AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

CENSUS 2010: USING THE COMMUNICATIONS CAMPAIGN TO EFFECTIVELY REDUCE THE UNDERCOUNT

HEARING

BEFORE THE

SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND NATIONAL ARCHIVES

OF THE

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

HOUSE OF REPRESENTATIVES

ONE HUNDRED TENTH CONGRESS

SECOND SESSION

JULY 10, 2008

Serial No. 110–124

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

Available via the World Wide Web: http://www.gpoaccess.gov/congress/index.html
http://www.oversight.house.gov

U.S. GOVERNMENT PRINTING OFFICE

47–524 PDF WASHINGTON : 2009

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

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

HENRY A. WAXMAN, California, *Chairman*

EDOLPHUS TOWNS, New York
PAUL E. KANJORSKI, Pennsylvania
CAROLYN B. MALONEY, New York
ELIJAH E. CUMMINGS, Maryland
DENNIS J. KUCINICH, Ohio
DANNY K. DAVIS, Illinois
JOHN F. TIERNEY, Massachusetts
WM. LACY CLAY, Missouri
DIANE E. WATSON, California
STEPHEN F. LYNCH, Massachusetts
BRIAN HIGGINS, New York
JOHN A. YARMUTH, Kentucky
BRUCE L. BRALEY, Iowa
ELEANOR HOLMES NORTON, District of Columbia
BETTY McCOLLUM, Minnesota
JIM COOPER, Tennessee
CHRIS VAN HOLLEN, Maryland
PAUL W. HODES, New Hampshire
CHRISTOPHER S. MURPHY, Connecticut
JOHN P. SARBANES, Maryland
PETER WELCH, Vermont
JACKIE SPEIER, California

TOM DAVIS, Virginia
DAN BURTON, Indiana
CHRISTOPHER SHAYS, Connecticut
JOHN M. McHUGH, New York
JOHN L. MICA, Florida
MARK E. SOUDER, Indiana
TODD RUSSELL PLATTS, Pennsylvania
CHRIS CANNON, Utah
JOHN J. DUNCAN, Jr., Tennessee
MICHAEL R. TURNER, Ohio
DARRELL E. ISSA, California
KENNY MARCHANT, Texas
LYNN A. WESTMORELAND, Georgia
PATRICK T. McHENRY, North Carolina
VIRGINIA FOXX, North Carolina
BRIAN P. BILBRAY, California
BILL SALI, Idaho
JIM JORDAN, Ohio

PHIL BARNETT, *Staff Director*
EARLEY GREEN, *Chief Clerk*
LAWRENCE HALLORAN, *Minority Staff Director*

SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND NATIONAL ARCHIVES

WM. LACY CLAY, Missouri, *Chairman*

PAUL E. KANJORSKI, Pennsylvania
CAROLYN B. MALONEY, New York
JOHN A. YARMUTH, Kentucky
PAUL W. HODES, New Hampshire

MICHAEL R. TURNER, Ohio
CHRIS CANNON, Utah
BILL SALI, Idaho

TONY HAYWOOD, *Staff Director*

CONTENTS

	Page
Hearing held on July 10, 2008	1
Statement of:	
Harrison, Roderick, director, Databank, joint Center for Political and Economics Studies; Dr. Barbara A. McKinzie, Chair, 2010 Census Subcommittee, National Pan-Hellenic Council; and David J. Lange, general manager, Scholastics Marketing Partners, Scholastic, Inc.	73
Harrison, Roderick	73
Lange, David J.	96
McKinzie, Barbara A.	85
Murdock, Steven H., Director, Bureau of the Census, U.S. Department of Commerce; and Jeff Tarakajian, executive vice president, Client Services, DraftFCB	34
Murdock, Steven H.	34
Tarakajian, Jeff	43
Letters, statements, etc., submitted for the record by:	
Baca, Hon. Joe, a Representative in Congress from the State of California, prepared statement of	112
Clay, Hon. Wm. Lacy, a Representative in Congress from the State of Missouri, prepared statement of	3
Clyburn, Hon. James E., a Representative in Congress from the State of South Carolina, prepared statement of	10
Gonzalez, Hon. Charles A., a Representative in Congress from the State of Texas, prepared statement of	27
Harrison, Roderick, director, Databank, joint Center for Political and Economics Studies, prepared statement of	76
Lange, David J., general manager, Scholastics Marketing Partners, Scholastic, Inc., prepared statement of	98
Maloney, Hon. Carolyn B., a Representative in Congress from the State of New York:	
Prepared statement of	23
Prepared statement of Donald L. Evans	15
McKinzie, Dr. Barbara A., Chair, 2010 Census Subcommittee, National Pan-Hellenic Council, prepared statement of	87
Murdock, Steven H., Director, Bureau of the Census, U.S. Department of Commerce, prepared statement of	36
Rangel, Hon. Charles B., a Representative in Congress from the State of New York, prepared statement of	114
Tarakajian, Jeff, executive vice president, Client Services, DraftFCB, prepared statement of	45

