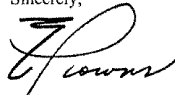
April 28, 2010

The Honorable William Lacy Clay
Chairman
Subcommittee on Information Policy, Census,
and National Archives
Committee on Oversight and Government Reform
Washington, DC 20515

Dear Chairman Clay:

Pursuant to Committee rule 3(b), I am temporarily assigning Representative Diane Watson to the Subcommittee on Information Policy, Census, and National Archives for the purpose of participating in the Subcommittee's April 30, 2010, field hearing in Los Angeles, CA.

Sincerely,


Edolphus Towns
Chairman

cc: The Honorable Darrell E. Issa
The Honorable Patrick McHenry
The Honorable Diane Watson