



CALIFORNIA COMPLETE COUNT

# Counting 2010 and Planning for 2020



# Contents

<b>Introduction</b>	<b>2</b>
<b>Strategic Overview</b>	<b>5</b>
<b>Leadership, Infrastructure &amp; the Staff Team</b>	<b>15</b>
<b>The State's Role</b>	<b>21</b>
<b>Reaching Target Audiences through Trusted Messengers</b>	<b>26</b>
<b>Recommended Timeline for the 2020 Outreach Effort</b>	<b>44</b>
<b>Analysis Inventory</b>	<b>46</b>
<b>Appendices</b>	<b>48</b>



“ The Census Final Report documents lessons learned and offers specific recommendations for the Census 2020 Effort. ”

— 2010 CALIFORNIA COMPLETE COUNT  
COMMITTEE STAFF

*The Honorable Edmund G. Brown, Jr.  
State Capitol, Suite 1173  
Sacramento, CA 95814*



**DEAR GOVERNOR BROWN:**

We are pleased to forward *California Complete Count: Counting 2010 and Planning for 2020, Final Report* and *Highlights* documents, submitted on behalf of the California Complete Count Committee and produced by the Center for Collaborative Policy at California State University, Sacramento. This *Highlights* document provides a high-level summary of the *Final Report*, which describes the efforts of the Committee, appointed in 2008 by then-Governor Schwarzenegger. The *Final Report* also identifies the many lessons learned and offers detailed recommendations for the Census 2020 effort, including an argument for a greater state investment in outreach than was applied to the 2010 efforts. Both the *Final Report* and this *Highlights* document are available at [www.californiacompletecount.org](http://www.californiacompletecount.org).

The California Complete Count Committee effort operated with a small budget of \$2 million, compared to \$24.7 million for the 2000 Census outreach, leaving the Committee to rely heavily on public-private partnerships to reach hard-to-count populations. The report finds that funding and staffing constraints contributed to the decline in California's Mail Participation Rate (MPR) from 2000 to 2010, even as MPRs increased elsewhere in the country. California was the only state of the five largest to experience a decline in its MPR. This reduction in mail participation implies an increase in undercounted populations because households that do not return the form by mail must be counted by the U.S. Census Bureau in person.

California is the largest and hardest to count state. Ten of the country's fifty hardest to count counties are in California – including Los Angeles, which is the single hardest to count county in the country. It is unclear exactly how many Californians were missed in the 2010 count, but the consequences are significant. Estimates based on the 2000 Census undercount assume that California lost over \$100 million per year for 10 years (between 2002 and 2012) in federal funding for only eight of the largest programs dependent on Census count data.

This report makes a strong argument that the return on investment to the state from Census outreach is high and that the state should commit more resources to the 2020 effort than were committed to the 2010 campaign.

Respectfully,

**BRIAN R. SALA, PH.D.**  
*Acting Director  
California Research Bureau  
California State Library*

**DITAS KATAGUE**  
*2010 Director  
California Complete Count  
Committee Staff*

## Introduction

The United States decennial Census data is used both for allocation of federal funding and grants to the states, and for reapportionment of congressional seats. The Census stakes are high; ensuring an accurate Census count is in the best interest of any state. California receives billions of dollars in federal funding every year to help administer many programs and services. For example, California received over \$4 billion in 2007 on basis of population count.

California's unique assets of size, density and diversity also present significant challenges for the state to achieve an accurate Census count. California's count, administered by the U.S. Census Bureau, improved greatly in 2000 when the state invested \$24 million and hired a sizable outreach staff to supplement the efforts of the federal agency. With this investment, the state achieved a Census Mail Response Rate (76 percent) that exceeded the national average (72 percent), going a long way in ensuring California receives its fair share of the federal funds and congressional representation.

Building on the success of the 2000 Census campaign, Governor Schwarzenegger and the California State Legislature earmarked funding for a similar effort for the state's 2010 Census Outreach effort known as the California Complete Count. Governor Schwarzenegger also appointed a diverse 52 member California Complete Count Committee to provide leadership and input on the statewide outreach effort. (See Appendix-2 for a roster of the Committee).

With the reality of an economic downturn and an unprecedented budget deficit in California funding allocated to the 2010 Census effort was significantly less than the 2000 Census budget. Instead the effort was given \$2 million and a staff of four full time employees to perform the duty of mobilizing the state of California to ensure their participation in the national Census. The drastically cut outreach budget in 2010 meant the effort



had to cut back its activities from the 2000 model, and thus it did not produce the same participation results. In 2010 California's mail participation rate was 73 percent, and was outpaced by the national participation rate of 74 percent.

### California Complete Count Effort 2010

With significantly less funding and staff capacity, the 2010 Census outreach effort targeted only the hardest to count Californians. The hard to count (HTC) are those least likely to respond to the Census questionnaire without specialized outreach and assistance.

Rather than trying to connect directly with people on the "grass-roots" level, the 2010 California Complete Count Committee Staff's effort focused on convening, coordinating and building the capacity of those embedded leaders in HTC communities to do direct outreach.

Community leaders have existing networks, relationships and trust established within their communities. While these leaders know how to connect with their community, they need support from the state in order to make these connections most effective. The U.S. Census Bureau also benefits from having support at the state level to assist them in their efforts statewide by making introductions and connecting them with other efforts and resources on the ground.

**HARDEST TO COUNT COUNTY IN THE NATION****LOS ANGELES****ESTIMATED LOSS ON JUST 8 FEDERAL PROGRAMS\***

\*Based on 2000 Census Data



“ Los Angeles missed out on an estimated \$650 million in federal funding between 2002 and 2012. ”

— PRICEWATERHOUSECOOPERS

**Purpose of this Report**

The 2010 California Complete Count was an outreach effort to include the hardest to count Californians in the Census numbers. The state’s efforts focused on convening partners, coordinating outreach endeavors throughout the state, building the capacity of those on the ground to do direct outreach, and advocating to the federal government on the behalf of California. The effort intentionally focused resources on strategies that would deliver the best return on investment in terms of raising the likelihood of those least likely to respond to the Census questionnaire.

With limited staff and resources, this effort and thus this report does not make conclusions or findings based on the 2010 Census data; the recommendations outlined in this report are focused on how the state can construct a comprehensive and effective outreach effort for the 2020 Census.

This report was written to:

1. Document the state’s California Complete Count Committee’s outreach efforts in 2010. Examples of outreach activities and approaches undertaken in 2010 are shared in order to inform future outreach efforts.
2. Convey the lessons learned based on feedback from partners across the state. Where appropriate, this report outlines lessons learned regarding outreach approaches and documents the missed opportunities or less successful approaches of the 2010 effort.
3. Make recommendations for the 2020 Census effort. This report focuses on looking forward to Census 2020. A significant investment in state funding was made in 2000 which established many best practices leveraged in 2010. The 2020 effort must be built upon the experiences of the state’s 2000 and 2010 Census outreach efforts.



## Methodology

This report was compiled and written by the Center for Collaborative Policy (Center), California State University, Sacramento. The Center assisted the California Complete Count Committee Staff (California CCC Staff) throughout the Census effort with planning and other communication and outreach planning. With direction from California CCC Staff, the Center wrote the two previous reports on behalf of the California Complete Count Committee, including the Interim Report to the Governor in November 2009, and the Process Report to the Governor in November 2010.

The California CCC Staff was employed at the Governor's Office only through May 2010. With no staff in place, the Center was asked to research and write this *Final Report*.

However, this report was written with significant direction and input from the California CCC Staff as well as the California Complete Count Committee Members and other partners. The Center held a session with the California CCC Staff in May 2010 to capture initial feedback and lessons learned. The Center also held two work sessions with California CCC Staff in May and June 2011 to review the recommendations collected from various sources during the May 2010 to April 2011 time period. California CCC Staff reviewed and provided feedbacks on all drafts of this *Final Report*.

To collect more information, the Center conducted 25 interviews with a broad group of Census 2010 outreach partners to obtain feedback on the state's efforts. The Center spoke with California Complete Count Committee Members, the U.S. Census Bureau representatives from the Los Angeles and Seattle regions, the funded counties, and nonprofits and foundations. These partners provided in depth feedback, which was compiled and included in this report as lessons learned and recommendations. (See the list of interviewees included in Appendix-7)

## ORGANIZATION OF REPORT

This report focuses on five main sections:

- 1 Strategic Overview, which outlines the high stakes of the 2010 Census effort and the challenges the state faced and comparisons to the 2000 Census campaign. This section introduces the overall outreach approach taken by the California CCC and outlines the initial results of the 2010 Census count in California.
- 2 California Complete Count: The Committee, the Infrastructure and the Team section reviews the leadership and the role of the 2010 California Complete Count Committee, the state agency infrastructure that supported the effort, and describes the staff structure and resources. This section outlines the lessons learned and makes recommendations on leadership and structure for the 2020 Census campaign.
- 3 State's Role section explains the state's approach for the 2010 effort and the types of activities undertaken with limited resources and staff. This section shares example of how the staff convened partners, coordinated with the U.S. Census Bureau, helped build the capacity of outreach by providing tools, and advocated federally on behalf of the state. This section outlines the lessons learned and makes recommendations on the role the state should play in Census outreach in the future.
- 4 Reaching Target Audiences through Trusted Messengers section highlights the details of the outreach approach in terms of the communications tools utilized as well as the sector outreach undertaken to reach the hard to count. This section outlines the lessons learned and makes recommendations for each specific sector on ways to improve the success of such efforts in 2020.
- 5 Timeline for 2020 outlines the specific actions and recommendations based on a yearly timeline. This timeline serves as a roll out plan for the 2020 Census effort.

The last section of this report is a brief *Analysis Inventory* which provides some examples of analyses currently being done on California's 2010 Census results. Many organizations will analyze the data in the future and make conclusions that will be helpful for the Census 2020 effort. This section will provide some examples of available studies when this report was written, however, much is still being studied, and thus what is included is not an exhaustive list.

# Strategic Overview

## At Stake in Census 2010

The U.S. Census population count is a fundamental part of our nation's identity and historical legacy. Everyone counts, they count equally, no matter where they live, where they came from, or how much money they have.

The count is used in allocating federal program funds to states, counties and cities as well as reapportioning of the U.S. House of Representatives and redistricting political jurisdictions at all levels of government. Achieving an accurate Census count in California provides the state with its fair share of both federal funding and national representation.

## FEDERAL DOLLARS

A significant amount of federal funds transferred to the states is determined on the basis of population and/or income levels derived from the decennial Census.

These federal funds pay for many vital services and investments in state infrastructure. According to the U.S. Census Bureau Report: "Uses of Population and Income Statistics in Federal Funds Distribution - With a Focus on Census Bureau Data," ten of the largest federal grant programs use population and/or income data as the foundation for making allocations.

Examples of the program funding at stake are included in the following table outlining California's allocations from federal programs in 2007 based on population and income. (2007 is the most recent year for which allocation data is easily available.) Funding for all these programs is based, in full or in part, on information collected in the Census, as population counts are used to determine the amount of funding California receives from many federal assistance programs. It is not only education and health and human service programs that are allocated based on



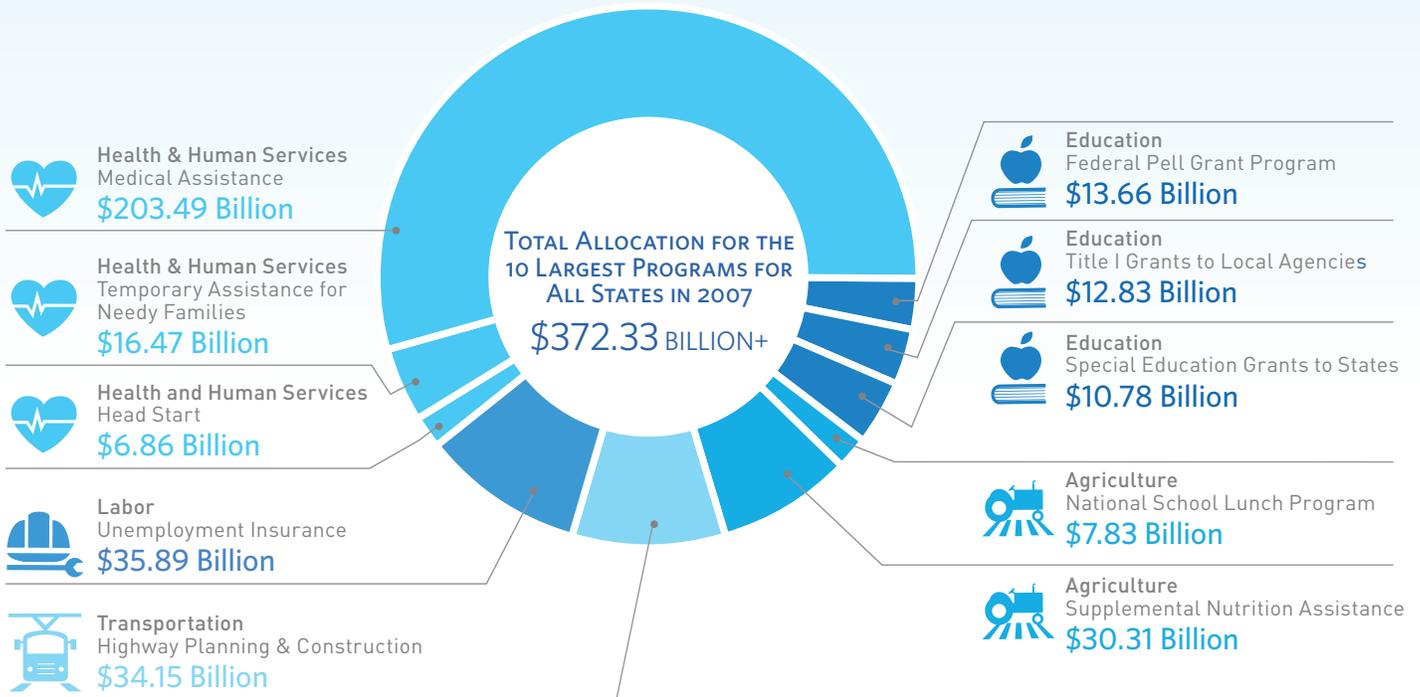
Census data, but services such as transportation and highway planning as well. Graphic-1 outlines the programs that rely on Census data and the amount of funding California received in 2007 based in part or in whole on the 2000 Census results.

Please note that the 2010 Census questionnaire was a short form, eliminating questions on important determinants such as annual income from the long form used in previous Census counts such as 2000. It is not clear yet the total amount of program funding or the number of programs that are affected by the 2010 Census results due to this change in the format of the questionnaire. However, any program that uses population as a determinate will continue to use the Census results. Other metrics will be derived from the American Communities Survey.

To demonstrate the amount of funding at stake, PriceWaterHouseCoopers estimated, in a report to Congress on the effects of the Census 2000 undercount, that California lost an estimated \$1.5 billion on only eight federal programs that used Census as the basis for allocation (these programs include

### Graphic 1: The Ten Largest Federal Grant Programs That Allocate Funds Based on Census Count/Data

The following is based on a U.S. Census Bureau Report: “Uses of Population and Income Statistics in Federal Funds Distribution – With a Focus on Census Bureau Data” which examined 2007 U.S. Catalog of Federal Domestic Assistance data. The total allocation based on Census Count/Data for all states in 2007 was \$446.44 billion plus.



Medicare, Child Care and Development Block Grants, Foster Care, Rehabilitation Services Basic Support, Social Services Block Grants, Adoption Assistance, and Vocational Educational Basic Grants). This report also reveals that Los Angeles County took the largest loss nationally as it missed out on an estimated \$650 million in federal funding between 2002 and 2012. PriceWaterHouseCoopers report only looked at a limited amount of programs; therefore the true loss in funding is much higher considering many more programs rely in part or in whole on Census-based data.

With the ongoing state budget deficit in 2010, local governments in California had been experiencing yearly direct cuts in state support. Additionally, in Fiscal Years 2010 and 2011, the state began to shift significant program responsibilities to counties. These factors made local governments’ eligibility for receiving federal grants and support more important than ever. A city or county’s total population and demographics directly impacts qualification for certain federal programs supporting education, health and human services, labor, transportation, and agriculture.

### REPRESENTATION

The Census provides the population count for apportionment of the U.S. House of Representatives and the subsequent redistricting of legislative bodies in the state and local city and county elected entities. In preparation for the 2010 Census, the state faced the possible loss of a congressional seat based on the projected undercount by the U.S. Census Bureau. If California had lost Congressional representation, it would have been the first time since California became a state. Fortunately, based on the outcome of the 2010 Census, California retained the size of its Congressional delegation

### The Challenge for a Complete Count in Census 2010

With each decennial Census, California faces many inherent challenges in accurately counting its population. Indeed, California’s unique assets, diversity, density and sheer size, present hurdles to achieving a complete count.

The U.S. Census Bureau operates from Census tracts which are small, relatively permanent statistical subdivisions of a county. Census tracts usually have between 2,500 and 8,000 persons and, when first delineated, are designed to be homogeneous with respect to population characteristics, economic status, and living conditions. Census tracts do not cross county boundaries. The spatial size of Census tracts varies widely depending on population density. Census tract boundaries are delineated with the intention of being maintained over a long period of time so that statistical comparisons can be made from Census to Census.

A Census tract is deemed HTC by the U.S. Census Bureau based on a range of housing, demographic, and socioeconomic variables that are correlated with the non-response and undercounting from the previous Census. A Census tract is then given a HTC score based on these variables, indicating the difficulty in terms of enumeration or counting. (See Table-1 for details).

For the 2000 Census, the analysis was done based on the 1990 Census tracts. There were 5,858 tracts in California in the 1990 Census. A HTC score was calculated for 5,474 tracts and 991 or 18.1 percent had a score of 70 or higher. For the 2010 Census, there are 8,057 Census tracts for California. This will be the basis for the 2020 HTC calculation.

California's size and diversity is unlike any other state. According to the California Department of Finance, California has 20.5 percent of its population living in HTC Census tracts. California has 10 of the top 50 HTC counties in the nation. A total of the HTC population in these 10 counties alone totals an estimated 8.4 million people, the approximate population of the state of New Jersey (the 11th most populous state). Another example, Los Angeles county, which is larger than 42 states, is considered the hardest to count county in the country.

The state faced two additional difficulties in 2010 — the economic downturn and rise of immigrant fears in participating in the Census.

## ECONOMY

The mortgage crisis and high unemployment in 2010 added challenges to reaching HTC areas. For families facing foreclosure or unemployment, the Census seemed inconsequential. Moreover, as families lost their jobs and homes they relocated, sometimes into temporary housing, sometimes outside of California, making counting California's population more challenging.

In addition to the nation's economic downturn prior to the Census, California faced an unprecedented state budget crisis. California's budget deficit limited the resources available for the 2010 Census effort. Facing pressures to make cuts the state allocated only \$2 million for the effort. Adding to the difficulties, a state government hiring freeze, 2010 staff had to be borrowed from other state agencies.

## IMMIGRANT FEARS

According to a Grantmakers Concerned with Immigrants and Refugees' (GCIR) report, 25 percent of the nation's undocumented population lives in California. Undocumented immigrants are among the hardest to count populations in California.

In 2010, the Latino Clergy Association advocated a Census boycott, identified as the Latino Census Boycott to create pressure for immigration reform by excluding the large number of undocumented residents living and working in the U.S.