CENSUS 2010: USING THE COMMUNICATIONS CAMPAIGN TO EFFECTIVELY REDUCE THE UNDERCOUNT

THURSDAY, JULY 10, 2008

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND NATIONAL ARCHIVES,
COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM,
Washington, DC.

The subcommittee met, pursuant to notice, at 2 p.m., in room 2154, Rayburn House Office Building, Hon. Wm. Lacy Clay (chairman of the subcommittee) presiding.

Present: Representatives Clay, Maloney, Watson, and Turner.

Also present: Representatives Clarke, Clyburn, Baca, Gonzalez, Sires, Honda, Jackson-Lee of Texas, Lee of California, and Kilpatrick.

Staff present: Darryl Piggee, staff director/counsel; Jean Gosa, clerk; Alissa Bonner and Michelle Mitchell, professional staff members; Charisma Williams, staff assistant; Dorian Rosen, intern; Benjamin Chance, minority professional staff member; and John Cuaderes, minority senior investigator and policy advisor.

Mr. CLAY. The subcommittee will come to order. The Information Policy, Census, and National Archives Subcommittee of the Oversight and Government Reform Committee will now come to order and good afternoon.

Today's hearing is entitled, "2010 Census: Using the Communications Campaign to Effectively Reduce the Undercount." We will examine the Census Bureau's plans to use the 2010 integrated communications campaign to attain an accurate enumeration of traditionally hard to count populations. We will also examine whether the Bureau is on course to build on the successes of the 2000 census.

We are privileged to have with us today several guests who are here. We have, in attendance, Members of the tricaucus. The tricaucus is comprised of Members of the Congressional Black Caucus, the Congressional Hispanic Caucus and the Congressional Asian Pacific American Caucus.

Two of the Chairs are here, and one is the Honorable Mike Honda, and filling in for the Honorable Joe Baca will be Mr. Gonzalez from Texas. Also, we have the Honorable Yvette Clarke and the Honorable Albio Sires. I want to welcome them all here. Also, Honorable Yvette Clarke from New York, thank you for being here too.

I am going to ask unanimous consent that they and our other colleagues who will show up today to join us be recognized for opening statements and questions and allowed to sit on the dais. Without objection so ordered.

And, without objection, the Chair and the ranking minority member will have 5 minutes to make opening statements followed by opening statements not to exceed 3 minutes by any other Member who seeks recognition.

And, without objection, Members and witnesses may have 5 legislative days to submit a written statement and extraneous materials for the record.

As I stated earlier, we will focus on the U.S. Census Bureau's plans to accurately count historically undercounted populations including racial, ethnic and language minorities during the 2010 decennial. I am pleased to welcome several visiting Members to this important hearing.

The census is a vital, constitutionally mandated survey that policymakers and demographers rely on to make decisions, allocate over $300 billion in Federal funding annually, reapportion congressional seats and redistrict within States. Therefore, it is essential that the data be complete and accurate.

The Bureau will use its communications campaign to help improve accuracy, increase the mail response rate and reduce the differential undercount. Unfortunately, cost overruns in other areas have fueled concerns regarding the Bureau's budget for the communications campaign.