The April 2010 passage of Arizona's State Law (Senate Bill 1070) related to the enforcement of federal immigration laws, also contributed to resident's hesitancy to respond to the Census count. The Arizona law created fear among California's undocumented residents about interact with government workers, including Census enumerators. This concern made it all the more important for the state and their partners to inform residents that participation in the Census is safe and confidential.

## Comparisons to 2000 Census

The Census 2010 effort focused on leveraging the best practices identified in the 2000 campaign. However, with significantly less in funding and staff resources, the 2010 effort narrowed the scope of their effort to focus on strategies that would have the greatest impact on the HTC.

## CENSUS 2000

In preparing for Census 2000, California recognized that the 1990 Census estimated an undercount of nearly 2.7 percent (approximately 840,000 Californians), equating to over \$2 billion lost in federal funds annually. To avoid repeating such an undercount, Governor Gray Davis identified the Census as a priority. The 2000 Census "California, You Count!" campaign was well financed with \$24.7 million in state funding.

The 2000 Census campaign focused on populations that had been undercounted in 1990. The approach was designed to complement and supplement the efforts of the U.S. Census



Bureau in the state. It developed and implemented innovative “grassroots” outreach approaches, concentrating on making a high number of direct contacts in HTC tracts. This campaign resulted in a Census questionnaire return rate of 70 percent, exceeding the national average in 2000 of 67 percent.

The campaign was launched December 1, 1999, only five months before Census Day (April 1st, 2000). Governor Davis established the California Complete Count Committee and appointed the secretary of Business, Transportation and Housing (BTH) Agency as the chair of this Committee. The 2000 campaign had the support of the Governor’s Office and Committee as well as a large state agency.

The 2000 California campaign hired a diverse, multi-talented, multi-lingual team of 55 individuals. Staff members combined their various experiences in the private, public and community services sectors. The campaign had offices in Los Angeles, San Diego, the San Francisco Bay Area, Sacramento, and Fresno. Nearly half of the staff worked out of the Los Angeles office - while the Sacramento office managed the administrative duties necessary to carry out the campaign.

## CENSUS 2010

Resources for the state’s 2010 Census effort were significantly less than the 2000 allocation. Affected by the state budget crisis, the total 2010 Census budget was \$2 million, nearly \$23 million less than what was budgeted for the 2000 campaign.

In 2008, Governor Schwarzenegger and the Legislature earmarked the \$2 million for Census outreach, and allocated it to the Governor’s Office of Planning and Research (OPR). In June 2009, the Governor appointed the diverse 2 member California Complete Count Committee (California CCC) to ensure a complete count in the 2010 Census. A Director, with experience as a Deputy Director during the 2000 campaign, was appointed to head the 2010 California CCC Staff. Additional staff was borrowed from other state agencies and departments, totaling four full-time and one part-time staff members. Staff worked solely out of OPR’s Sacramento office.

The 2010 effort had three important advantages over the 2000 campaign. The 2010 effort began nearly one year before Census day, giving the team seven more months to plan than the 2000 campaign. In addition, the 2010 effort was able to build upon the foundation and best practices established in the 2000 campaign. Finally, private foundations involved in the successful Census 2000 efforts committed over \$13 million of their own funding to implement Census 2010 outreach efforts.

With significantly less funding available and a limited staff, the 2010 Census effort had to immediately create its own unique and narrowed focus.

## 2010 Strategic Outreach Approach

While the successful 2000 campaign focused on high numbers of direct contacts with the HTC tracts, the 2010 effort narrowed the scope to high quality contact with representatives of HTC communities. The state’s Census 2010 effort was defined by leveraging partnerships and resources. Staff identified approaches to help build the capacity of the partners to conduct their own outreach. Staff coordinated efforts statewide through communication and information sharing.

Similar to the 2000 campaign, the 2010 effort strived to engage those that are hardest to count in California. With its narrower focus, the 2010 effort had to assume that those most likely to respond to the Census questionnaire would be reached by the U.S. Census Bureau’s media campaign or other forms of outreach. The state had to focus on those least likely to respond.

The U.S. Census Bureau has done considerable research to define populations that are least likely to return Census questionnaires. According to the Funder Census Initiative (2009), since 1940, scientific evaluations have confirmed that the Census misses higher proportions of racial and ethnic minorities, low income households, and young children than other population segments (such as non-Hispanic whites, affluent households, and older Americans).

## TARGET AUDIENCES

The U.S. Census Bureau considers population density levels and a list of population co-characteristics to determine if a Census tract is considered HTC. (See Table-1.) The higher percentage a tract has of these characteristics, the harder the area is to count and the less likely those living in the area are to return their Census questionnaires without specialized outreach or assistance.

Table 1: How the U.S. Census Bureau Defines the Hard to Count (following is from the U.S. Census Bureau)

HTC Tracts are based on the following:

- Percentage of immigrants and the foreign born
- Percentage of linguistically isolated individuals (non-English speaking individuals over 14 years of age within households)
- Percentage of non-two parent households
- Percentage of persons who are not high school graduates
- Percentage of persons who are unemployed
- Percentage of number of vacant housing units in an area
- Percentage of specific ethnic and minority populations
- Percentage of renters and children
- Percentage of densely populated communities with multi-unit housing, public assistance characteristics
- Percentage of American Indians living on tribal lands

The HTC score was calculated for Census tracts in the following way:

1. Each one of the 12 variables listed above was sorted across geographic areas from high to low (e.g. sort tracts from the highest percent poverty to the lowest).
2. Each variable was re-coded: Scores (0 to 11) were assigned to each variable for each tract. The highest values of a particular variable were recoded as 11, down to the lowest values which were re-coded as a 0 (e.g. values of 11 are given to tracts with the highest poverty rates, over 44.3%, and values of 0 are given to tracts below the national poverty median of 9.9% in 2000).
3. The scores (0-11) assigned to each of the 12 variables are summed to form a composite HTC score for the tract. For any one variable, the HTC score can range from 0 to 132. A tract with the highest values (=11) for all 12 variables would have a score of 132 (11 x 12 = 132).

HTC Californians disproportionately include the poor. Thus, communities that depend most on federal grant programs (such as Title I schools) are often the same communities that are undercounted in the Census. In this example, undercounting the community, and especially the number of children who live in the community, will result in the Title I school receiving less funding than it is entitled to, contributing to larger class sizes and less materials for students. Undercounting the poor also distorts all of California's Census information relating to lower income individuals and families.

### STRATEGY FOR REACHING THE HTC TARGET AUDIENCES

Given the HTC focus for the 2010 effort, California CCC Staff implemented an outreach strategy focusing on the following three aspects:

- Engage trusted messengers and grass-tops leaders
- Use micro targeted media
- Properly place and staff local Census assistance centers
- Focus on Sector Outreach
- Allocate Funding to Local Governments for Director Outreach

### Engage Trusted Messengers and Grass Tops Leaders

The 2000 campaign was able to engage in "grass roots" outreach through direct contacts with residents and communities. With more time but fewer resources, the 2010 effort strived to engage "grass-tops leaders" and "trusted messengers."

Trusted messengers are people the HTC consider credible and reliable sources. Usually, a trusted messenger is someone the HTC can identify with, someone like themselves. Trusted messengers have existing relationships with the HTC and they have earned credibility in the community. A trusted messenger understands their community and knows what messages will resonate.

Grass-tops leaders have networks that can be leveraged; they are connected with the people in their communities. Grass-tops leaders are embedded in their communities; they may be directors of community based organizations (CBOs), or preachers at local churches. They can also be local government representatives, or school officials. Many times grass-tops leaders are trusted messengers; sometimes they are not. Grass-tops leaders are expected to identify the appropriate trusted messengers in the community to reach the HTC. The 2010 effort concentrated on

“ Although the U.S. Census Bureau did hire from the community to staff their QACs, 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 CBOs 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...So while we applaud the commitment from the Bureau, this Committee should recognize that, until the U.S. Census Bureau has the legal standing and authority to directly invest in state/local governments and CBOs, the taxpayer will not receive the greatest return possible on the dollars invested. ”

— **MONA PASQUIL**

*California's Former Acting Lieutenant Governor speaking to the Information Policy, Census, and National Archives Subcommittee of the U.S. House of Representatives Oversight and Government Reform Committee meeting on April 30th, 2010.*

convening and connecting grass-tops leaders, and encouraging them to work with the trusted messengers in their communities.

It was important that the HTC communities had accurate Census information, which is why the 2010 California CCC Staff focused on building the capacity of the trusted messengers and grass-tops leaders to do outreach. The effort provided California-specific tools, templates and other materials that could be easily modified and used to educate and mobilize communities.

### Use Micro-Targeted Media

An important lesson learned during the 2000 Census campaign is that local advertising is much more effective if the content is locally created. Very similar to the trusted messenger concept, local advertising needs to resonate with the target audience; content should be familiar and should remind people of their own story.

The 2000 campaign was able to directly supplement the U.S. Census Bureau's media buys in the state with a \$9 million investment in local buys. Lacking the funding to make direct buys, the 2010 effort advocated that the U.S. Census Bureau make local media buys. The U.S. Census Bureau allocated 51 percent of their national paid media campaign for local,

in-language media buys. However, the content was for a generic national audience rather than California-specific one. In a state as large and diverse as California, even if content was developed in San Francisco, it may not resonate with audiences in other cities like Los Angeles and especially not with rural audiences in Inyo, for example.

This created a gap that the 2010 California CCC Members and Staff had to address.

### Properly Place and Staff Local Assistance Centers

In 2000, the campaign directly funded CBOs to do outreach in HTC communities. One of the main ways this was achieved was through establishing local Questionnaire Assistance Centers (QACs). QACs are physical spaces set up in the community that provide a local venue for educating, motivating and involving community members in the Census. QACs provide assistance with completing Census forms, answering community member's questions, and providing in-language materials and replacement forms for those needing them.

The 2000 campaign allocated nearly \$5 million towards funding local CBOs to run QACs in their communities; resulting in a total of



1,066 QACs both stationary and mobile centers directly funded by the state effort. Using the trusted messenger concept, the QACs were staffed by volunteer members of the community, creating a safe and welcoming place for residents to get assistance with their Census questions and concerns. Having this effort coordinated and funded by the state was extremely effective.

As funding was not available to duplicate this effort in 2010 under the state direction, California CCC Staff successfully advocated that the U.S. Census Bureau increase their grassroots outreach component. They did so by nearly quadrupling the staff in Los Angeles and by tenfold in northern California. The U.S. Census Bureau also hired local community members to staff their QACs. In 2010, the U.S. Census Bureau opened 4,200 QACs statewide, with 2,850 in Southern California and 1,257 in Northern California.

While the QACs were administered by the U.S. Census Bureau in 2010, the California CCC Staff assisted the U.S. Census Bureau in coordinating with partners and grass top leaders throughout the state to help the federal agency determine the proper placement and staffing for QACs.

### Focus on Sector Outreach

The California CCC organized much of its HTC outreach through a sector approach. This approach focused on working with organizations in sectors that intersect with target HTC populations. Where possible, the California CCC effort coordinated with and leveraged the U.S. Census Bureau's outreach to sectors. California filled gaps rather than duplicated efforts.

The California CCC focused on the following sectors: state agencies, local and regional government, elected officials, K-12 schools and higher education, private sector businesses, and foundations and nonprofits. The 2010 effort was not able to focus on other important sectors due to resource limitations. However, these are important sector to engage when targeting HTC populations: unions, corporations, early education programs (ages 0-5), faith-based organizations, disabled communities, and homeless community.

The "Reaching Target Audiences through Trusted Messengers" section of this report focuses on the sector outreach conducted for the 2010 effort as well as documents the lessons learned, and recommendations for Census 2020.

### Allocate Funding to Local Government for Direct Outreach

Based on the demonstrated effectiveness of the grassroots outreach in 2000, the 2010 effort committed half of its \$2 million budget to directly fund county local outreach programs. The state offered funding to the top 13 hardest to count counties, each receiving a proportion of the funding based on the percent of HTC populations in their county. These 13 counties captured nearly 80 percent of the state's HTC Census tracks.

The funded counties were required to submit plans including budgets outlining spending strategies. The California CCC Staff required that funding went toward supplementing the U.S. Census Bureau's outreach strategies discussed above. For example, funded counties were required to make local investments in HTC outreach through ethnic media buys. Funded counties were expected to implement the best practices of the 2000 campaign, such as sponsoring QACs, distributing materials, creating locally created advertisements, and partnering with CBOs and grass-tops leaders.

Two of the selected HTC counties (San Diego and San Joaquin) did not apply for the state funding. This funding was then redirected to New American Media, an ethnic media association that assisted in creating localized content for distribution throughout the state to reach many of the target audiences.

Funding county outreach efforts and New American Media were the primary way California addressed the gap in the U.S. Census Bureau's local media campaign.

## Results

On December 21st, 2010 the U.S. Census Bureau announced and delivered the final population and apportionment counts for all the states to the President. The resident population of the United States on April 1, 2010, was 308,745,538. California was the most populated state with a population of 37,253,956. California had a 10 percent growth rate since 2000, exceeding the national average.

### WHAT THE PARTICIPATION RATE MEANS

The Mail Participation Rate (MPR) is the percentage of forms mailed back by households that receive them. The MPR was a new measure developed for 2010, although the U.S. Census Bureau was able to go back and determine the MPR for the 2000 Census to allow for comparisons. With higher rates of vacant housing due to foreclosures in 2010, the U.S. Census Bureau's began excluding households whose forms were returned by the U.S. Postal Service as "undeliverable," strongly suggesting the house was vacant. The previous measure used to convey the 2000 Census results was the Mail-back Response Rate (MRR), which included all questionnaires sent to physical addresses whether they were received or not.

The MPR includes all Census forms returned by mail until October 2010. The MPR does not include any information that is collected from the door-to-door enumeration. For those who do not return their questionnaire by mail by the April 1 deadline, the Census Bureau enumerators are deployed as part of the Non-Response Follow Up (NRFU) to interview people and record their information for the count. The information collected as part of the NRFU operations is never counted toward the MPR percent. However, the count collected by the door-to-door enumeration is added to the count collected by mail to make-up California's total Census Count or official population.

Of course not everyone is counted in the Census. Many people are missed completely in the count; they are known as the undercount. The U.S. Census Bureau considers the MPR to be the most accurate count because it is self-reported. When residents cannot be reached or interviewed during the door-to-door enumeration, U.S. Census Bureau staff have to make estimates on how many people live at the residence based on assumptions and averages. These estimates can contribute to the undercount.

Not only is the MPR more accurate, it also saves the government money. According to the U.S. Census Bureau, for each percentage

point increase in the national Census MPR, the estimated amount of taxpayer money the Census Bureau saves by not having to deploy door-to-door enumeration efforts to non-responding households is \$85 million.

### THE 2010 MPR

The 2010 national MPR was 74 percent, which is two percent higher than in Census 2000 (72 percent). In California, the final MPR for Census 2010 is 73 percent, a ranking of 28th among all states and the District of Columbia. This rate is three percentage points lower than California's rate for the 2000 Census, which was 76 percent. The results for Census 2010 show while the nation improved, California's rate declined.

Table 2: Census 1990, 2000, and 2010 at a Glance

Census Year	1990	2000	2010
CA MRR	65%	70%	N/A*
CA MPR	N/A *	76%	73%
Versus Previous Census	N/A	+5% (MRR)	-3% (MPR)
State Budget	N/A **	\$24M	\$2M
National MPR	N/A	72%	74%

(Source: U.S. Census Bureau)

\* There is no MPR figure for the 1990 Census and no MRR figure for the 2010 Census.

\*\* There was no official state Census outreach effort in 1990; therefore, a budget figure is not available.

### WHAT THE LOSS IN MPR MEANS

Although a loss of 3 percent in MPR may seem small consider this: according to the Brookings Institution<sup>1</sup>, California's per capita census-based allocation in 2007 ranked 35th among other states, with spending at \$1,145 per person. It is worth noting that this ranking came after California outpaced the nation in their Census 2000 count.

Since undercount affects the amount of census-based funding California receives from the federal government, this data raises two important questions:

- Had more Californians been counted in Census 2000 what would California's per capita allocation have been?
- More importantly, what will California's rank be after federal funding is adjusted based on the Census 2010 count, since in 2010 California was outpaced by the nation?

<sup>1</sup> The Brookings Institution. 2009. Federal and Domestic Assistance on the Basis of the Decennial Census, U.S. and States, FY 2007. Based on the Catalog of Federal Domestic Assistance.

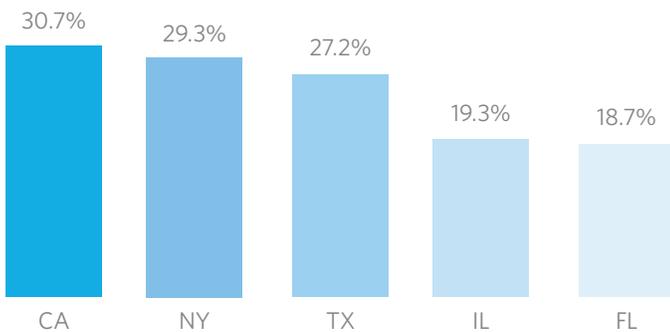
**Table 3: Comparing California to the Other Largest States**

State	2000 MPR	2010 MPR	MPR Change
California	76%	73%	-3%
Texas	70%	71%	1%
New York	69%	69%	0%
Florida	71%	74%	3%
Illinois	76%	76%	0%

(Source: U.S. Census Bureau)

Additionally, it is worth noting that California has the largest HTC area out of the five largest states, (as can be seen in Table-4 below). Nearly one-third of California’s population live in HTC Census tracts, which creates conditions that require significant saturation of outreach in order to produce results. Outreach at that level requires targeted investment of dollars that would enable a campaign to achieve the desired outcomes.

**Table 4: Compares the hard to count areas of the five largest states.**



(Source: U.S. Census Bureau via the California Department of Finance)

**THE STATE FUNDED COUNTIES COUNT IN 2010**

The 2010 participation rates in the state-funded HTC counties demonstrate the limitations of the Census 2010 state outreach effort. Due to limited resources and staff in 2010, the state was unable to duplicate the grassroots effort proven successful in 2000. The effects of this were felt at the county level. The state-funded county’s participation rates fell in 2010 compared 2000 (Table 5), in all but one county, San Francisco, which was one of the only counties able to secure local funding for its outreach effort. San Francisco followed the best practices of the 2000 outreach effort, including grassroots Community Based Organizations (CBOs) outreach, and had more time to mobilize its partners. The San Francisco example shows the importance that organized outreach plays in maintaining (if not improving) California’s participation rate.

**Table 5: The Hardest to Count Counties’ MPRs (‘00 and ‘10)**

County	2000 MPR	2010 MPR	2010 vs. 2000
Alameda	76%	74%	-2%
Contra Costa	79%	76%	-3%
Fresno	75%	73%	-2%
Kern	73%	72%	-1%
Los Angeles	75%	73%	-2%
Orange	80%	75%	-5%
Riverside	73%	70%	-3%
Sacramento	77%	75%	-2%
San Bernardino	75%	71%	-4%
San Diego	78%	72%	-6%
San Francisco	72%	72%	0%
San Joaquin	76%	72%	-4%
Santa Clara	79%	77%	-2%

(Source: U.S. Census Bureau as of March 2012)

**OUTSTANDING QUESTIONS**

Although the 2010 Census count is now completed, many unanswered questions remain. Finding answers will be critical for developing an effective outreach strategy for the 2020 Census.

- The most important question is what does the drop in California’s MPR mean?
- How many people were missed in California’s count?
- What does the undercount mean in terms of a lost federal funding?
- How close did California come to gaining an additional seat in the U.S. House of Representatives? If a larger percentage of the undercounted population had been counted, would California have gained a seat?

## THE 2010 UNDERCOUNT

The question of undercount will be officially answered by the U.S. Census Bureau, which determines the official accuracy of the Census through a post-enumeration survey called the Census Coverage Measurement (CCM). This survey estimates the accuracy based on undercount (persons missed or not counted) and over count (persons doubled or over counted). These findings will be released a few years after the Census year enumeration.

The information regarding undercount is extremely useful to the state and the local entities. In preparation for 2010, the California Department of Finance, Demographic Research Unit compiled a detailed handbook of information for each county in California. These handbooks included 2000 undercount data, 2000 MRR, 2000 HTC scores as well as more recent information on county race and ethnic distributions, language spoken and HTC populations. These handbooks were provided to help local government target their limited resources to locate HTC populations, and plan their Census outreach activities.

## IMPACTS OF THE UNDERCOUNT

A government body does not officially address the potential financial and representation impacts from the Census undercount. Typically, after the undercount estimates are released, think tanks (national and state, private and non-profits) estimate the amount of federal funding that states with high undercounts, such as California, lose. As mentioned earlier, PriceWaterHouseCoopers provided a report to Congress about the impacts of the 2000 Census undercount. There is no guarantee that anyone will answer the questions about the 2010 funding and representation impacts. Both California's undercount estimates and estimates of financial and representation impacts due to the undercount will be vital information for the 2020 Census effort to analyze.

## Conclusion

The 2000 Census results demonstrate the value of a state-coordinated Census effort; the 2010 results demonstrate the need to invest state funding in outreach coordination.

The state made a sizable investment in 2000, which allowed California to build an effective outreach strategy. In 2000 the state faced a projected loss of \$5 billion, which motivated the Legislature and the Governor's Office to invest \$24.7 million in Census outreach. This investment resulted in an improved Census participation rate, which outpaced the national participation rate,

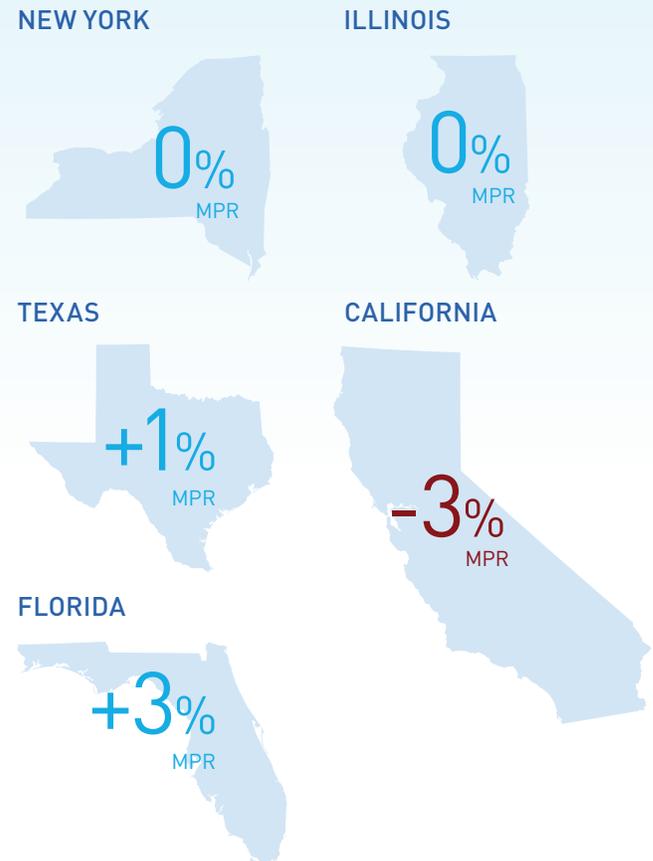
allowing the state to collect more in federal funding. The return on a Census outreach investment is significant, as counting more people directly correlates to more federal funding for California.

The Census can substantially bolster the state's resources. It is not an obligation, but an opportunity. California has this opportunity every ten years to obtain more funding for the vital programs Californians depend on, and potentially to gain representation in Washington D.C.

To achieve these goals and to treat the Census as the opportunity that it is, the effort must be adequately funded, adequately staffed, and given an adequate amount of time to do the necessary work. These measures, combined with an effort that builds upon the best practices from 2000 and the recommendations put forth from this 2010, will result in a Census 2020 effort that is organized, competent and effective.

**Graphic 5: Change in MPR Rates Between 2000 and 2010 (Details in Table 2)**

*(Source: U.S. Census Bureau)*



# Leadership, Infrastructure & the Staff Team

## Leadership

### CALIFORNIA COMPLETE COUNT COMMITTEE

In June 2009, Governor Schwarzenegger signed Executive Order S-10-09 establishing the California Complete Count Committee (California CCC). (The Executive Order S-10-09 is included in Appendix-1). The California CCC's charge was to provide leadership and guidance in the development and implementation of a California Census outreach strategy to encourage full participation in the 2010 federal decennial Census. The California CCC was a diverse 52 member body of elected officials, business representatives, non-profit community based organizations and other organizations representing a wide range of local, regional and statewide diverse interests. (A complete list of the 2010 California CCC Membership is included in Appendix-2).

More specifically, the role of the California CCC Members was to:

- Provide expertise and insights for developing a strategy that leveraged existing outreach activities and networks of organizations already working on the 2010 Census.
- Identify financial and other resources to adequately support the outreach program.
- Identify, implement, and recommend to the California CCC Staff specific outreach strategies and methods.
- Work with local governments, representatives from business, and community based organizations to support Census related activities.



This gubernatorially appointed Committee formally met four times between August 2009 and June 2010. High level district personnel from the U.S. Census Bureau attended all California CCC meetings, keeping members abreast of U.S. Bureau activities in the state and providing members with an opportunity to make recommendations and provide feedback to the Bureau.

The original plan was to establish California CCC Subcommittees on education, media, local government and nonprofit /philanthropy to obtain specific input based on members' expertise. Due to time and staffing constraints, the Subcommittees could not be organized.

### LESSONS LEARNED

While the California CCC Membership was diverse, some members were not as engaged as others in Committee meetings and activities. With such a large and diverse Committee, the effort would have benefited from a range of ways that Committee members could make contributions. Establishing subcommittees or work groups would provide important venues to capitalize on different Committee members' expertise. In particular, California CCC members representing education and faith based organizations believed that subcommittee would have been valuable to allow for like-interests to collaborate. Other interests,

specifically business representative, cautioned that holding too many meetings could cause member fatigue.

Some members expressed regret that more was not done to collaborate with all the diverse members of the California CCC, specifically mentioned were labor, disability rights community, Gay and Lesbian Advocates and Defenders (GLAD), student representatives, and statewide faith based organizations. Members urged future efforts to engage business partners more aggressively and obtain corporate sponsorships.

Some members personally participated while others sent alternates, usually staff, in their place. Depending on the member, either strategy was appropriate. Too often, however, the alternates varied from meeting to meeting. This lack of consistent representation hindered the Committee's effectiveness.

The California CCC Staff was not large enough to adequately support to the Committee. For example, Committee members mentioned that more follow-up on meeting action items would have been helpful. Meeting materials were not always sent out ahead of time to provide for member review before the meeting.

## RECOMMENDATIONS FOR 2020

The 2020 Committee should have adequate staff support to their work and to actively involve all Committee members. Corporate sponsorships should be considered.

The 2020 Committee should have subcommittees and work groups to plan efforts for specific sectors. The chairs of the subcommittees should meet as a coordinating body to integrate directions suggested by the subcommittees.

Staff should conduct an assessment before the first meeting to identify members' goals and desired outcomes for the process, the specific contributions members would like to make and the information and tools needed to achieve Committee outcomes. A Committee Charter should clarify roles and responsibilities of members as well as staff. The Charter should outline the Committee's meeting schedule for the duration of the effort.

Membership should continue to be inclusive and diverse. Contact information should be shared among members to create opportunities for information sharing and collaboration among the members. Members should make their participation on the Committee a priority and send consistent alternate representation if they cannot attend all meetings. Representatives should have decision making power for their organization.

## RECOMMENDATION ON ADVISORY COMMITTEE FOR 2020

Unlike 2010, an advisory committee should be convened in preparation for Census 2020. This advisory committee would have a different role than the California CCC. The advisory committee would focus on operational matters, including the detailed design and planning of the effort, the development of the budget and scope, and the identification of staffing needs.

The proposed Advisory Committee's role would be to:

- Analyze the implications of 2010 Census. This should be done in conjunction with the Department of Finance. The advisory committee should consider what Census 2010 revealed about California's HTC and how the 2020 approach should be modified.
- Advise on the resources, funding and staffing needed for the 2020 state effort.
- Plan and design the approach for the overall effort consistent with the available resources
- Advocate on behalf the state to the U.S. Census Bureau.

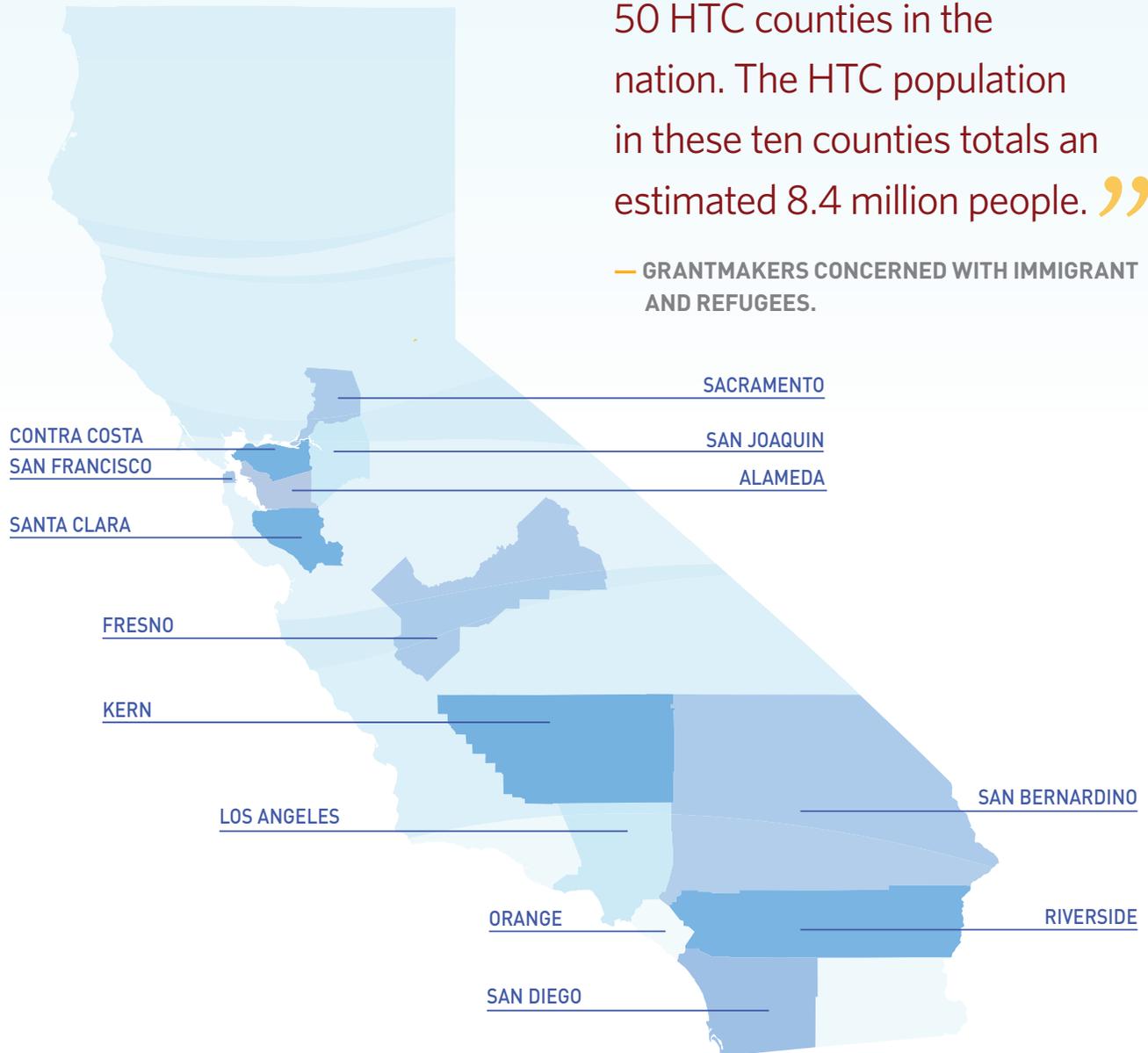
The proposed Advisory Committee members would be drawn from:

- Foundations and Non Profit Organizations
- State Legislative Leadership
- The Governor's Office
- The California Research Bureau, The California State Library and other research entities
- The California State University, Sacramento, Center for Collaborative Policy
- The California Department of Finance
- U.S. Census Bureau
- Local and Regional Government Leaders

Graphic: Map of 13 Hardest to Count Counties in California

“California has 10 of the top 50 HTC counties in the nation. The HTC population in these ten counties totals an estimated 8.4 million people.”

— GRANTMAKERS CONCERNED WITH IMMIGRANT AND REFUGEES.





“ I cannot underscore the importance good relationships play in outreach. Having a Director and Staff that understand the importance of relationship building goes a long way. ”

— MARGIE ESTRADA

*Senate President pro Tem Darrell Steinberg's office*

## The Infrastructure

The 2010 California CCC was chaired by the Director of the Governor's Office of Planning and Research (OPR). OPR provided office space to the California CCC Staff and hosted the California CCC meetings at the Governor's Office in Sacramento and Los Angeles. As the funding administrator, OPR provided support services, including contracting, purchasing, and arranging for travel.

As previously mentioned, the Census 2010 effort was allocated a budget of \$2 million. OPR and the California CCC Staff made the decision to dedicate half of this allocation (\$1 million) to fund county outreach directly. The allocation was made to the 13 California counties with the highest percentage of HTC. This left an operational budget of \$1 million for the state Census 2010 effort.

### LESSONS LEARNED

Running the Census outreach effort from the Governor's Office opened doors and served to convey the importance of the effort. Governor Schwarzenegger attended one of the 20 regional meetings, which helped earn media attention. However, as a small office, OPR did not have the same resources as a large state agency to support the demands of the effort.

In 2000, several large state agencies provided technical, legal, contracting and administrative support to the Census campaign. For that Census, the effort was housed at the Business, Transportation and Housing Agency (BTH) and they had more resources than OPR to provide to the effort. However, for Census 2010, all state agencies, regardless of their size, had significantly less resources at their disposal than in 2000. Leading up to the 2010 Census, state agencies, regardless of their size, were already stretched thin due to the state hiring freeze, budget cut backs and the one day-a-week furlough. Thus, the same agencies that assisted in 2000 were not able to spare many resources for the 2010 Census.

Partners expressed significant frustration with the lack of flexibility associated with the state government's ability to move quickly in contracting, distributing funding and materials, and even arranging travel. This lack of flexibility would be the same no matter where the effort was housed in state government.

Although California CCC Staff leveraged some additional state resources for the 2010 Census, partners agreed that the funding level for the 2010 Census effort was unacceptably low.

## RECOMMENDATIONS FOR 2020

The 2020 Census effort should be actively supported by the Governor's Office and located in a large state agency capable of assisting with administrative and contracting tasks. Additionally, the effort would benefit from the support of numerous other state agencies and departments. In 2020, the Governor's Office should provide clear direction to state agencies and departments on their expected participation. Requests for specific support from specific state agencies should be made early in the 2020 process.

The desired results and outcomes should drive the scope and budget for the 2020 effort. Funding needs to be commensurate with the activities identified in the 2020 scope. If funding is not available at an adequate level to support the desired activities, the scope and expectations must be proportionally adjusted in a transparent fashion. The funding should allow for activities after the April 2020 Census to assist with the U.S. Census Bureau's Non-Response Follow Up and other close out activities to capture and analyze important data, formulate recommendations for future Censuses, and prepare a complete documentation of the effort; such tasks were not funded in 2010.

### The Staff Team

#### CALIFORNIA CCC STAFF

Ms. Ditas Katague, who previously served as a Deputy Director during the state's 2000 Census campaign, was appointed to serve as the Director for the 2010 effort. Ms. Katague was the only staff member appointed to work on Census 2010. Through her networks, she built a small staff by working with other state agencies, including, Employment Development Department, State Board of Education, State Lottery, and Department of Motor Vehicles, to donate staff. In the months leading up to Census Day, the effort was able to obtain an administrative lead from the Governor's Office. At any one time, the 2010 effort had four full-time employees (including the Director) and one half-time staff person. The Director and Deputy Director of OPR also worked closely with the California CCC Staff, especially in assisting with the California CCC meetings.

There were some complications associated with the end of Schwarzenegger Administration occurring in 2010, such as staff turnover before the April 1, 2010 (Census Day). Additionally, staff borrowed from other agencies needed to return to their permanent positions shortly after Census Day 2010, leaving no staff in place to assist with the Non-Response Follow Up and other close out activities.

### CALIFORNIA STATE UNIVERSITY, SACRAMENTO, CENTER FOR COLLABORATIVE POLICY

The California CCC Director obtained assistance in planning and implementing the Census outreach strategy from the California State University, Sacramento, Center for Collaborative Policy (Center). As collaborative policy practitioners and neutral facilitators, the Center has extensive experience in developing and implementing outreach efforts with government agencies. OPR contracted with the Center to assist with planning and conducting 20 regional outreach meetings across the state. Two Center staff (one in Northern California and one in Southern California) then continued to work with the California CCC Staff on coordination and communication on an as needed basis. The Center facilitators helped develop reports for the Governor's Office and wrote this *Final Report*.

(A list of Staff and consultants is documented in Appendix-3).

“The state staff showed leadership and support by hosting events at the beginning of the effort, which was important. However, adequate resources for quarterly trainings and more regional meetings would have been useful as the campaign advanced.”

— ADRIENNE PON

*San Francisco City and County*

## LESSONS LEARNED

California CCC Staff team was too small to serve as an effective information hub. The state was able to convene effectively, but too short staffed to coordinate effectively.

As mentioned above, the 2010 partners emphasized that staff needed to be retained through the Non-Response Follow Up period. This is the time period when the state should have provided leadership by coordinating and connecting with efforts on the ground, including outreach to grass-top leaders and

trusted messengers to ensure the U.S. Census Bureau door-to-door enumerators had the support from the local community. Partners felt the support from the state was weak when it needed to be the strongest.

Partners praised the effort for bringing on a Director with experience working on the 2000 Census campaign who also had current strong relationships with state officials, CBOs, and the U.S. Census Bureau.