Given the high level of distrust of government in hard to count communities, the Bureau cannot risk the impact of underfunding the campaign which encompasses the successful Partnership and Census in Schools Programs.

While I can appreciate the budget challenges that resulted from the Bureau's decision to revert to a paper census, most would agree that the communications campaign is underfunded. In order to duplicate the accomplishments of the 2000 census, which undercounted over 3 million people, the communications campaign needs millions of more dollars.

It is equally disturbing to learn that funding for outreach to minority communities has been cut or reprogrammed when these communities have the greatest needs.

An inaccurate 2010 census will leave many States without their fair share of Federal dollars and will handicap local governments for 10 years.

With less than 2 years until the 2010 census, I looked forward to the testimony of our witnesses and learning how Congress can best partner with the Bureau in addressing these concerns.

Now I will yield to the ranking member to be recognized for opening statements.

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

Opening Statement
Of
Wm. Lacy Clay, Chairman
Information Policy, Census, and National Archives Subcommittee
Oversight and Government Reform Committee
Thursday, July 10, 2008
2154 Rayburn HOB
2:00 p.m.

"2010 Census: Using the Communications Campaign to Effectively Reduce the Undercount"

TODAY WE WILL FOCUS ON THE U.S. CENSUS BUREAU'S PLANS TO ACCURATELY COUNT HISTORICALLY UNDERCOUNTED POPULATIONS, INCLUDING RACIAL, ETHNIC AND LANGUAGE MINORITIES, DURING THE 2010 DECENNIAL. I AM PLEASED TO WELCOME SEVERAL VISITING MEMBERS TO THIS IMPORTANT HEARING. I ASK UNANIMOUS CONSENT FOR THEM TO SIT AT THE DAIS.

THE CENSUS IS A VITAL, CONSTITUTIONALLY-MANDATED SURVEY THAT POLICY MAKERS AND DEMOGRAPHERS RELY ON TO INFORM OUR DECISIONS, ALLOCATE OVER $300 BILLION IN FEDERAL FUNDING, REAPPORTION CONGRESSIONAL SEATS AND REDISTRICT WITHIN STATES. THEREFORE, IT IS ESSENTIAL THAT THE DATA BE COMPLETE AND ACCURATE.

THE BUREAU WILL USE ITS COMMUNICATIONS CAMPAIGN TO HELP IMPROVE ACCURACY, INCREASE THE MAIL RESPONSE RATE AND

REDUCE THE DIFFERENTIAL UNDERCOUNT. UNFORTUNATELY, COST OVER RUNS IN OTHER AREAS HAVE FUELED CONCERNS REGARDING THE BUREAU'S BUDGET FOR THE COMMUNICATIONS CAMPAIGN.

GIVEN THE HIGH LEVEL OF DISTRUST OF GOVERNMENT IN HARD-TO-COUNT COMMUNITIES, THE BUREAU CAN NOT RISK THE IMPACT OF UNDERFUNDING THIS CAMPAIGN, WHICH ENCOMPASSES THE SUCCESSFUL PARTNERSHIP AND CENSUS IN SCHOOLS PROGRAMS.

WHILE I CAN APPRECIATE THE BUDGET CHALLENGES THAT RESULTED FROM THE BUREAU'S DECISION TO REVERT TO A PAPER CENSUS, MOST WOULD AGREE THAT THE COMMUNICATIONS CAMPAIGN IS UNDERFUNDED. IN ORDER TO DUPLICATE THE ACCOMPLISHMENTS OF THE 2000 CENSUS, WHICH UNDER COUNTED OVER 3 MILLION PEOPLE, THE COMMUNICATIONS CAMPAIGN NEEDS MILLIONS OF DOLLARS MORE.

IT IS EQUALLY DISTURBING TO LEARN THAT FUNDING FOR OUTREACH TO MINORITY COMMUNITIES HAS BEEN CUT OR

"REPROGRAMMED" WHEN THEY HAVE THE GREATEST NEEDS.

AN INACCURATE 2010 CENSUS WILL LEAVE MANY STATES WITHOUT THEIR FAIR SHARE OF FEDERAL DOLLARS AND WILL HANDICAP LOCAL GOVERNMENTS FOR 10 YEARS.