## RECOMMENDATIONS FOR 2020

The following are the staffing details recommended for the 2020 effort:

<b>Staff Qualifications</b>	2020 staff leadership should have experience with past Census outreach, especially in 2010.
<b>Staff Diversity</b>	Hire staff that represent the diversity of California.  Ensure staff is multi-lingual (especially the communications staff).
<b>Regional Offices</b>	The 2020 effort should have field offices in: <ul style="list-style-type: none"> <li>- Los Angeles                      - San Diego</li> <li>- Fresno                                - San Francisco</li> <li>- Sacramento</li> </ul>
<b>Administrative Support</b>	Administrative support, especially contracting, should be handled through the sponsoring State Agency.  Allow for new hires in addition to existing Governor appointees.
<b>Staff Positions</b>	Provide for: <ul style="list-style-type: none"> <li>- Deputy Directors and Outreach Managers in each regional field office.</li> <li>- Legislative liaison in Sacramento.</li> <li>- County and local government managers in Los Angeles and Sacramento.</li> </ul>
<b>Time</b>	Obtain key staff at least four years prior to 2020 (appoint Directors in 2016).  Retain Staff through the U.S. Census Bureau's Non-Response Follow Up period.  Retain at least two staff members to write the <i>Final Report</i> .
<b>Staff Coordination</b>	Hold ongoing all-staff meetings to ensure information is shared with the staff team throughout the state.

# The State's Role

Although the Census is a federal initiative, the success of California's 2000 Census efforts demonstrates the critical role of the state. In turn, local governments and the community are also key in ensuring an accurate count. That is why the California HTC effort's primary focus was to enable the active engagement of localities. With the federal, state and local structure in mind, the state intentionally focused its resources to:

## 1 CONVENE

With limited resources, it was important for the state to convene partners. Holding events, meetings, and other venues for partners to gather and share ideas was critical to leveraging resources and building partnerships.

## 2 COORDINATE

As an intergovernmental effort between the federal, state, and local governments, the state needed to coordinate the different levels of government as well as coordinate efforts with nonprofits, foundations, and private sector partners.

## 3 CAPACITY BUILDING

The Census needed to count every Californian; however, the state did not have the capacity to reach every Californian directly through outreach. The state focused resources on building partners' capacity to do their own direct outreach. Capacity-building strategies included developing materials and toolkits.

The California CCC Staff convened federal, state and local partners across California, helped funders and the U.S. Census Bureau coordinate with those on the ground, and provided tools and templates to build the local and regional capacity to do outreach. The California CCC Staff also played a key role as the official advocate for California to the U.S. Census Bureau.

The following section outlines examples of how the California CCC Staff fulfilled these three roles, followed by the lessons learned and the recommendations for the 2020 effort.

### Convene

#### STATEWIDE READINESS ASSESSMENT: 20 REGIONAL PUBLIC MEETINGS

From June through September of 2009, the California CCC Staff held 20 regional public meetings throughout the state to launch the effort. This "Statewide Readiness Assessment" provided the foundational information to guide the state's actions through April of 2010. Specifically, the meetings were designed to assess the preparedness of the regions and to engage community leaders through the discussion of best practices. For each meeting, the

California CCC Staff and the U.S. Census Bureau partnered with a local host, usually a city or county in the regional area. The host assisted the California CCC Staff in identifying and inviting key community leaders from the HTC areas to attend and participate in the meeting. The local host also assisted in securing a venue for the meeting and provided logistical support. Religious leaders, elected officials, managers from nonprofit organizations, and local business representatives participated in the regional meetings. Key leaders engaged in panel discussions, sharing insights into the communities they represented as well as outreach challenges and opportunities. Collectively, these leaders were asked to further disseminate the message of the importance of the Census to the people who lived and worked in their area.

## LESSONS LEARNED

The Statewide Readiness Assessment identified the gaps and needs of the different regions. From the regional meeting four directions emerged:

- With the lack of resources on all levels, the state should play a key role in coordinating all outreach efforts across population sectors.
- Partners need templates and standard materials (especially in-language materials) to make outreach cost effective and easier on CBOs and other partners.
- Partners need a mechanism to interact with one another, coordinate efforts and leverage resources.
- Counties need support and resources to organize their own “Complete Count” efforts.

The information generated was very helpful for the California CCC Staff, the U.S. Census Bureau and local governments. However, a number of attendees from the community believed the meetings should have occurred much sooner. By 2009, many community partners had already created their plan for the Census and were looking for an opportunity to network and coordinate with other partners to leverage resources. While this readiness assessment served an important purpose for the state and the U.S. Census Bureau, many local partners would have preferred trainings and structured opportunities to discuss how they could improve on-the-ground coordination with each other as well as with their federal and state partners. In short, due to the late timing of the meetings, some key community leaders felt the meetings were a missed opportunity.

## RECOMMENDATIONS FOR 2020

The 2020 effort must include a readiness assessment component to identify the most effective communication technologies, generate interest with potential partners, and evaluate local needs from region to region.

However, for 2020, the readiness assessment meetings must be held earlier — in mid to late 2017. The purpose of convening regional leaders in 2017 is to provide them with information about what the U.S. Census Bureau is doing and how they can integrate into that process; provide templates and information on how to start creating a plan for their community; and allow time to build important relationships among partners. These meetings should be planned as work sessions focused on building plans and coordination and allowing time for groups to interact, network and share information.

In mid-2018, the state should convene larger events featuring the regional leaders from the first set of meetings, and inviting a broader local participation. The focus of these events should be on generating broader interest and buy-in, through involving more of the community, and generating media attention. These events should provide time to discuss the challenges, have presentations by the U.S. Census Bureau, and allow regional leaders to present their plans to others so that community members are informed, included, and empowered.

## Coordinate

The California CCC Staff coordinated efforts throughout the state with partners including business, counties, CBOs, schools, nonprofits and foundations. The details of these efforts are outlined in more detail in the sector outreach section. The California CCC Staff played a key and unique role assisting the U.S. Census Bureau in coordinating their efforts throughout California.

## WITH THE U.S. CENSUS BUREAU

The U.S. Census Bureau directs its efforts through two of its regional offices – one in Los Angeles and one in Seattle. Due to this structure California is split in half by the Census Bureau, therefore creating the need for coordination by the state. Both regional Census Bureau offices administered large investments into California; part of the state’s role was to help ensure those investments would make the intended impact within the state. As part the Federal Stimulus Package, the U.S. Census Bureau’s efforts in 2009 and 2010 were generously funded.



“One of the most helpful things the state did was helping us build collaboration and relationships through holding the initial 20 regional meetings.”

— JAMEY CHRISTY

*Los Angeles Regional Director for the U.S. Census Bureau*

U.S. Census Bureau’s investment in local Questionnaire Assistance Centers (QACs) is one example of a U.S. Census Bureau funded investment that the state helped to coordinate. During the 20 regional meeting readiness assessment, the state asked local partners to map areas where local assistance centers should be placed as well as provide suggestions for specific host sites.

The state also strongly encouraged the U.S. Census Bureau to make local, ethnic and in-language media buys in California. The California CCC Staff discussed with the U.S. Census Bureau the importance of sharing lists of where media investments would occur with local partners to avoid duplications.

The California CCC Staff was able to build strong relationships with the Regional Census Directors from both the Los Angeles and Seattle region. The U.S. Census Bureau was a great partner to the California CCC Staff, helping the state to implement aspects of their outreach plan with the resources the Census Bureau had available. For instance, both regional offices supplied the state with materials and “give-aways” for their events. They also helped plan and attended all 20 regional meetings, showing strong support for and coordination with the state.

## LESSONS LEARNED

For the 2010 effort, the U.S. Census Bureau was able to increase their local efforts in California, thereby assisting the state significantly in mobilizing and organizing. The U.S. Census Bureau made encouraging investments in California in line with the

state’s recommendations and best practices identified in 2000. Rather than focusing on mass outreach, the U.S. Census Bureau concentrated on local HTC Census tracts. There are, however, many challenges and lessons learned that should be addressed in preparing for the 2020 Census.

Some local government partners reported that there was duplication in the communication from the state and the U.S. Census Bureau.

Many times it was difficult for partners to follow U.S. Census Bureau activities as the actions of the Census Bureau were not always transparent or well understood. Navigating through the national website to find California specific information was challenging. Most of the local partners stated that they could not plan their activities to support the Census Bureau’s efforts because they did not know in advance what the Census Bureau’s plans were. This was especially true for the local media buys in the state.

## RECOMMENDATIONS FOR 2020

The California CCC Staff supports having a united California under one U.S. Census Bureau regional office. However, this is only recommended if the regional office would dedicate a significant amount of time to California. If California is bundled with too many other states, it is likely that it will not receive the necessary attention. Although splitting the state into two regions creates a need for coordination and communication, it does provide California with the attention of two Regional Directors and offices.



The California CCC Staff website should be used as a repository for U.S. Census Bureau information on California. The Census Bureau should provide the state with more access to information, such as a shared calendar, contact information for all local Census offices, and local complete count committees, all of which should be posted on the website. The Census Bureau's yearly plan should be shared with the state and local partners.

The state and the U.S. Census Bureau should establish a method for providing feedback to the Census Bureau's on-the-ground coordinators and staff.

## Capacity Build

### RESOURCE GUIDES

To promote the goal of building local outreach capacity around the state, the California CCC Staff developed best practice tips as well as toolkits with ready-to-go customizable templates. These toolkits were developed to be user friendly and in an electronic format. Staff took U.S. Census Bureau material and tailored it to California. Then, the state then encouraged partners to modify the California tailored templates and tools to better resonate with their specific communities.

These toolkits were referred to as Resource Guides and were available to download from the California CCC website for the following sectors: Business, Higher Education and Elected

Officials. A more specialized toolkit was also assembled for California schools grades K - 12.

The toolkits listed the top five to ten ways groups could easily include Census messaging into their ongoing efforts. Each tool was hyperlinked to the templates associated with an action.

For example, in the Elected Resource Guide, one action was as follows:

- Make it MATTER! Include Census facts in your talking points; such as how Census data directly impacts the funding for local community infrastructure and that Census data is kept SAFE and Confidential.
  - Talking Points
  - Facts Sheet
  - FAQs
  - Constituent FAQs

(The full resources guides are available for download at [www.californiacompletecount.org/tools/toolkits](http://www.californiacompletecount.org/tools/toolkits))

## LESSONS LEARNED

Providing toolkits and materials was a successful way to build the capacity of partners to conduct outreach. Creating online toolkits and templates is an efficient and low cost way to disseminate information statewide.

Toolkits created with input from subject matter experts were the most successful. For instance, a toolkit for businesses should be developed with input from members of the business community. Tools should address the real constraints partners will face. They should include plans as well as solutions to common problems and barriers. Keep in mind, messages that will resonate with one group may not resonate with another.

## RECOMMENDATIONS FOR 2020

Toolkits were provided in PDF format. This limited partners' ability to edit and further tailor materials for their specific audiences. In 2020, California should ensure that toolkits are interactive and presented a format which can be easily altered or modified by the user. The website should allow for partners to share their modified tools and materials with others to help build capacity around the state.

It is important to ensure accessibility. No matter how useful the content is, stakeholders need to have easy access or they will not use the Resource Guides.

## Advocacy

As mentioned previously, the state played an advocacy role on behalf of California with the U.S. Census Bureau. In some circumstances, the Staff worked to hold the U.S. Census Bureau accountable for operational or policy changes that had a notable impact on California. California's advocacy was based on the best practices developed in the 2000 Census campaign.

One example of the state's advocacy role concerned the U.S. Census Bureau's Advance Letter. This letter is sent to each household by the U.S. Census Bureau to notify residents that the Census date was approaching. The letter serves to increase awareness and, hopefully, the mail-in response rate. In 2000, the Advance Letter had messaging in five languages, however in 2010 the U.S. Census Bureau argued that sending the Advance Letter in multiple languages was not effective.

In response, the California CCC Staff Director coordinated with many community groups and municipalities, including the City and County of San Francisco, to advocate against this change in policy. The Director wrote a letter to U.S. Department of Commerce Secretary Locke and U.S. Census Bureau Director Groves asking them to reconsider and send the letter in multiple languages. The U.S. Census Bureau ultimately agreed with the recommendation, and the Advance Letter was sent out with postscripts in five languages.

(A copy of the state's letter to U.S. Commerce Secretary Locke is included in Appendix-4).

## LESSONS LEARNED

California must advocate for California! This is a critically important role for the state to play. The state views California as a whole, rather than through the lens of a specific locality or interest group. Given that the U.S. Census Bureau split California into two regions, this role was even more significant. California CCC Staff was in the position to hear the concerns of many and work with the U.S. Census Bureau when there was a compelling need.

## RECOMMENDATIONS FOR 2020

In 2020, the state must continue to advocate on the behalf of the California. The 2020 Census Advisory Committee must encourage the U.S. Census Bureau to make recommendations at the federal level in collaboration with the state of California to implement necessary changes to the federal outreach strategy.

The Advance Letter should be sent in multiple languages in 2020.

# Reaching Target Audiences through Trusted Messengers

Communication is a key and fundamental aspect to any outreach process. While the tools, principles, lessons learned and recommendations were developed for the Census outreach effort, many of these best practices have a broader application for the state when communicating and conducting outreach to underserved communities on other issues. Communication to underserved communities must come from a trusted source. Successful outreach efforts to communities depend highly on strong relationships to leaders within in the community itself. Messages developed broadly by the state must be put into language that resonates with the community of interest. This section outlines the tools and communications strategies deployed by the state for the Census 2010 Effort and makes recommendations for the 2020 Census as well.

## Tools

### OVERALL COMMUNICATION STRATEGY

The initial communication design for the 2010 Census was focused on three strategies: 1) Earned media gained through coverage of events, which would include the direct participation of California CCC members, 2) Message discipline and coordination with the US Census Bureau and; 3) Assertive involvement with U.S. Census Bureau's communication operations for California.

By late 2009, the initial, more comprehensive approach above proved to be unsustainable due to staff limitations. The communications strategy was then adjusted to focus more broadly on activities to "Engage, Educate and Encourage".

The "Engage, Educate and Encourage" approach was a bi-lingual multimedia strategy designed to engage and educate the traditional media as well as the social media network throughout



California. This strategy focused on leveraging the popularity of the internet and social media sites, and encouraging the use of California's nationally recognized Census website, Statewide Census Outreach Resource e-Center (SCORE).

Success was measured by the number of contacts made, the number of times a message was reposted on Twitter, and the visitation rate to the SCORE website. As of June 2010 the [Californiacompletecount.org](http://Californiacompletecount.org) (SCORE) had 44,000 visits, and 102,000 page views. The effort's "CA Census" Twitter page had nearly 1,000 followers and followed 1,300 related accounts. The effort's Facebook page had nearly 900 fans, hundreds of visits a week and around 70 interactions a day.

Throughout the Census 2010 effort, the messaging was built around simple and easy to remember focal points, such as:

- Make it MATTER
- Make it VISABLE
- Keep HTC Close
- Reach OUT
- Get out the COUNT

The messages for the public centered on three themes:

- The Census is SAFE
- The Census is EASY
- The Census is IMPORTANT

Short messages along these themes were delivered via (for example):

- Tweets (in both English and Spanish)
- Websites
- Speeches
- Articles in newspapers and magazines
- Events
- Fliers, brochures, and other material
- California Lottery tickets during the month of March
- Receipts from Ralph's Supermarkets during March and April
- Employee pay check stubs from the State Controller

(A full list of California CCC Staff speaking engagements is included in Appendix-5)



## LESSONS LEARNED

With limited resources, California CCC Staff had to assume that many people would be reached by the U.S. Census Bureau advertising.

The tools used to convey a message (such as a newsletter, or video) will change for different audiences and messages; not every method will work for every community or audience. Tools should be flexible; staff must consider both emerging technologies and lower tech options for reaching target audiences.

The education phase must needs to be an ongoing process. It begins as the Census campaign rolls out and continues through Non-Response Follow Up – education does not end. Audiences can become engage at any time, even a week before the last enumerator leaves the field. Educational materials, messages and support must be accessible throughout the process. Trusted messengers and grass-top leaders need to understand this as well.

An outreach process this large will require the development of messages for many different layers of communication:

- Messages to communicate to trusted messengers and grass-tops leaders, which will be specific to communities.
- Messages to push out broadly, which will be more general.

The overall communication strategy should be focused on motivating and encouraging target audiences to participate. This requires a very good understanding of the audiences and significant support by partnerships in the community. Engaging and encouraging efforts need to be ongoing throughout the effort, for example in 2010, communication focused on dispelling myths about the use of Census figures was essential throughout the process.

## RECOMMENDATIONS FOR 2020

Staffing levels should be sufficient to support the identified communication approach. The communication strategy should take into consideration staff strengths and experiences. Approaches should be revisited and adjusted if staffing changes occur or resources diminish.

Direct and relevant messaging is most effective. Avoid confusion and contradictory messages through collectively employing a communication theme with consistency and depth.

The communications efforts need to be the strongest during the “Critical Outreach Period” (between January and April of the Census year). This is when media is most receptive to Census messaging and when residents begin to see the U.S. Census Bureau’s paid-media spots in print, radio and on local TV.

Messages need to come from different voices, in different venues and at different times. The 2020 communication strategy needs to be flexible and multi-faceted to reach and engage the diverse people of California. The strategy should focus on the HTC and hard to reach.

Most people will see the U.S. Census Bureau media outreach. However, the HTC target audiences will require more messaging. The HTC audiences need to understand why their participation in the Census is important.

## Ethnic Media

### COLLABORATING WITH THE U.S. CENSUS BUREAU

Ethnic media and in-language outlets are the most effective venues for reaching most HTC. Since ethnic and in-language outlets are far less well known than the mainstream television, print and radio media outlets, the California CCC Staff created a comprehensive database of media by region and ethnic identification. Lessons learned from 2000 showed that the state-funded ethnic media campaign was highly effective. While the U.S. Census Bureau did ensure that their media contractors targeted California’s ethnic media as part of their local media buys, the content was generic and often did not resonate with local audiences.

### DIRECT OUTREACH BY STATE

The California CCC Staff worked directly with Pacific News Service (PSN)/New America Media (NAM) to engage over 50 ethnic media news outlets to participate in a two month social marketing campaign called “Save Our Services,” which was designed to increase last minute mail response rate for Census 2010. NAM worked closely with California CCC Staff to match appropriate media outlets with Census tracts/regions with the historically lowest response rates and to develop and deliver culturally relevant and locally based messages. This strategy built directly upon lessons learned from the 2000 Census that locally created content is the most effective.

## LESSONS LEARNED

While the U.S. Census Bureau ethnic media buys improved for 2010 Census, there remain a number of challenges to address for

2020. For example, partners expressed much frustration that the U.S. Census Bureau did not release their media buy lists sooner so that the community could help the Census Bureau make the most strategic media placements.

Furthermore, while the U.S. Census Bureau made considerably more local and ethnic media buys in 2010, the content was still generic. For example, a Native American print ad sent to the Hoopa Valley Tribe in Northern Humboldt County featured the Great Plains in the background. This type of inappropriate content can cause more harm than good as it is experienced as offensive. The Tribe could not run the advertisement and instead created their own content to promote the Census, in this case linking the importance of being counted in the Census to their need for water rights — a message with a strong meaning for the people of that community.

## RECOMMENDATIONS FOR 2020

Ethnic media should not rely on a “one size fits all” national campaign. Ethnic media needs to be culturally relevant and created by or reflective of the local market.

The U.S. Census Bureau and the state should continue to focus on funding local ethnic and in language media buys for the 2020 effort.

The 2020 California effort should encourage a high level of coordination between the U.S. Census Bureau and local communities to direct local ethnic media buys and develop culturally relevant content.

Engage the community directly in the outreach process. For example, invite younger people to participate in creating media content through contests.

Sandy Close, Director of New American Media and California CCC Member, urged that there should be trust in the community to design their own messages.

## Social Media

The use of social media was a key component to the 2010 communication strategy. Social media is an effective way to easily reach target audiences all across the state with little to no cost. Connections made on such sites often grew exponentially as users shared the information with their online networks.

The California Census 2010 began a major social media campaign on popular social networking sites, including Twitter and Facebook. Sharing content on such sites allowed community leaders and trusted messengers to repost and link to information. This created a fast and easy way to reach target communities through voices they listen to and trust.

The Facebook page enabled people to ask questions, have online conversations, share news stories through video clips and article links, announce upcoming events and post pictures to promote Census events. It provided an accessible, online interactive community for anyone interested. It allowed communities throughout the state to share their involvement in a “do-it-yourself” platform.

Staff actively used Twitter (through both English and Spanish Tweets) to keep followers informed of the latest Census updates from the Census Bureau and Census events across the state. By linking to other Twitter accounts and posts, this forum allowed a relatively small staff to cover events from all over the state.

Social networking sites were fully integrated into California’s SCORE website.

## LESSONS LEARNED

Social media were a particularly effective tool for engaging students and younger adults. In some cases, the social media content actually passed through the generational divide, as younger people passed on the information they learned on Facebook or other sites to family, friends and coworkers not active on such sites.

Some partners expressed concerns about the overuse of social media to the exclusion of person-to-person contacts and relationships, which many times can be more effective in influencing action.

## RECOMMENDATIONS FOR 2020

Technology evolves and changes very quickly. The 2020 effort must ensure the right tools are used to reach HTC target audiences, especially because HTC populations may only have the access some technology but not others. Also, certain sites will reach certain audiences and not others.

No social media campaign should replace the relationship building and face-to-face outreach efforts, but such campaigns can be very effective ways to share information and generate interest at a low

cost. Social media allows people to connect in ways that fit their lifestyle; it can provide considerable information without requiring a significant investment of time of the part of the user.

## Website (Statewide Census Outreach Resource e-Center)

The state Census website, Statewide Census Outreach Resource e-Center (SCORE), is located at [www.californiacompletecount.org](http://www.californiacompletecount.org). Originally using a .gov site, the Staff launched the California Complete Count.org site in November 2009 to improve upon the site’s flexibility and responsiveness.

The SCORE site was the center piece of the state’s 2010 outreach campaign. The site was designed to serve as a public access portal for obtaining information, coordinate data for local communities creating local CCCs, enable community outreach, and provide a vehicle for calendaring community events.

SCORE was a valuable tool for overcoming resource constraints and coordinating Census outreach efforts across the state. As a multi-resource website, SCORE provided a low cost alternative to distributing materials through ground mail. Through SCORE, organizations and individuals were able to find Census outreach materials and toolkits as well as connect with others working in their locales.

### SCORE’s Tools and Resources:

- “e-Center” served as the main organizing tool of the site and had specific homepages for sectors including: non-profits and foundations, community leaders and organizations, schools, businesses, and government. The e-Center provided sector-specific toolkits, maps, talking points and other materials. Site users were able to submit material, calendars of events, and provide media feeds for public viewing.
- “Census Resource Finder” was a mapping tool developed to assist individuals in finding their local U.S. Census Bureau resources such as QACs and local Census Offices.
- “Media Center” consolidated all media including video content, images and other multimedia entries. Press releases were made available for public viewing. A news feed was created to provide updated Census-related news. A calendar of upcoming events was made available to the public and people could submit Census 2010 related events for inclusion into the calendar.



## LESSONS LEARNED

The tools used for the 2010 Census effort were appropriate and effective; however, they needed to be in place before the outreach began. For example, the website, Facebook page, and Twitter all should have been live for the Statewide Readiness Assessment. Because the website was not live, much of the momentum and relationships built at those meetings were lost.

The website was a proactive tool for addressing new issues as they came up. When anti-Census talk happened in communities, Staff used the website as a proactive method to dispel myths and provide accurate information to support community leaders in their outreach.

## RECOMMENDATIONS FOR 2020

Have the website in place at the very beginning of the 2020 effort. Coordinate early with those with technical expertise to improve the website.

Coordinate early with partners to collect their Census tools and templates to load onto the site to make maximum use of this website as a statewide repository.

The state website should be a repository of U.S. Census Bureau information relating to California. The site should be used to share the U.S. Census Bureau's plans with local partners. All Census Bureau tools and templates should be incorporated into the website.

Information, tools, and resources should be updated continually to maximize the effectiveness of the site.

No log in or any kind of registration should be needed to access the site as that will deter people from using the site.

During meetings and events, have lap tops available for partners to become more comfortable with the site and thus more likely to use it after they leave.

The website shared calendar is a critically important tool. Make the calendar easy and intuitive for people to use and add events.

Include best practices, tips, and other relevant information on the website.

## Sector Outreach

The California CCC Staff and California CCC Members organized outreach to the HTC through a sector approach. The California CCC focused on sectors that intersected most with the target HTC populations. The California CCC focused on sectors that Staff, Committee Members and other partners had strong relationship and the best access to, sectors that the state could feasibly coordinate effective outreach efforts with.

The 2020 Census effort focused on the following sectors:

- State Agencies
- Regional and Local Government
- Elected Officials
- K-12 Schools
- Higher Education
- Private Sector Businesses and Employers
- Foundations and Nonprofits

It is recommended that the state's 2020 Census Effort expand the targeted outreach to the following sectors, which in 2010 were only minimally engage by the state:

- Unions
- Corporations
- Early education (0-5)
- Faith-Based Organizations
- Disabled communities
- Homeless communities

The following section outlines the outreach conducted by sectors throughout the state. In some examples the California CCC Staff coordinated the efforts, in others the California CCC Staff relied on the California CCC Members to take the lead on efforts and in some sectors the California CCC was minimally involved. There

are many sectors that would benefit from targeted outreach efforts, and many of those sectors were not the focus of the 2010 State Census effort. With limited resources and staff the state had to focus their sector outreach narrowly in 2010, however it is recommended that the 2020 Census effort be provided with the resources and staff to expand this effort.

## STATE AGENCIES

The California CCC Staff engaged state agency and departments through a State Agency Work Group (SAWG). Their first meeting took place in February 2009, hosted jointly by the California CCC Staff Director and OPR, and attended by agency undersecretaries. Agencies were asked to identify staff to serve on the SAWG, which included 37 state agencies, departments, and legislative offices.

The goal of the SAWG was to develop a HTC outreach program for each of the participating agencies and departments through leveraging their existing systems and outreach. (For a detailed list of approaches taken by the SAWG Agencies and Departments see Appendix-6.)

There were several barriers to SAWG involvement, including the budget limitations in 2009 and 2010 and limitations on hiring staff and purchasing materials. Furloughs reduced the work week, which reduced the time available for SAWG participants to conduct outreach. Few state departments were able to loan staff to the Census effort. In spite of limited resources, state agencies and departments provided considerable support to the outreach effort.

## LESSONS LEARNED

The Census 2010 effort did not have the time to work with agency undersecretaries at the front end of the process. Department directors needed clearer direction from their agencies regarding involving their employees in Census activities.

Leveraging is critical when working with state agencies and departments, especially when staff is already stretched thin.

To be most effective, outreach efforts must tie into activities already being conducted within the agency or department.

State agencies and departments would have benefited from specific asks and clearer direction from CCC Staff, rather than open ended requests.

Convening regular meetings and maintaining consistent and open communication with the SAWG was critical with limited resources. Due to resource constraints, agency and department staff found it difficult to print or produce their own materials. The California CCC Staff provided materials with the help of the U.S. Census Bureau.

## RECOMMENDATIONS FOR 2020

To create buy-in in 2020, direction should come from the Governor to establish expectations of agencies and departments.

Assign a staff member to focus on coordination with the state agencies and departments.

Involve State agencies and departments in the pre-planning process and work together to identify existing outreach activities and other opportunities that can be easily leveraged for Census activities. Especially when staff is already stretched thin, outreach efforts must tie into departments' routine work.

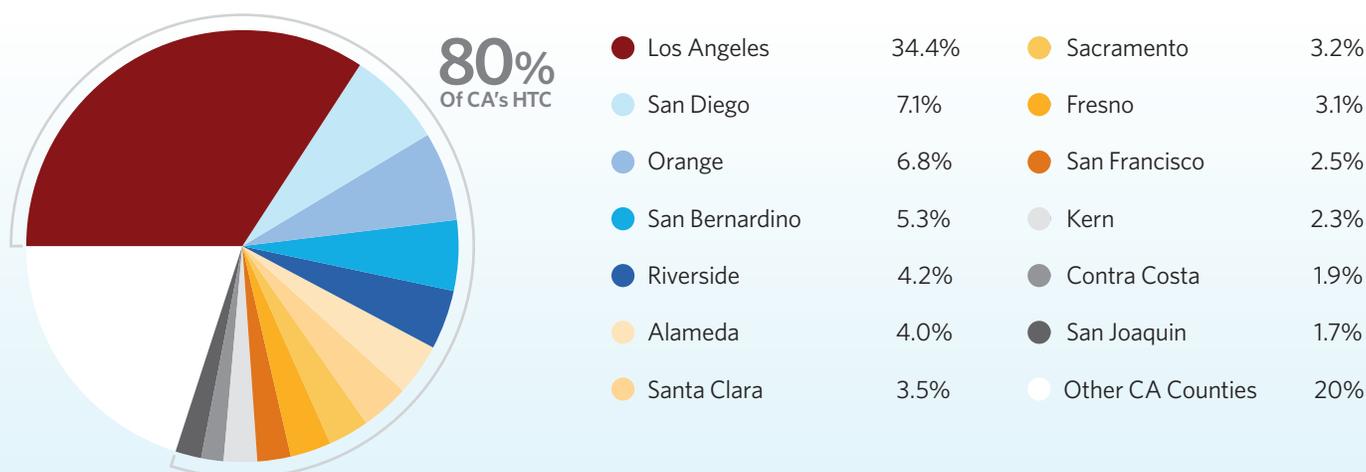
Identify the state agencies and departments that frequently interact with HTC in their local communities. Departments, especially those providing social, employment, health and other programs, often have or know "trusted messengers" in HTC tracts throughout California.

Convene a Work Group to formalize participation; this will also help members learn from each other and leverage each other's resources. Request that each agency or department assign specific staff to assist with Census messaging and materials distribution. Make specific asks and follow up to ensure progress.

## REGIONAL AND LOCAL GOVERNMENT

The California CCC worked with regional and local government throughout the Census 2010 outreach effort. Regional and local government assisted the California CCC with their readiness assessment by hosting and helping to coordinate convenings in their jurisdiction. Regional and local government attended the readiness assessment meetings and presented on their local outreach plans and worked to coordinate with the state effort. The shared with the State California CCC Staff and the U.S. Census Bureau their local needs, opportunities and concerns. Local and regional government also interacted with the California CCC members and presented at many of the California CCC meetings in Sacramento and Los Angeles. One such need that was made

**Chart 1: California’s Top 13 Hard to Count Counties & Percent of HTC Population Within Each County**  
(amount based on undercount, HTC and non-response rates from 2000)



very clear from the local and regional government level was the need for more funding. The state responded by providing funding for Census outreach to the HTC counties in California.

### Funding for County Outreach

As mentioned previously, the California CCC Staff decided to use half of the state allotted \$2 million to provide direct funding to the top thirteen HTC counties in California. Counties are a critical sector to engage as they provide services to all area residents and have constant and direct contact with the HTC.

The thirteen HTC counties captured nearly 80 percent of the state’s total HTC population. The distribution of the \$1 million was based on a formula developed by the California Department of Finance (DOF) that took into consideration Census 2000 undercount, HTC and non-response rates. See Chart 1.

Funding to these counties was disbursed through contracts between OPR and the county. The contracts included guidelines that required participating counties to establish formal county Complete Count Committees and County Board of Supervisors to adopt resolutions in support of the outreach efforts. Counties were required to submit plans, including budgets, outlining proposed spending strategies and investment in HTC outreach as well as an ethnic media plan.

Counties were expected to implement strategies and best practices from Census 2000 and to follow the outreach principles, including partnering and leveraging.

The counties engaged in a range of activities, including:

- Created PSAs reflective of their local communities.
- Sponsored events in HTC communities for “Be Californian. Be Counted” Day.
- Distributed materials through their various networks.
- Made buys in local media outlets not covered by the U.S. Census Bureau.
- Partnered with CBOs for outreach into HTC communities.

Each county provided feedback through a mandatory report to OPR. Two counties (San Diego and San Joaquin) did not participate in the direct outreach effort. As mentioned previously, the California CCC Staff redirected these funds to New American Media as part of the ethnic media outreach campaign.

### Be Californian. Be Counted Day

The California CCC Staff partnered with the funded counties to host the March 20, 2010 “Be Californian. Be Counted” Day. Sponsoring this event was a requirement of the funding the counties received. Through fun and lively activities, the Day called attention to the importance of filling out the Census form right at the time when residents had just received the form in the mail.

The “Be California. Be Counted” Day caught on and many organizations sponsored events on their own to encourage their constituents to fill out the Census form. The March 20 events also served as a kick-off to the many Get-Out-the-Count events held the following week, March 22 to 28, 2010, which were designed to assist people in completing and returning their Census forms.

## LESSONS LEARNED

The state used contracting vehicles to transfer funding from the state to counties as well as to establish terms and accountability. Some counties were worried that the contracting process would be administratively burdensome for receiving the funding from California CCC Staff and OPR. The counties that participated reported that once they understood what the state needed it was not an overly burdensome process. However, contracting by counties with CBOs, especially the smaller CBOs that often had stronger ties to the community, was cumbersome.

Counties expressed frustration that the limited state funding did not always cover their administration costs for contracting and dispersing funds. Other counties expressed that the funding allowed them to broaden their ability to do outreach and make an impact.

Counties provided feedback that tribal outreach was difficult to conduct at the county level. Counties needed more information, and would have benefited by leveraging the state’s relationships with Tribes.

The “Be Californian. Be Counted” Day would have been more successful if it had been more extensively promoted. The events were most successful when they were coordinated with other concurrent events in the community.

## RECOMMENDATIONS FOR 2020

Dedicate adequate resources and time to working with counties; contracting takes a significant amount of staff time and resources. Contracts should be administered through state agency support and not by the California CCC staff.

As previously mentioned, the state’s role is somewhat different than that of the U.S. Census Bureau. The state’s role is to ensure that every Californian is counted and to identify and fill any gaps that may exist in the Census Bureau’s outreach strategy. In 2000 and 2010 the state focused on reaching out to the HTC and supplementing the ethnic media campaign with locally created and culturally centered content. It is vital that this different yet

complementary role is clearly conveyed to the counties; otherwise they may not see the critical part they play as a partner to the state in achieving a complete count.

Assist and encourage counties to work with CBO programs in their area to maximize investments. Ask the counties how the state can best support their efforts. Coordinate events and meetings within counties to avoid fatigue of the other partners in the area.

Engage counties very early on in the process as partners. Adrienne Pon, Executive Director of the Office of Civic Engagement & Immigrant Affairs with the City and County of San Francisco suggested that the state start to work with San Francisco by 2014 to help influence policy decisions. The San Francisco County Complete Count Committee has continued to work on related civic engagement issues in the community.

County partners emphasized the need for more cooperation among the state, county, cities, and community as a key strategy to increase the impact of the dollars spent.

## ELECTED OFFICIALS

The California CCC Staff recognized the importance of empowering elected official offices to do direct outreach to their constituents. Elected Officials and their staff recognized the value of their involvement in the effort as well. Elected Officials and their staff made it clear during the Statewide Readiness Assessment that they needed tools and templates to assist them in their outreach efforts. They knew the areas and communities that their office served well, but needed materials to inform their Census outreach.

The California CCC Staff developed a toolkit for elected officials and their staff and held a live training webcast for State Legislative, Congressional and local government offices. The webcast focused on building effective outreach plans through leveraging existing relationships with the HTC communities. Legislative District and local government offices, in particular, know their HTC far better than the U.S. Census Bureau or the state.

The Californian CCC Staff partnered with the Senate Majority Caucus and Senate President pro Tem Darrell Steinberg’s Office (California CCC Member) to produce a webcast that aired live on the Caucus’ website in November 2009.

During the webcast, Senator Steinberg’s District Office Chief of Staff Susan McKee detailed the five steps used to build their District Office’s Census plan, following the trusted messenger

approach. After the live presentation, Ms. McKee and California CCC Staff Director Ms. Katague answered live questions from the participants. The webcast attracted a statewide audience from Senate and Assembly District Office Staff as well as mayoral and other local elected official offices from across the state.

## LESSONS LEARNED

It was important to frame the Census as a bipartisan issue. Highlighting the connection between the Census count and funding for the state and local communities is a powerful message for this audience.

Conducting outreach through a webinar was cost effective for the state as well as more convenient for elected officials' office staff; they were able to participate without leaving their desk. The webcast was posted on the SCOREe website, allowing continued access to the information at their convenience.

## RECOMMENDATIONS FOR 2020

Encourage elected officials' offices to identify one staff member whose responsibilities include working on the Census. In 2010, many offices expressed that having an identified staff person helped with giving consistent and informed responses to their constituents.

Assembly and Senate office staff should meet quarterly to review their plans and coordinate efforts.

Engage Assembly and Senate Caucuses, Chiefs of Staff and District Outreach Directors early in the process. District Offices, in particular, are grass top leaders in their community and know how to reach their community's leaders and trusted messengers.

Provide Legislators and other elected officials with specific resources such as talking points and other messages that they and their staff can easily fold into speaking engagements. If resources allow, in-person regional trainings would be ideal for building relationships and providing technical assistance to train elected officials' staff.

### EDUCATION K-12

The State Board of Education assigned a half-time staff person to serve on the California CCC Staff. Since children are considered



strong trusted messengers and they are often the only English speaking members of some immigrant families, school based outreach from kindergarten through high school (K-12) was a priority for Census 2010.

California's School Based Outreach program targeted K - 12th grade schools in the top Title I, Part A funded counties including Los Angeles, San Diego, San Bernardino, Orange, Fresno, Riverside, Sacramento, Kern, Alameda and San Francisco. Title I schools have much at stake. According to the California Department of Education (DOE), in the 2009-2010 school year, California's 58 counties received over \$1.4 billion in school funding from federal the Title I, Part A program.

The U.S. Census Bureau implemented several outreach efforts directed at K-12<sup>th</sup> grade students, including their Census in School's program. In partnership with Scholastic® publishing company, the U.S. Census Bureau sent all California K-12<sup>th</sup> grade principals Census In Schools toolkits, which included lesson plans, maps, teaching guides, and other informational materials to help teachers incorporate the Census into their lesson plans.

California CCC Staff recognized how important it was to help the U.S. Census Bureau coordinate their schools initiatives throughout the state. Staff held weekly conference calls with the Los Angeles and Seattle U.S. Census Bureau regional office to provide input into the Bureau's statewide school outreach.

California school districts expressed that the federal program was too directive and not collaborative enough. Most school districts were not planning to use the materials developed by the Census

Bureau as the materials were not tied to California Curriculum Standards. Additionally, materials were distributed without follow up or contact information. The Census Bureau did not have the relationships with local school districts necessary to create buy-in and encourage the use of their materials.