WITH LESS THAN TWO YEARS UNTIL THE 2010 CENSUS, I LOOK FORWARD TO THE TESTIMONY OF OUR WITNESSES AND LEARNING HOW CONGRESS CAN BEST PARTNER WITH THE BUREAU IN ADDRESSING THESE CONCERNS.

Mr. TURNER. Thank you, Chairman Clay, for holding this important hearing on the communications plan for the 2010 census.

As the hearing title indicates, we will examine the use of the Census Bureau's communication campaign to help effectively reduce the undercount for 2010. The Bureau's communication campaign is a key component in the overall strategy to ensure a fair and accurate census.

I agree with Chairman Clay that as we move closer to census day, we need to pay more attention on how we reach the traditionally hard to count areas. We should also ensure that the guiding principle for the communication campaign is the same guiding principle for the census, to reach as many people as possible.

To be a truly effective communication campaign, communication efforts should reach all those living in the United States and its territories. It is important to address the traditionally hard to count areas as we can all agree that an undercounted census does a disservice to all of those involved. It is equally important, however, not to neglect other areas.

I hope this hearing will give us a better understanding of the Bureau's efforts to communicate to American people the importance of participating in our national census.

Furthermore, I look forward to reading about the types of communication strategies to be employed by the Bureau. With all of the tools available in today's information age, the Bureau should have a sound and relevant plan to make the best use of its resources.

Census Day is April 1, 2010. Therefore, with less than 3 years for the Bureau to effectively communicate their message to the American people, this hearing is as timely as it is relevant.

Again, I would like to thank the chairman for holding this hearing. Additionally, I would like to thank the witnesses for their testimony and participation.

With that, I yield back the balance of my time.

Mr. CLAY. Thank you very much, Mr. Turner.

It is our privilege to have with us today our distinguished Majority Whip, the Honorable James Clyburn. Welcome, Mr. Majority Whip and you may proceed.

Mr. CLYBURN. Thank you very much, Mr. Chairman. Thank you so much for allowing me to participate in this hearing, and I thank you, Ranking Member Turner and other distinguished members of the subcommittee.

This decennial census is an essential constitutionally mandated program that determines representation in Congress, State legislatures and local boards and councils for the next decade. In addition, data from the census is used to allocate billions of dollars in Federal funds for housing, social services and other vital programs. Therefore, it is imperative that all citizens be fully counted.

Unfortunately, in each census, from its very beginning, the Bureau has missed millions of people. While the Bureau improved its performance in 2000 relative to 1990, the 2000 census is estimated to have mixed 6.4 million people and double-counted 3.1 million for a net undercount of 3.3 million.

Now I have a real, real problem with these statistics because what it says here, as we know from our own experiences, the peo-

ple who are undercounted live in communities that are in the most need and the people who get overcounted are those people with second and third homes and, therefore, are people who live in communities that have less need.

Therefore, I think it is very, very important this year, in view of what our experiences have been, Mr. Chairman, with immigration issues, with our community responses to immigration, with the catastrophic events that we have had all over our Nation that have displaced people significantly. I think that we need to do more in this coming census to make sure that we put in very sophisticated procedures to make sure that we lessen the undercount and hopefully eliminate the overcount.

Now some census data are used to determine government dollars, paved roads, provide healthcare in addition to drawing election district lines. Accurate census data are the only way to assure that local communities receive their fair share of Federal funds and for people to get effective representation in their various elective bodies. Thus, every available means must be employed to ensure a fair and accurate census count in 2010.

The Census Bureau must let the Members of Congress know where its funding needs are to effectively plan and execute the 2010 integrated communications campaign. I want to really emphasize that fact.

We are, especially the House of Representatives, this is where constitutionally the money is supposed to start. Please make us aware of what the actual needs are.

I don't think we ought to start out shortchanging this process. We must find out exactly what we need to do because it is important to the Members here that people get counted and communities get the services that they need.

I think it is imperative that the Bureau continue to establish partnerships with neighborhood organizations to assist and encourage individuals to fill out their census forms.