California CCC Staff had to work quickly to address these limitations by developing a new toolkit for California's schools districts. This revised version, known as the "California Students Count" toolkit, was tied to the state's education standards and was developed with input from the California Teachers Association, a member of the California CCC. California CCC Staff worked with County Offices of Education history and social science curriculum coordinators to create standard lesson plans including Census information for California History, U.S. History, and U.S. Government for grades fourth, fifth, eighth, eleventh, and twelfth. The toolkit provided sample classroom exercises for students that involved writing letters on the importance of the Census to their parents. Additionally, the toolkit included scripts for districts to make automated calls to homes relaying standard Census outreach messages.

The California State Board of Education adopted a resolution of support for Census activities in schools. Though this statewide support was important, direct coordination with local school districts was essential.

The California CCC Staff worked with County Offices of Education in the HTC counties to leverage existing relationships and build new ones with local school districts. For example, Staff worked with county liaisons to help coordinate school districts that received \$3 million or more in Title I, Part A funds; with the California School Board Association (CSBA) to encourage school boards to pass resolutions in support of Census 2010 outreach efforts; and with school districts and local schools to post Census slogans and messages in their schools and on their web sites such as "Be Californian. Be Counted." and "Students Count."

To roll out the California Students Count campaign toolkit, California CCC Staff held webcast training at the California DOE in December 2009. The webinar was designed to reach the top ten HTC counties and the 68 schools districts receiving Title I, Part A funding. All of the identified counties participated in this "California Students Count" toolkit webcast. The purpose of the webcast was to help the County Offices of Education Census liaisons understand and be able to better explain why the Census was important, understand how the exercises in the toolkit aligned with state standards, and encourage the use of the toolkit.

## LESSONS LEARNED

In California, with funding for public schools tight, teachers already struggle to cover the required curriculum. Materials that are not tied to curriculum standards will understandably be ignored by teachers and districts. Materials developed at the federal level provide a good starting place and templates, but a California-centric toolkit needs to be developed.

Californian K-12<sup>th</sup> grade schools operate at the local district level. Lessons learned from the Census 1990 proved that top-down requirements are not an effective in encouraging teachers to incorporate Census messages in their curriculum. Collaborative approaches and building relationship to develop and distribute materials is key to success, and this approach is extremely labor and time intensive. California's geographic diversity only adds to the challenge. For example, areas such as the Central Valley contain many HTC communities that are geographically spread over a large area and difficult to reach. Due to these factors, multiple full time staff members are required to effectively outreach to the K-12 schools throughout California.

When California CCC Staff responded to early feedback regarding U.S. Census Bureau's Census In Schools materials and made adjustments for California schools, an unintended consequence was that schools received two different messages for Census outreach. Earlier coordination between the state and the U.S. Census Bureau will prevent situations like this in the future.

## RECOMMENDATIONS FOR 2020

The 2020 effort should devote multiple full time staff members to K-12 schools.

Staff must coordinate with the U.S. Census Bureau's 2020 efforts to ensure their materials are relevant for California's schools and districts.

Collaboration and coordination must occur early with K-12th grade districts and schools. Materials need to be tied to curriculum standards that teachers can work into their classes. Early communication enables districts to pay more attention to Census requests and provides time to prevent miscommunications.

Dedicating the entire month of March as Census awareness month works better than prescribing a specific week or day as "Census Week" or "Census Day" as it provides schools the flexibility to work within their already full schedules.



The 2020 effort should provide direct funding to County Offices of Education. This will provide better outcomes and accountability. It will allow schools to produce flyers and “give-a-ways,” assign Census school coordinators, and organize a successful Census “students count” week.

### Media Academy Pilot Project

Among the many creative ideas suggested by the California CCC was the High School Public Service Announcement (PSA) Contest and Media Academy Awards.

The California CCC Staff developed the framework and rules for a PSA Contest, while a California CCC Member and the L.A. Urban League shared the concept with key personnel at Los Angeles’ Crenshaw High School’s Media Academy.

The purpose of the student-created PSAs was to raise awareness of the importance of being counted in the 2010 Census. This PSA contest provided students with an interactive learning opportunity on a vital civic responsibility. The administrators and instructors at Crenshaw High School and within their Media Academy embraced the idea and, with the mentoring and guidance of an outreach partner (the IW Group, an Asian American marketing, advertising and public relations group), the students produced seven PSAs.

In April 2010, California CCC Staff organized a Media Academy Awards for the best PSAs to celebrate student achievements. The California CCC partnered with the L.A. Urban League, Crenshaw High School administration, the U.S. Bureau, and the IW Group to plan this event. The program included speakers such as the U.S. Census Bureau Director David Groves, local radio host Dominic DiPrima, California acting Lieutenant Governor Mona Pasquil, President of L.A. Urban League Blair Taylor, and Vice President of Talent, Development and Diversity at Disney ABC Television Group Tim McNeal. The Award Ceremony took place in the gym at Crenshaw High School with the student body, and included participation by the student band and dance team. All the PSAs were shown during the ceremony, celebrating both the students and the Census messages.

## LESSONS LEARNED

This pilot project was extremely successful in engaging not only the students who worked on the PSAs but the entire student body that participated in the assembly. The effort did require significant coordination and staff time, but the outcomes were powerful. Developing buy-in with public schools takes time.

The Media Academy model is a good example of innovative ways to engage students and schools. This was an effective way to engage high school students beyond the more academic toolkit approach. Students were excited to participate in the event, and therefore more interested in the underlying Census messages.

## RECOMMENDATIONS FOR 2020

The Media Academy model is one that should be repeated in 2020. Encourage schools to hold assemblies and other fun events for students. Facilitate such events through CBO partnerships. Partnership efforts should begin at least a year in advance of the Census.

### EARLY CHILDHOOD EDUCATION OUTREACH

California CCC Staff saw value in conducting outreach to early education programs to reach parents and drive home the message that children count. California CCC Staff met with First 5 California and discussed outreach options using their networks. Unfortunately, due to limited resources for producing printed material, Census 2010 was unable to pursue this opportunity.

## RECOMMENDATIONS FOR 2020

### Early Childhood Education

The 2020 effort should assign staff to focus on coordinating efforts with early education partners. First 5 California, for example, routinely interacts with the HTC statewide through providing services to low income families. They also hold many events attended by HTC families that can be leveraged as outreach venues in 2020.

### HIGHER EDUCATION

The California CCC included members representing higher education interests, including the University of the California (UC), California State University (CSU), University of Southern

California, and California Community Colleges. Much of the outreach to college students was conducted through partnerships with these California CCC members.

The California CCC Staff developed a higher education toolkit with sample tweets, newsletter articles, op-ed pieces and short messages. The California 2010 Census held a statewide conference call with campus leaders to receive input on the higher education toolkit's messages and recommended approaches. The Staff also worked closely with the U.S. Census Bureau to provide posters and other materials to college campuses.

The UC President's Office served as a clearing house for their efforts, providing common direction, materials, and best practices to all of their campuses. Having common direction and templates made it much easier for UC campuses to implement outreach efforts. The UC campuses held Census days on campus, sent out email blasts, and added Census articles to newsletters and student papers. They opened kiosks on campus to provide Census forms for students and answer questions.

College aged students are trusted messengers in their families and communities. College aged students are often under (and sometime over) counted because they typically live away from their family's residents in dorms or shared apartments. College students should be an important focus area for the 2020 effort, as much

coordination is needed to get an accurate count of this group.

## LESSONS LEARNED

Higher education partners appreciated the toolkit, and found the samples helpful; the UC President for instance, took the topic seriously and his office used the sample tweets to send timely Census messages.

Community Colleges, like K-12, operate at a local level and require more staff for effective outreach than UCs and CSUs, which have a more centralized infrastructure.

Feedback from California CCC Members focused on the need to involve students in the planning efforts. Student leaders are grass-tops leaders and can help identify trusted messengers on campuses.

Campuses recommended holding Census events in tandem with other existing campus events, particularly cultural events, to add value and weight to the message.

## RECOMMENDATIONS FOR 2020

### Higher Education

System wide higher education offices (e.g. Chancellor's Office of the CSU; the President's Office of the UC system) should facilitate discussion on best practices among and between their campuses.

### U.S. Census Bureau's Resident Rules for an Accurate Count (From the U.S. Census Bureau)

- Boarding school students living away from their parental home while attending boarding school below the college level, including Bureau of Indian Affairs boarding schools - Counted at their parental home rather than at the boarding school.
- College students living at their parental home while attending college - Counted at their parental home.
- College students living away from their parental home while attending college in the U.S. (living either on-campus or off-campus) - Counted at the on-campus or off-campus residence where they live and sleep most of the time.
- College students living away from their parental home while attending college in the U.S. (living either on-campus or off-campus) but staying at their parental home while on break or vacation - Counted at the on-campus or off-campus residence where they live and sleep most of the time.
- U.S. college students living outside the U.S. while attending college outside the U.S. - Not counted in the Census.
- Foreign students living in the U.S. while attending college in the U.S. (living either on-campus or off-campus) - Counted at the on-campus or off-campus residence where they live and sleep most of the time.

Campus education and outreach efforts should help students determine the physical location of their residency for Census purposes – either at their campus or at their home address. There is often confusion over the Census residency for students, resulting in undercounting and sometimes over counting these students. System wide higher education offices should provide common direction to their campuses on this issue.

California CCC Member Lance Izumi with the CSU Chancellor's Office suggested that in 2020 the California CCC Staff should convene the All Student Body (ASB) Presidents from campuses across the state to engage them in outreach planning. The ASB Presidents are the leaders of their campuses, have great insight into campus engagement approaches, and could play a key role in coordinating campus efforts.

### **PRIVATE SECTOR – BUSINESSES AND LARGE EMPLOYERS**

Many businesses have extended reach into HTC communities as they serve HTC customers and work with HTC employees on a daily basis. Businesses often have ongoing, direct contact with their customers through printed materials such as advertisements, coupons, and receipts, all of which can be leveraged in Census outreach efforts.

In 2010, California CCC had many private sectors partners including the Pacific Gas and Electric Corporation, Silicon Valley Leadership Team, California Retailers Association as well as with large memberships like the AARP.

Staff attended a Corporate Convening sponsored by the Southern California Grantmakers and hosted by the Los Angeles Area Chamber of Commerce (LAACC). During this meeting, businesses struggled to see how they fit into the outreach process. California CCC Staff needed to have invested time into preparing a more succinct toolkit that clearly explained why businesses have a stake in the Census.

California CCC Staff then assembled an easy-to-use toolkit that provided businesses and large organizations with templates and ideas on how to convey Census messages to their customers, memberships and employees. (See sidebar.)

The toolkit included the “Top 10 Low Cost Ways Businesses Can Participate in Census 2010 Outreach.” Each item listed below was and is hyperlinked to a template or tool on the Census 2010 website. **The full toolkit is available at [Californiacompletecount.org](http://Californiacompletecount.org).**

1. Include a Census message on employees’ paychecks during February, March, and April 2010.
2. Use Slogans (“Slogan” was a hyperlink to a web page that provided short messages and slogans.)
3. Include a Census message on customer bags, ATM and register receipts, and on electronic message prompters.
4. Communicate to your employees and customers about the confidentiality of the Census.
5. Display promotional materials or logos in your business, office, or store fronts between January-April 2010.
6. Include Census informational material at your business-sponsored events during January-April 2010.
7. Put an article in your company newsletter or encourage employees to place articles in their professional association newsletters.
8. Send an email blast or PSA announcements to your employees, customers, and industry partners.
9. Post 2010 Census messages and information, banners, or badges on your blog or official website.
10. While speaking at meetings, both internally and externally, include a few sentences about the importance of the Census.

There were also top five low cost ways listed for employees to participate in Census 2010. Each item listed below was hyperlinked to a template or tool on the Census 2010 website.

1. Write letters to the editor
2. Place articles in newsletter of clubs or professional associations.
3. Tell your friends, family and neighbors that the Census is safe, confidential, easy and important!
4. Talk about the Census at your clubs and professional associations.
5. Follow Census 2010 on Facebook and Twitter, or post your own messages on Facebook or Twitter accounts.

Working with a California CCC Member, the California CCC Staff was able to build a relationship with Ralphs Grocery Corporation in Southern California. With the help of the Ralphs Corporation, the Census 2010 effort was able to distribute the toolkit and messages to other businesses in Southern California. A second business convening was held in Southern California with these additional partner participation. This event was well attended. The partners shared the activities they had undertaken and challenged others to do so as well.

Some examples of outreach activities and outcomes of this partnership included:

- The Ralphs Corporation printed a Census messages on all receipts that encouraged their customers. Each week for a month leading up to the Census form delivery, four million customers received receipts with Census messages. Ralphs executives tagged all emails with a reminder to fill out and return the Census. The Ralphs' website reminded people of the importance of being counted in the Census.
- Majestic Realty was able to secure an electronic reader board on the 60 Freeway at Crossroads Parkway that displayed the slogan: "Be Californian. Be Counted. Return Your 2010 Census

Form." Approximately 515,000 cars pass the sign each day. Majestic Realty also sponsored a thirty minute discussion on the Census on CRN Radio's PM Show with Mike Horn, which reaches approximately 11 million households nationally.

- California CCC Member PG&E was able to distribute materials to their field offices.

In summary, the California CCC Staff facilitated relationships among interested businesses and provided content; business partners designed innovative ways to reach their customers, employees and memberships. All of this was achieved with a minimal amount of coordination.

## LESSONS LEARNED

Feedback from private sector partners emphasized that requests made of businesses and private sector must be very specific. Private businesses are willing to help with outreach to their customers and employees but the requests need to be simple, straight forward and all the materials and tools need to be provided. Businesses should not have the responsibility to figure out how to help the effort.

Partnering with businesses whose customers include the HTC is an important opportunity. While printing messages on receipts or posting materials in store fronts may not be high impact methods, it is a means of reminding people through existing streams of communication. Such requests require little extra effort on the part of interested businesses.

California CCC Staff intended to send businesses with the highest numbers of employees in the state Census outreach information letters with links to the toolkit. However, due to limited staff capacity, this was not implemented. As a general comment, working with California businesses and business trade associations was not used to its potential due to staff and funding limitations.

## RECOMMENDATIONS FOR 2020

As with other sectors, the private sector should be approached early in the planning and outreach process. Engaging associations or other member groups rather than one business at a time is an efficient way to establish a partnership with the private sector. Requests of specific companies should be made at the corporate level. California CCC Staff should devote time to developing relationships and following up on requests.

There must be adequate staff to coordinate efforts. Involve private sector interests as members of the 2020 California CCC, but ensure their role is clear and understood. Retain flexibility, as many business representatives may not be able to make regular meetings. For this sector, fewer meetings are necessary and coordination needs to happen on a more personal level. The outreach methods for this sector can be direct and straightforward. The private sector does not require the same level of cross communication as other sectors. However, relationships are still extremely important. Make challenges to private sector partners to engage others in the outreach process.

## UNIONS

Unions are historically an effective means of outreaching to HTC communities and many target populations work in industries and jobs represented by unions. Union representatives were included on the California CCC, such as the California Conference of Carpenters.

With limited staff time to devote the California CCC Staff held one meeting with California Labor Federation to promote their engaged in the Census effort. The California CCC Director spoke to the California Labor Federation to highlight the need for their participation and the consequences of a low count. The Director described how the union and labor organizations could marshal their resources to assist with Census outreach.

With assistance from California CCC Member and former Assembly Speaker Karen Bass' Office, the California CCC Staff convened various union leaders to encourage more active involvement in the Census 2010 complete count effort.

The Los Angeles County Federation of Labor was indispensable in their coordinated efforts with business and private sector partners in outreach efforts in Southern California. Additionally, the Los Angeles County Federation of Labor produced a radio spot that ran on Dodger radio, KABC-AM 790, which reminded listeners that the "Census is America's Scorecard" and that the "LA County Federation of Labor reminds everyone that you have to get counted or you're not on the scoreboard." KABC-AM 790 has approximately 670,000 radio listeners weekly.

## LESSONS LEARNED

As with other key sectors, labor needs to be brought into the process much earlier.

The California CCC saw great potential in partnering with union and labor organizations. However, with limited capacity, Census 2010 was not able to take advantages of this important opportunity.

In consultation with labor leadership, toolkit should be developed that is relevant to union members. The toolkit should include talking points and messages that could be delivered at union events, or through union newsletters and other forms of communication.

## FOUNDATIONS AND NONPROFITS

A number of California based foundations made significant investments in Census 2010 outreach. This funding was allocated to support community-based efforts in order to increase Census participation among different ethnicities, immigrants, low-income residents, and other groups that have been historically undercounted. The following are examples of the philanthropic efforts throughout the state.

### *California Counts! Effort*

Several foundations organized a statewide coordinated funding strategy with assistance from Grantmakers Concerned with Immigrants and Refugees (GCIR) to maximize Census participation in HTC communities. The effort called California Counts! engaged 18 statewide, local, and regional foundations as well as immigrant organizations and local government to implement outreach and education campaigns in their local communities.

Given the shortfall of public funds, *California Counts!* allocated \$9.9 million in focused, time-limited philanthropic investments to support outreach, education, and advocacy in 15 counties. These resources were directed to regions with high numbers of HTC populations, including Los Angeles County, the greater San Francisco Bay Area, the Central Valley, San Diego/Imperial border region, and the Central Coast.

This effort sought to coordinate grantees to share best practices and avoid duplicative activities. GCIR worked with the funding community, helping funders understand the Census landscape, sharing information on other funders' plans, and providing advice on how regional or local campaigns can take advantage of the resources, materials, and tools developed by national and state groups. With philanthropic support, GCIR created a funders' guide to help foundations maximize their limited resources.

GCIR partnered with the Institute for Local Government, the research and education affiliate of California State Association of Counties and the League of California Cities, to provide technical assistance on Census and Census outreach to local government officials.

## California Community Foundation's Census 2010 Initiative

In preparation for Census 2010, the California Community Foundation of Los Angeles (CCF) engaged in an aggressive, grassroots initiative to increase participation by residents in historically HTC communities in the Los Angeles area.

This initiative convened community and civic leaders to discuss challenges, share previous experiences and exchange ideas. The group included the City of Los Angeles, the County of Los Angeles and U.S. Census Bureau officials. In fall 2009, CCF created a set of best practices to prevent duplication of efforts by organizations and agencies participating in the outreach campaign.

To successfully implement this multicultural and multilingual campaign, CCF awarded \$1.23 million to twelve CBOs in Los Angeles with previous Census experience and a deep understanding of HTC populations. These nonprofits worked with appropriate local radio and television stations to broadcast culturally relevant PSAs to all target populations in the county.

CCF and the City of Los Angeles maintained partnerships with faith-based and civic leaders in HTC communities, and in April 2010 when the Census mail participation rates were shared, CCF and the City consulted these community leaders to determine how best to allocate remaining resources for follow up. CCF awarded additional grants totaling \$270,000 for follow up efforts in three areas with the lowest return rates including Koreatown/Central City, Hollywood/Echo Park and 110 Freeway Corridor/Southwest Los Angeles.

Additionally, CCF joined with the "Families in Schools" program to promote awareness and participation among diverse households with small children. Early childhood education providers developed a toolkit in English, Spanish, Chinese and Korean languages, called "All Children Must Be Counted," and distributed it to 16,000 parents.

## The California Endowment

With the concern that California's underserved populations, especially large immigrant communities, would be severely undercounted, the California Endowment, a private, statewide health foundation, funded Census outreach. The California Endowment designed an outreach effort that focused on the HTC in Los Angeles and other crucial areas of the state. Their \$4 million investment provided resources for outreach in the 10 hardest to count counties. With limited resources available from the state

for Census outreach, the California Endowment collaborated with other funders, the state, and the U.S. Census Bureau to coordinate efforts and stretch limited resources to support a statewide Census outreach campaign for underserved communities.