I have had real experiences with this, and I can tell you that in many communities where we have not used local people, there is not comfort level existing among the enumerators, and therefore they tend to look down certain streets or what we might call pathways and estimate what may exist in certain homes. I guess it would be better said to guesstimate what may exist there than to have actual counts.

When we form partnerships with people who live in these communities, who socialize in these areas, we stand a much better chance of getting a good count. To truly reach out to historically undercounted communities, the Bureau must hire a larger percentage of minorities and people who have great contact with minority communities.

I, along with my colleagues, am committed to working with the Bureau to ensure that our constituents are adequately represented and counted, and I might add appropriately so.

Thank you so much, Mr. Chairman. I yield back the balance of my time.

[The prepared statement of Hon. James E. Clyburn follows:]

STATEMENT
OF
JAMES E. CLYBURN (SC-06)
MAJORITY WHIP
U. S. CONGRESS

Information Policy, Census and National Archives Subcommittee
Oversight and Government Reform Committee
Thursday, July 10, 2008
2154 Rayburn HOB
2:00 p.m.

"2010 Census: Using the Communication Campaign to Effectively Reduce the Undercount"

Chairman Clay, Ranking Member Turner, and distinguished members of the Subcommittee, thank you for the opportunity to appear at today's hearing to examine the Census Bureau's plan to use the 2010 Integrated Communications Campaign to reduce the undercount.

The decennial census is an essential, constitutionally mandated program that determines representation in Congress, state legislatures and local councils for the next decade. In addition, data from the Census is used to allocate billions of dollars in federal funds for housing, social services and other vital programs. Therefore, it is imperative that all citizens are counted in full

Unfortunately, in each census the Bureau has missed millions of people. While the Bureau improved its performance for 2000 relative to 1990, the 2000 Census is estimated to have missed 6.4 million people, and double counted 3.1 million, for a net

undercount of 3.3 million. Moreover, the estimated undercount rate for 2000 was highest among minorities.

Oftentimes, it is the ones most in need of government assistance who go uncounted by the Census. Those who live in rural areas, institutions, or have no homes at all. Thus, there must be emphasis on counting the residents of rural areas, like much of the Sixth District of South Carolina that I represent. In the 2000 census, nearly 50,000 people were undercounted in South Carolina and my state had 58% response rate, the second worst in the country.

Since census data is used to determine how we allocate government dollars, pave roads, provide health care and draw election districts, being undercounted is like being under-represented and under-served. Accurate census data is the only way to assure that local communities receive their "fair share" of federal spending; an inaccurate count will shortchange the affected communities for an entire decade.

Thus, every available means must be employed to ensure a fair and accurate census count in 2010. The Census Bureau must let the Members of Congress know what its funding needs are to effectively plan and execute the 2010 Integrated Communications Campaign. It is also imperative that the Bureau follow continue to establish partnerships with neighborhood organizations to assist and encourage individuals to fill out their census forms. What is the difference in the budget support for the upcoming Census vs. the last cycle?

The Bureau must also take additional steps to reduce the traditional undercount of Minorities during the 2010 Decennial. The Bureau should increase the participation by

minority firms in the subcontracting process. Moreover, the Bureau must recruit and hire minority candidates for Census positions at all levels. To truly reach out to historically undercounted communities, the Bureau must hire a larger percentage of minorities and contract with a greater number of minority organizations.

I, along with my colleagues am committed to working with the Bureau to ensure that our constituents are adequately represented and counted.

Mr. CLAY. Thank you, Mr. Whip. I appreciate your opening statement and your participation in this hearing.

Mr. Honda of California is recognized for an opening statement.

Mr. HONDA. Thank you, Mr. Chairman.

Before I start, I just want to acknowledge the Majority Whip Clyburn for not only being at this hearing but also at other hearings such as the health disparities and representing the party and the communities from a leadership level also. So I just wanted to acknowledge that and let him know that it is being recognized.

Now with the questions about the ability of the Census Bureau to conduct a successful 2010 census, I am very concerned about whether the Bureau has the resources and commitment to place adequate focus on traditionally undercounted communities.