## Sierra Health Foundation

The California CCC Staff and the U.S. Census Bureau participated in a meeting with the Sierra Health Foundation encouraging them to focus on Census efforts. Out of that meeting, the Sierra Health Foundation hosted a Northern California Census Convening for key nonprofit organizations and public agencies that serve the counties of Sacramento and San Joaquin. About 80 community leaders attended the convening, representing more than 50 organizations that serve the two counties.

The purpose of the convening was to provide an overview of the U.S. Census Bureau's Sacramento and San Joaquin County outreach strategy; share materials and resources for outreach efforts to support a complete count of communities; and build awareness and support networking among CBOs. As trusted messengers, community leaders learned that participating in the Census is safe, easy, and benefits individuals, families, and communities.

Sierra Health Foundation provided significant funding during the Non-Response Follow Up period for canvassing and other activities in Northern California.

## Healthy City

Healthy City is one of the initiatives of the Advancement Project, a public policy organization with historical roots in the civil rights movement. Healthy City provides information such as data, maps, and service referrals through an easy-to-use online platform. Healthy City also partners directly with organizations to develop targeted strategies for social engagement and action.

For Census 2010, Healthy City convened a statewide group of outreach and community leaders to discuss outreach analysis and identify areas for improvements. For these meetings, Healthy City gathered data on all Census activities in California to analyze and determine the areas where more coordination was needed to ensure the maximum count in HTC areas. This group then determined how they could reallocate their resources to best coordinate efforts, or increase coordination with local partners to reach these HTC target areas. Group members responded to the information Healthy City presented, and tailored their outreach to increase their effectiveness.

Healthy City demonstrated their online mapping tools during the California CCC 20 regional meetings. This public tool allowed site users to select HTC Census tracts to access data and identify local CBOs and other resources in the area.

Healthy City's analysis had real impacts on where to focus local outreach. Based on their data, Los Angeles County and the California Community Foundation reallocated over \$250,000 of new grants to reach identified HTC target areas. Similarly, in San Joaquin County, the Sierra Health Foundation reallocated its resources to target the HTC areas based on the Healthy City data analysis. In the Central Valley, multiple CBOs redirected their media outreach. In San Bernardino/Riverside, foundations and CBOs reallocated their resources to fund additional door knocking and canvassing strategies to reach Healthy City identified HTC zip codes.

## LESSONS LEARNED

Foundation partners from 2010 stressed that activities are always less expensive when planned in advance. The California Endowment explained that they only began funding the Census activities after grantees asked for it. Foundations felt that leadership needed to come from the state and should have happened earlier. Foundations interviewed also pointed out that they should have been involved in the Statewide Readiness Assessment and the 20 regional meetings as partners.

GCIR's central role helped direct philanthropic resources to address gaps. This helped diminish overlaps in funding for specific regions and helped identify the most appropriate CBO organizations to receive foundation funding.

Documenting and evaluating the impact of community-based Census outreach efforts is critical to informing the planning and implementation of future Census efforts. The U.S. Census Bureau relied significantly more on community organizations in the 2010 Census than it has done in the past, making it even more critical to document the impact of community engagement in outreach and education efforts. Jamie Christy, Regional Director, U.S. Census Bureau, Los Angeles Office, pointed out that measuring outcomes is very important for foundations.

Foundations found it was most effective to fund grantees with existing relationships in HTC communities.

Foundations expressed that their role is to build upon and enhance the efforts of the state. They do not believe it is their role to fund initiatives that should be the responsibility of the state. In 2010,



Foundations perceived that they had to take the lead and had to back pedal to involve the state.

## RECOMMENDATIONS FOR 2020

Foundations explained that conversations need to begin with the state's Census 2020 Advisory Committee in 2015. These initial conversations should focus on Census 2010 best practices, gaps and the needs/strategies for 2020. Funding requests should be aligned with Foundation's existing funding cycles. Funding should tie grants with Census outcomes. Conversations with Foundations need to begin in 2016.

The state, foundations, municipalities, and counties should integrate Census outreach expectations and outcomes into their grant programs for 2018, 2019, and 2020. Conversations need to begin in 2016 and 2017 when the budgets are being developed for those years.

Coordination with California's many philanthropic organizations will take time. The Census 2020 Advisory Committee should initiate these efforts in late 2016 or very beginning of 2017.

## FAITH-BASED ORGANIZATIONS

Faith-based organizations serve as grass tops as well as trusted messengers in their communities. The California CCC Staff recognized this opportunity as well as a willingness from faith-based organizations to partner.

With limited resources and staff time, the California CCC Staff was not able to fully coordinate with this sector. California CCC Members, including the California Catholic Conference and the Congregation Kol Ami, were able to use best Census practices to conduct outreach activities within their faith-based communities.

According to California CCC Member Stephen Pehanich, the Catholic dioceses statewide worked well with their local Complete

Count Committees, coordinating at the city and county levels. The diocese had members on the ground ready to disseminate information; however, they needed more pre-prepared information and materials to be most effective.

## RECOMMENDATIONS FOR 2020

A toolkit should be developed for faith-based organizations, similar to what was created for business and other sectors. The toolkit should include talking points and messages that could be delivered as part of sermons and newsletters. Census 2010 should develop appropriate materials for the faith-based community that can be distributed during social events.

Faith-based partners should be encouraged to reach out to their networks and invite them to engage in Census outreach activities.

Faith-based partners have far reach into HTC communities. They should be a focus of the 2020 effort and invited to participate in community outreach events. Census events should be promoted through faith-based communication outlets.

## DISABLED COMMUNITY

Through state agencies and California CCC Members, Census 2010 was able to do some outreach to the disabled community.

Based on their participation on the State Agency Work Group, the Department of Rehabilitation's Director signed a proclamation in late 2009 to encourage their District Administrators and Independent Living Centers to distribute Census materials to customers and applicants from January to April 2010. This distribution was to approximately 75,000 people.

California CCC Member, such as the Center for Disability Issues and Health Professionals, expressed that outreach on the part of the Department of Rehabilitation should have begun earlier and involved more disabled groups directly in the development of an overall strategy.

## RECOMMENDATIONS FOR 2020

If more staff is available the 2020 Census effort should emphasize outreach to this sector. A specialized toolkit should be created through a partnership with the disability community, the Department of Rehabilitation, and Center for Disability Issues and Health Professionals. These materials should be designed and ready to be distributed at least two years before the Census.

Messaging and materials should be developed with input from the disability community. Electronic and written materials developed

by the state and U.S. Census Bureau should include pictures of disabled community members. Strategies and materials should vary depending on the disability audience.

The state needs to advocate for outreach to individuals with disabilities. Some disabilities limit a person's ability to participate in the Census, such as those who cannot fill out the questionnaire by hand. The disabled community needs to know and understand their options in advance to more easily participate in the Census.

## HOMELESS COUNT

Counting homeless populations is done nationally by the U.S. Census Bureau. In places around the country, homeless populations gather regularly in soup kitchens and shelters. However, in Californian cities like Los Angeles, homeless gathering venues are spread out, mirroring the land configuration of California cities and regions. The U.S. Census Bureau should have developed more events to encourage gatherings of homeless populations tied to food or services.

Californian cities and counties such as Los Angeles and San Francisco had great concern that their homeless populations would not be accurately counted, especially without the involvement of the local municipalities. Cities and counties in California expressed that the U.S. Census Bureau's plan for the Homeless Count was limited by inadequate communication and involvement with local municipalities.

## RECOMMENDATIONS FOR 2020

The U.S. Census Bureau's Homeless Count efforts should be coordinated with local entities, including local municipalities, CBOs and other on-the-ground partners. While the U.S. Census Bureau is charged with the actual homeless count, local partners can help bring homeless together for successful events and a more accurate count. Strategies and communication leading up to events need to be localized; a one-size-fits-all approach to the homeless count does not work successfully in California.

# Recommended Timeline for the 2020 Outreach Effort

The following timeline outlines high-level tasks for preparing for the 2020 Census Outreach Effort.

## PHASE 1: Foundational Planning and Building the Infrastructure

2013-14

- The California Research Bureau, or another entity chosen by the Governor, convenes the Census Advisory Committee, which includes to the extent possible the 2010 California Complete Count Committee Staff (Staff), partners, and state leaders, to review the results and findings of Census 2010 and begin the 2020 Strategic Outreach Plan.

2015

- Mid
- The Advisory Committee recommends an adequate budget and project scope for the 2020 Census effort and provides guidance on Staff activities until the California Complete Count Committee (California CCC) is appointed.

2016

- Early
- The Governor appoints the Staff including 2020 Director, Deputy Director, and Communications Director.
- Mid
- The Governor's Office and Legislature allocate the 2020 Census budget.
- Late
- Staff meets with the U.S. Census Bureau, and local and regional governments.
  - Staff establishes the Census 2020 website to be the clearinghouse for toolkits, materials, and calendars.

2017

- Early
- Staff engages potential corporate and business partners, foundations, and nonprofits, and K-12 school districts, higher education, and other important sector partners.
  - Staff conducts a "Needs Assessment" by engaging local, on-the-ground partners in HTC counties.
- Mid
- The Governor's Office provides direction to state agencies on their involvement in Census 2020; a State Agency Working Group, comprised staff in charge of coordinating Census outreach for their state agency, is convened (and meets through June 2020).
- Late
- The Governor appoints the California CCC Members to provide guidance on outreach from a local, sector, or interest-based perspective. Staff will convene the California CCC meetings and consult with the Members on decisions (including those below).
  - Staff obtains regional office space and hires regional staff leads.
  - Staff prepares briefing materials for the 2018 Governor-elect.



## PHASE 2: Engage Statewide Partners

### 2018

- Early
  - Staff holds the “Regional Readiness Assessment” with local community leaders to help them develop their outreach plans.
  - Staff holds the first California CCC meeting, inviting the U.S. Census Bureau to participate. (California CCC meets quarterly through summer 2020.)
  - Staff distributes funding to the HTC counties.
- Mid
  - Staff holds training for Assembly Budget Committee, Legislative Analyst’s Office, and Department of Finance.

### 2019

- Early
  - Staff holds workshops for local and state elected officials’ staff on providing Census outreach materials.
- Mid
  - Staff holds “Big Tent” regional events for local leaders to present their local outreach plans to their communities and the U.S. Census Bureau.

## PHASE 3: Critical Outreach Period

### 2020

- Early
  - Staff convenes statewide experts to analyze the 2010 MPR and discuss how to allocate remaining resources.
- Mid
  - Staff is retained through the Non-Response Follow-Up period.
- Late
  - Staff is retained to write *Final Report* to the Governor.

# Analysis Inventory

With limited staff and resources, the California Complete Count effort and this Final Report focused on how the state can construct a comprehensive and effective outreach effort for the 2020 Census. The 2010 outreach effort and this Final Report do not offer technical analysis of the 2010 count and what the data means for California in terms of lost federal funding. This report does not make conclusions or findings based on the 2010 Census data. However, a comprehensive analysis of the 2010 data will be very important for the Census 2020 effort. The 2010 Census data will highlight trends that will impact the way California reaches out to the HTC in 2020.

The following inventory includes short summaries of selected sources that have conducted analysis of the Census 2010 results. The sources included is limited to what had been drafted by January 2011 (when the research for this section was conducted). This is not an exhaustive list of Census 2010 data analysis. The inventory intends to showcase a number of examples focusing on national trends, California statewide, as well as, Californian counties and cities.

## Advancement Project's Los Angeles County Census Analysis

The Advancement Project is a public policy change organization focused on ensuring members of all communities have the safety, opportunity, and health they need to thrive. In the report below, the Advancement Project looks at shifts in Los Angeles' changing demographics (based on the Census count) and provides insight about on how such changes should inform infrastructure planning and policy making.

The link <http://v3.advancementprojectca.org/?q=node/207> contains the following report:

Beyond the Numbers and Lines: Shifting Communities, Inherited Infrastructure, and Planning for the Future, by Deanna Cooke, John Kim, Dr. Ali Modarres, Chris Ringewarld, Caroline Rivas, Amy Sausser (Funded by the California Community Foundation), September 2011.

## The Brookings Institute

The Brookings Institute is a nonprofit public policy organization, which has done extensive work on the effects of Census count on both funding and representation at the state and federal level. A compiled list of their research and commentary on the 2010 Census is contained at the link below:

<http://www.brookings.edu/topics/u-s-Census.aspx>

## The California Community Foundation

The California Community Foundation (CCF) launched the 2010 Census Initiative to help ensure an accurate Census count, to ensure data California uses over the next decade for planning and development is as accurate as possible.

The link below contains the CCF's Census 2010 Imitative Report: <https://www.calfund.org/document.doc?id=340>

## The Pew Research Center

The Pew Research Center, a nonpartisan "fact tank" that provides information on the issues, attitudes and trends shaping America, has a website dedicated to the Census entitled: All Things Census. All of the Center's postings on Census methods, findings, and resources can be found at this site. This website will continue to be undated as the Pew Research Center generates reports on the Census 2010 data and its impacts.

The following is a link to this site: <http://www.pewsocialtrends.org/category/all-things-Census/>

## University of California, Los Angeles

The Williams Institute is a national think tank at the University of California, Los Angeles, School of Law. Their mission is to advance sexual orientation and gender identity law and public policy through rigorous, independent research and scholarship, and to disseminate it to judges, legislators, policy makers, media, and the public. The link below contains their research on Census and lesbian, gay, bisexual and transgender (LGBT) demographic studies. <http://williamsinstitute.law.ucla.edu/category/research/Census-lgbt-demographics-studies/>

## University of Southern California

The Population Dynamics Research Group of the University of Southern California, Sol Price School of Public Policy, has produced several reports and presentations explaining Census data. The Population Dynamics Research Group uncovers demographic trends that drive major changes in society, providing insights that lead to effective policies. Current reports can be found at the following link:

<http://www.usc.edu/schools/sppd/research/popdynamics/>

This link contains the following reports and will continue to be updated as more information is made available:

- *Attrition of Homeownership in California in the 2000s: Now Seeking Generational Replacements*, by Dowell Myers (sponsored by the John Randolph and Dora Haynes Foundation), July 2011.
- *Census Brief: Aging in California and Los Angeles County*, by Linda Lou and Dowell Myers, May 2011.
- *Census Brief: The Changing Household and Family*, by Edward Flores and Dowell Myers, May 2011.
- *The 2010 Census Benchmark California's Growing and Changing Population*, by John Pitkin and Dowell Myers, February 2011.

# Appendices

**A-1: Executive Order S-10-09**

**A-2: 2010 California Complete Count Committee Members**

**A-3: California CCC Staff and Consultants**

**A-4: Copy of California CCC Staff's Letter to Sectary of Commerce Gary Locke**

**A-5: Full list of California CCC Staff Speaking Engagements**

**A-6: California State Agency Work Group Membership and Activities Log**

**A-7: List of Interviews Conducted for *Final Report***

## A-1: Executive Order S-10-09

EXECUTIVE DEPARTMENT  
STATE OF CALIFORNIA



**EXECUTIVE ORDER S-10-09**

**WHEREAS** the Constitution of the United States requires an enumeration of the population every ten years to apportion congressional representation among the states; and

**WHEREAS** pursuant to Section 141 of Title 13 of the United States Code, the next federal decennial census of the population will be taken on the first day of April, 2010; and

**WHEREAS** a complete and accurate count of California's population is essential to the State, because the census count determines congressional representation, state redistricting, federal formula grant allocations and the distribution of state subvention funds for an entire decade until the next decennial census is taken; and

**WHEREAS** there are over 70 federal programs benefiting California that use census enumerations and population numbers as part of their funding formulas, including formulas for education, health, and human services programs; and

**WHEREAS** the United States Census Bureau will endeavor to count every person in the nation, and many states will be initiating programs to promote the census; and

**WHEREAS** in 2000 the Legislature allocated over \$24 million in state funds to carry out a multi-cultural, multi-lingual, multi-media outreach campaign which resulted in increasing Californians' mail-back response rate to 70 percent, up from 65 percent in 1990; and

**WHEREAS** it is vitally important for California to do everything it can to ensure that every Californian is counted in the upcoming census.

**NOW, THEREFORE, I, ARNOLD SCHWARZENEGGER**, Governor of the State of California, in accordance with the authority vested in me by the Constitution and statutes of the State of California, do hereby issue this Order to become effective immediately:

1. The California Complete Count Committee (Committee) is hereby established. The members of the Committee shall serve without compensation and at the pleasure of the Governor.
2. The Committee will develop, recommend, and assist in the administration of, a census outreach strategy to encourage full participation in the 2010 federal decennial census of population required by Section 141 of Title 13 of the United States Code.
3. The census outreach strategy shall include, but not be limited to, State agency initiatives to encourage participation in the 2010 Census, the establishment and support of school-based outreach programs, partnerships with non-profit community-based organizations, and a multi-lingual, multi-media campaign designed to ensure an accurate and complete count of California's population.



## A-1: Executive Order S-10-09

4. In carrying out its duties, the Committee may appoint working groups as it deems appropriate, and shall solicit participation from relevant experts and practitioners involved in census issues.
5. The California Complete Count effort will be coordinated out of the Governor's Office of Planning and Research (OPR), which shall enlist all State agencies and departments within my administration to identify effective methods of outreach to Californians, and to provide resources to ensure the outreach program is successful and that all Californians are counted. Each agency and department within my administration shall inform OPR of their designated census coordinator for purposes of this California Complete Count effort. All agencies and departments within my administration shall cooperate with the Committee and provide support to the Committee.
6. The Committee shall submit an interim report to me by November 30, 2009, containing its recommended outreach strategy to encourage full participation and avoid an undercount in the 2010 Census. Thereafter the Committee shall submit supplemental quarterly reports to me. The Committee shall submit its final report to me no later than June 30, 2011, specifying actual outreach efforts and results which were implemented for the 2010 Census.

**IT IS FURTHER REQUESTED** that other entities of State government outside my administration, including other constitutional offices, the offices of the legislative and judicial branches, and local agencies, shall cooperate fully and provide support to the Committee.

This Order is not intended to create, and does not create, any rights or benefits, whether substantive or procedural, or enforceable at law or in equity, against the State of California or its agencies, departments, entities, officers, employees, or any other person.

**I FURTHER ORDER** that, as soon as hereafter possible, this Order be filed in the Office of the Secretary of State and that widespread publicity and notice be given to this Order.

**IN WITNESS WHEREOF** I have hereunto set my hand and caused the Great Seal of the State of California to be affixed this 12<sup>th</sup> day of June 2009.

  
 ARNOLD SCHWARZENEGGER  
 Governor of California

**ATTEST:**

\_\_\_\_\_  
 DEBRA BOWEN  
 Secretary of State

## A-2: 2010 California Complete Count Committee Members

### ELECTED OFFICIALS

Karen Bass, Speaker of the Assembly  
California State Assembly

Sam Blakeslee, Assembly Minority Leader  
California State Assembly

Debra Bowen, Secretary of State  
California Secretary of State

Edmund G. Brown Jr., Attorney General  
Office of the Attorney General

John Chiang, State Controller  
California State Controller's Office

Felipe Fuentes, Assemblymember  
California State Assembly

John Garamendi, Lieutenant Governor  
Office of the Lieutenant Governor

Dennis Hollingsworth, Senate Minority Leader  
California State Senate

Bill Lockyer, State Treasurer  
State Treasurer's Office

Margaret Mims, Sheriff  
Fresno County Sheriff's Office

Gloria Negrete McLeod, Senator  
California State Senate

Jack O'Connell, State Superintendent of Public Instruction  
California Department of Education

Steve Poizner, Insurance Commissioner  
California Department of Insurance

Darrell Steinberg, President pro Tem  
California State Senate

Betty T. Yee, Chair  
California State Board of Equalization

### ORGANIZATIONS

Access California Services  
Nahla Kayali, Founder and Executive Director

AARP California  
David Pacheco, Executive Council

American Federation of Television and Radio Artists  
William Thomas, Executive Director

Asian Pacific American Legal Center of Southern California  
Stewart Kwoh, President and Executive Director

Asian Pacific Islander American Public Affairs  
C.C. Yin, Founder and Chair

California Black Media  
Larry Lee, President of Sacramento Observer Newspaper

California Cable and Telecommunications Association  
Carolyn McIntyre, President

California Catholic Conference  
Stephen Pehanich, Senior Director for Advocacy and Education

California Community Colleges  
Lance Izumi, President

California Community Foundation  
Antonia Hernandez, President and Chief Executive Director

California Conference of Carpenters  
Daniel Curtin, Director

California Indian Manpower Consortium  
Lorenda Sanchez, Executive Director

California Retailers Association  
Bill Dombrowski, President and Chief Executive Director

California State Association of Counties,  
Paul McIntosh, Executive Director

California State Parent Teacher Association  
Pam Brady, President

California Teachers Association  
David Sanchez, President

## A-2: 2010 California Complete Count Committee Members

California Volunteers Karen Baker, Secretary	Office of Governor Arnold Schwarzenegger
Center for Disability Issues and Health Professions Brenda Premo, Director	Governor's Office of Planning and Research Cynthia Bryant, Deputy Chief of Staff and Director
Congregation Kol Ami Denise Eger, Rabbi	Pacific Gas and Electric Corporation Nancy McFadden, Senior Vice President
Consejo de Federaciones Mexicanas en Norteamerica Arturo Carmona, Executive Director	Silicon Valley Leadership Group Carl Guardino, President and Chief Executive Officer
Ed Voice Rae Belisle, President and Chief Executive Officer	The Los Angeles Urban League Blair Taylor, President and Chief Executive Officer
Equality California Cary Davidson, President	United Way of California Judith Darnell, State Director
Greenlining Institute Orson Aguilar, Executive Director	University of Southern California School of Policy, Planning, and Development Dowell Myers, Professor
Housing California Julie Spezia, Executive Director	University of California, Office of the President Judy Sakaki, Vice President for Student Affairs
La Coopertiva Campesina de California Candy Pulliam, Senior Consultant of Governmental Relations	California State University Chancellor's Office Jorge Haynes, Senior Director, External Relations
La Opinion Monica Lozano, Chief Executive Officer	
Mexican American Legal Defense and Educational Fund Nancy Ramirez, Regional Legal Counsel	
National Association for the Advancement of Colored People Alice Huffman, President	
National Association of Latino Elected and Appointed Officials Laura Barrera, Deputy Director of Civic Engagement for the Census	
New America Media Sandy Close, Executive Director	

## **A-3 California CCC Staff and Consultants**

### **CALIFORNIA CCC STAFF**

Director: Ditas Katague

Deputy Director: Eric Alborg (phase one)

Deputy Director: Louis Stewart (phase two)

Manager (School Based Outreach): Regina Brown-Wilson (part time)

Manager (State Agency Outreach): Jessica Cohagan

Administrative Director: Margie Walker (phase two)

### **GOVERNOR'S OFFICE OF PLANNING AND RESEARCH STAFF**

OPR Director (phase one): Cynthia Bryant

OPR Director (phase two): Cathleen Cox

Graphic Designer: Jessica Painter

### **CALIFORNIA STATE UNIVERSITY, SACRAMENTO, CENTER FOR COLLABORATIVE POLICY FACILITATION TEAM**

Project Manager and Report Author: Charlotte Chorneau

Project Manager and Report Contributing Author: Mindy Meyer

Strategic Advisor: Lisa Beutler (phase one)

Strategic Advisor: Susan Sherry (phase two)

Graphic Designer: Tina Chen

Regional Convening Facilitator: Carolyn Lott (phase one)

Regional Convening Facilitator: Mary Selkirk (phase one)

Regional Convening Facilitator: Dale Schafer (phase one)

## A-4: Copy of California CCC Staff's Letter to Sectary of Commerce Gary Locke



### STATE OF CALIFORNIA CALIFORNIA COMPLETE COUNT CENSUS 2010



September 28, 2009

The Honorable Gary Locke  
Secretary of Commerce  
U.S. Department of Commerce  
1401 Constitution Avenue, Northwest  
Washington, DC 20230

Dear Secretary Locke:

It has come to my attention that the U.S. Census Bureau has made the policy decision to send the Advance Letter in English-only in March 2010. The Advance Letter is one of the first official communications coming directly from the U.S. Census Bureau for the decennial Census. By not including any in-language instructions or messages, I believe you are missing a huge opportunity to engage limited or non-proficient English speaking households in preparing them for the arrival of the Census questionnaire.

I strongly urge you to reconsider this decision, as this decision risks completely missing the opportunity to communicate with those Hard-to-Count populations in our state. Hundreds of languages other than English are spoken at home in California. Based on 2008 American Community Survey (ACS) data, only 19,646,489 out of more than 30 million Californians speak only English. That leaves millions and millions of California residents that could effectively not receive advance notice of the decennial Census.

Lastly, we believe that any investment in sending a multi-lingual Advance Letter to Californians will ultimately serve to increase the Mail Back Response Rate (MRR), which will decrease the amount of Non-Response Follow-Up (NRFU) the Bureau conducts. This could save valuable time and taxpayer money.

Again, I strongly urge you to reconsider your English-only Advance Letter policy immediately so that operations are not impacted and to ensure all Californians are counted.

Respectfully,

Ditas Katague  
Director, 2010 Census Statewide Outreach  
Governor's Office of Planning and Research

cc: The Honorable Nancy Pelosi  
The Honorable Diane Feinstein  
The Honorable Barbara Boxer  
Robert Groves, U.S. Census Bureau Director

## A-5: Full list of California CCC Staff Speaking Engagements

- Asian Pacific Islander (API) Sacramento Kickoff.
- Southern California Association of Governments Conference, Los Angeles: CCCC Staff Director spoke before the demographers who have a keen understanding of the importance of accurate Census data as they rely on it for their work. The Director told them what our outreach strategy was and how they could help. Southern California Association of Government (SCAG) is the nation's largest Metropolitan Planning Organization, representing 6 counties, 189 cities and 19 million residents. SCAG undertakes a variety of planning and policy initiatives to encourage a more sustainable Southern California.
- Black Advocates in State Service (BASS): Share with State employees how they can make a difference in Census 2010.
- California County Superintendents Educational Services Association (CCESSA): The Statewide Education Manager on CCCC Staff went to this stakeholder group to inform them as to why a complete count was particularly important to their resources and asked them to designate a liaison to work with her.
- Sacramento Latino Complete Count Committee.
- OCA State of APA (Asian Pacific Americans) Summit, San Francisco: Asian Americans and Pacific Islanders are one of the fastest growing and traditionally undercounted populations. The CCC Staff Director shared how important it is for their growing number to be accurately reflected in the Census and asked for their help.
- California Postsecondary Education Commission (CPEC): The CCCC Staff Statewide Education Manager went to this stakeholder group to inform them as to why a complete count was particularly important to their resources and asked them to get involved, and ensure that best practices were being used in Census outreach throughout the State's independent colleges and university system.
- Migrant Education Students Group: The CCCC Staff Statewide Education Manager spoke to them about the services and resources that they receive as a result of dollars based figures from the Census. She explained in an age appropriate way how important it was for their families to fill out the Census and how they could help by carrying the message that the Census was "Safe, Easy, and Important" to their families and other students.
- Education Coalition- This is a one stop statewide education group made up of superintends, department staff of California Department of Education, California School Board Association, PTA, and administrators who meet to discuss the State's education issues. The CCCC Staff Statewide Education Manager to share the "Student's Count" strategy and ask for their support.
- State Board of Education (SBE): The CCCC Staff Director met with the Board and asked to pass a resolution of support, which they did.
- Migrant Education Parent Group: The CCCC Staff Statewide Education Manager spoke to them about the Title 1 and Title 2 dollars their community uses and how that is related to the Census count. She asked for their support in getting the message out that the Census is safe and to spread the message to other parent groups. This meeting led to the Migrant Education Conference.
- Asian Pacific American Public Affairs— This organization was founded by one of our CCCC Members, C.C. Yin. The CCCC Staff Director spoke to this group to share the State's Census Outreach Strategy and enlist their support. APAPA's primary mission is to empower Asian Pacific Islander (API) Americans in civic and public affairs through education, active participation, and leadership development.

## A-5: Full list of California CCC Staff Speaking Engagements

- “Redistricting, The 2010 Census, and Your Budget,” hosted by the Rose Institute of State and Local Government, Claremont McKenna College, Claremont California: The League of Cities as well as California State Association of Counties (CSAC) were conference partners and many of their members were in attendance. The CCCC Staff Director delivered the keynote address,
  - described the State’s strategy,
  - suggested they adopt it in their cities and counties given the tough economic climate,
  - gave attendees some helpful tools, and
  - encouraged them to go back to their communities and put a plan together to get everyone counted.
- Asian Pacific American Public Affairs (APAPA): This organization was founded by one of our CCCC Members, C.C. Yin. The CCCC Staff Director spoke to this group to share the State’s Census Outreach Strategy and enlist their support. APAPA’s primary mission is to empower Asian Pacific Islander (API) Americans in civic and public affairs through education, active participation, and leadership development.
- Filipino CCC of Southern California
- Santa Rosa LCO
- California Labor Federation: The CCCC Staff Director highlighted the need for their participation including the consequences of a low count (loss of services and potentially a congressional seat). She described how the union and labor could marshal their resources to do Census outreach.
- Elk Grove LCO
- Sacramento LCO
- Filipino Women’s Network Reception at the Lieutenant Governor’s Office
- Board of Equalization (BOE): The CCCC Staff Director spoke about the effort to avoid an undercount, particularly in the Counties with highest numbers of HTC populations, and ways Board Members can lend their support within their respective districts to encourage full participation by all Californians.
- Northern California Filipino CCC meeting
- Migrant Education Conference (sponsored by California Department of Education (CDE). The CCCC Staff presented to parents migrant to expound upon the message that the Census is safe and to inform them of the different services available to help them fill out the Census and answer any of their questions or concerns.
- LANA (Laotian American National Alliance) First Laotian National Conference “Yesterday, Today, and Building a Better Tomorrow”: Laotian communities have historically been among one of the most hard-to-count Asian groups. Over 40 percent of Laotian Americans currently reside in the State of California. The CCC Staff Director spoke about the importance of the Census, what being counted meant to the Laotian community, and how they could help make sure their community was counted.
- Sacramento African American CCC

## A-6: California State Agency Work Group Membership and Activities Log

### ALCOHOL BEVERAGE CONTROL (ABC)

- ABC coordinated the effort to receive Census materials to be distributed. Throughout HTC communities, throughout the state, during many community events.

### BUSINESS TRANSPORTATION AND HOUSING AGENCY (BTH)

- Provided staff to serve as the Chair to the SAWG.
- The Chair partnered with Agency staff to fully leverage Bureau's Partner Support Program (PSP) resulting in the coordination of 15 applications for Census events.
- BTH partnered with the Bureau to secure PSP dollars for the event registration site for the 21 Regional Convening that took place throughout the state.
- Coordinated the request for banners, with messaging in English and Spanish, to represent the departments and the Census in HTC communities throughout California.

### CALIFORNIA LOTTERY COMMISSION

- Including messages on lottery ticket kiosks and HOT screens during March 2010. Over 55 million impressions made through the lottery ticket and hotspot campaign.

### CALIFORNIA VOLUNTEERS (CV)

- Designated staff to participate on the SAWG.
- Census information and articles added to the website.
- CV has a quarterly newsletter that will include Census articles in editions in early 2010.

### CALPERS

- Included Census messaging in the PERSpectives newsletter which goes out to 1.6 million people.
- Included Census messaging in the Employer News – quarterly newsletter that targets administrators, officials and HR contacts of more than 2,600 contracting cities, public agencies and school districts.
- Sent target messages throughout network of more than 476,000 retirees and 1.6 million members.

### DEPARTMENT OF AGING

- Provided materials for 33 area agencies within the Department of Aging's network that provide services to the aging population in California.
- Census materials and education will be provided to the Ombudsman program which provides meals delivered to aging isolates.
- Invited project staff to perform training for all Department of Aging employees.

### DEPARTMENT OF CONSUMER AFFAIRS (DCA)

- Processed PSP to purchase Census materials for Employee Census Awareness Day in January 2010 for six DCA offices.
- DCA Director sent messages to employees to encourage Census outreach to community based or faith based organizations. The goal is to leverage community involved through DCA employees.
- DCA will set up Census table displays in offices as an information kiosk.
- Feedback questionnaires will be designed and provided to employees to request how they provided information about the Census to their friends, family and community.
- Training provided by SAWG coordinator to call center staff to understand the importance of the Census for California state programs. DCA recorded message on their customer service lines, so the training will be provided to DCA staff to redirect questions to Census Bureau resources.
- Coordinated training for DCA's Employee Awareness day for Census. The Communications team at DCA created packets with information for all employees (3000) and managers.

### DEPARTMENT OF FINANCIAL INSTITUTIONS

- Created a website for Census information for the public.
- Issued articles and email blasts about the importance of the Census.

## A-6: California State Agency Work Group Membership and Activities Log

### DEPARTMENT OF INSURANCE

- Distributed Census materials at outreach events and in mailings.
- Add Bureau logo and links to letterhead, fax coversheet, and internet site.
- Included Census information in the Department's newsletter.
- Included Census 2010 message on the customer service phone line.

### DEPARTMENT OF MANAGED HEALTH CARE

- Included Census magnifying ruler to be included in the response to Californians who request information from the Department. Monthly mailing total estimated at 9,500 contacts.

### DEPARTMENT OF PUBLIC HEALTH – WIC

- Developed materials to make available for WIC program recipients.
- Potential for broader program. This will be determined by January 2010. Working to identify additional resources.

### DEPARTMENT OF REHABILITATION

- DOR Director signed proclamation September 23, 2009 to engage 14 District Administrators for DOR districts and branches and Independent Living Centers to distribute 75,000 Census 2010 flyers to applicants and consumers from January – April 2010.
- Census reminders in Managers and Supervisor's quarterly meetings.
- Census reminders in DOR News hour
- Census messaging and reminder in the DOR's March edition of DOR-WAYS newsletter.

### DEPARTMENT OF TRANSPORTATION

- Organized an outreach event with Loaves and Fishes, a homeless service center and safehouse for women and children in Sacramento.
- Leveraged the Bureau's PSP to purchase flashlights, compasses, t-shirts, and water bottles to encourage participation at Loaves and Fishes in the March 30th service-based enumeration day.

### DEPARTMENT OF VETERAN AFFAIRS

- Include Census messages in the CalVET newsletter an email blast to administrators of veteran programs.
- Distributed materials to field centers.

### DEPARTMENT OF WATER RESOURCES

- Provided graphic services consultation and resources to design Census materials with California branding and messaging.
- Provided support to CCC Staff for the camera work at the 20 regional convenings.

### EMPLOYMENT DEVELOPMENT DEPARTMENT

- Loaned a fulltime staff to the California Complete Count effort.
- Included Census article with contact information in the quarterly newsletter, California Employer with a distribution of 1 million employers throughout California.
- Distributed to job service offices posters and promotional materials for Census 2010.

## A-6: California State Agency Work Group Membership and Activities Log

### FRANCHISE TAX BOARD

- Included Census messages in state tax booklets sent out in 2010.
- 1/3 cut sheet distributed to 6,000 staff during February and March 2010 through the FTBNet.
- Hold message on customer service line included Census promoting message during February and March of 2010.
- Mailed Census materials to approximately 2000 post offices and libraries.
- Posted information on FTB website.

### OFFICE OF PATIENT ADVOCATE

- Collaborated with the Department of Managed Health Care in the purchase of magnifying rulers to be included with the mailing to Californians receiving information from the Office of Patient Advocate.

### OFFICE OF THE FIRST LADY

- Used their e-blast communication to notify 2,000 organizations and individuals during the critical Census messaging time January - March 2010.

### OFFICE OF THE STATE CONTROLLER

- Added a Census message to pay check stubs to over 200,000 state employees in March 2010.

### SACRAMENTO AREA COUNCIL OF GOVERNMENTS (SACOG)

- Created [Sacog.org/Census2010](http://Sacog.org/Census2010). SACOG used the PSP to translate Census materials into 10 languages used as determined by the 6 local school districts.
- Regular updates to Board of Directors comprised of 28 local governments and encouraged local governments to form Complete Count Committees.
- Created flyers and materials to promote Census 2010.

### SECRETARY OF STATE (SOS)

- Included materials in the Regional offices which serve as customer service counters for business owners and administrators.
- Census materials provided to approximately 5,000 young adults aging out of the state's foster program.
- Including an article in the SOS Insider quarterly newsletter.

## A-7: List of Interviews Conducted for *Final Report*

Name	Title	Organization
1. Gigi Barsoum	Principal	Barsoum Policy Consulting
2. Mike Burns	Deputy Regional Director	Seattle Region, U.S. Census Bureau
3. Jamey Christie	Director	Los Angeles Regional Office, U.S. Census Bureau
4. Sandy Close	Executive Director	New America Media
5. Cary Davidson	Past President	Equality California
6. Bill Dombrowski	President and Chief Executive Officer	California Retailer Association
7. Rabbi Denise Eger		Congregation Kol Ami
8. Margie Estrada	Policy Consultant	Office of Senator Darrell Steinberg, Senate President pro Tempore & Office of Senator Noreen Evans Chair of the Senate Judiciary Committee
9. Barbara Ferry	Partnership Specialist	Seattle Region, U.S. Census Bureau
10. Janice Graham	Chief of Staff	Chief Administrative Office, San Diego County
11. Jorge Haynes	Senior Director, External Relations	California State University Chancellor's Office
12. Lance Izumi	President	California Community Colleges
13. John Kim	Director	Healthy City Project
14. An Le	Statewide Network Manager	Asian Pacific American Legal Center
15. Larry Lee, Jr.	President	The Observer Newspapers **Representing California Black Media (CBM) **
16. Carolyn McIntyre	President	California Cable and Telecommunications Association
17. Jon Moore	Chief Deputy Director	Community Development Director
18. Stephen Pehnanich	Senior Director for Advocacy and Education	California Catholic Conference
19. Adrienne Pon	Executive Director	Office of Civic Engagement & Immigrant Affairs City & County of San Francisco
20. Brenda Premo	Director	Center for Disability Issues and the Health Professions
21. Alexis Wilson	Former Special Assistant	Pacific Gas and Electric Corporation
22. CC Yin	Founder and Chair	Asian Pacific Islander American Public Affairs
23. Martin Zimmerman	Assistant Chief Executive Officer Operations	Chief Executive Office, County of Los Angeles