I want to thank Chairman Clay for his attention and commitment to reducing the undercount and increasing response rates within minority communities. We are truly fortunate to have such a vigilant chairman on our side.

As Chair of the Congressional Asian Pacific American Caucus and an appropriator on the Commerce, Justice and Science Subcommittee I, myself, will continue to keep a close watch on the priorities of and funding for programs that seek to reach and outreach to Asian American, Pacific Islander and other minority communities.

Outreach to Asian American and Pacific Islander communities presents particular challenges with its tremendous diversity in language, culture, income level, geographic distribution in this country and trust in government.

I look forward to hearing testimony on the communications campaign, the partnerships and outreach program and the Census in Schools program that were each integral to reaching hard to count populations in 2000.

Once again, thank you, Mr. Chairman, for ensuring that funding is used appropriately and for your commitment to an accurate count for all communities. I yield back.

Mr. CLAY. Thank you so much for that opening statement.

Mr. Sires.

Mr. SIRES. Thank you. I will just take a minute.

I went through the last census. I was a local mayor, and I couldn't agree more with the Majority Whip. I think the input of locals is extremely important.

I represented a community that was 76 percent below poverty level, 93 percent Hispanic student body. Most of them did not speak English. As the mayor, I had to be actively making sure that everybody was counted, and those are the people that need it the most.

I am here to learn, to see what I can do to help and make sure that the funding is there because the people that need it the most are the ones that are never counted.

Thank you.

Mr. CLAY. Thank you so much.

Mrs. Maloney, you are recognized for an opening statement.

Mrs. MALONEY. Thank you so much, Mr. Chairman, and I especially want to congratulate Leader Clyburn for being here today. It shows the importance that the Democratic leadership places on get-

ting an accurate census, and it builds on his record of being one of the leaders of supporting and making sure that we get an accurate census.

Mr. Chairman, you are to be commended for scheduling this vital oversight hearing. The timing could not be more critical. It comes on the heels of a decision by the Department of Commerce to cancel their long planned automation of the 2010 census data collection as well as press accounts this week of growing concerns about the planning and management of the decennial census by this administration.

Since the first American census in 1790, the challenge for the career census professionals has always been to improve on the most recent census. They strive to make the next census even more accurate and to ensure to the best of their abilities that we count every resident in America. Today, that challenge is the most difficult they have ever confronted.

By all measures, the 2000 census was the most successful and the most accurate in history. A great part of that success in 2000 was to the first ever use of paid advertising. Indeed, President Bush's good friend and former Secretary of Commerce, Don Evans, testified before the Senate in May 2001 and made exactly that point, "Census 2000 was an operational success. The Census Bureau met or exceeded its goals including meeting the mandated deadlines for releasing data for use in apportionment and redistricting. This success can be attributed to the Congress' commitment to providing full funding for a number of improvements including unprecedented outreach programs to groups that historically had the greatest undercounts."

Further on in his testimony, Secretary Evans singled out and gave the most credit for this achievement to the advertising program, the Partnership Program, the Census in Schools and improved census forms.

Without objection, Mr. Chairman, I would like to submit the entire testimony of Secretary Evans into the record, and I believe it represents an important benchmark for us to measure against the current planning.

Mr. CLAY. So ordered.

[The information referred to follows:]

Submitted for the RECORD ONLY

By Congresswoman Maloney

Information Policy, Census, and National Archives

"Census 2010: Using the Communications Campaign to Effectively Reduce the Undercount"

2154 Rayburn HOB

2:00 p.m.

July 10, 2008

Testimony by Secretary of Commerce Donald L. Evans

Before the Senate Committee on Commerce, Science, and Transportation

May 28, 2001

Washington, DC

[As Prepared For Delivery]

Mr. Chairman, Senator Hollings, and Members of the Committee:

It is a pleasure to appear before this Committee again and, on this occasion, to discuss with you Census 2000.

Census 2000: An Invaluable Achievement

I have said that the 2000 Census is the most accurate census this nation has ever conducted. A Constitutional mandate, censuses have been conducted every 10 years since 1790 -- 22 times in all. So the success of Census 2000 is a remarkable achievement. It is attributable to the hard work and dedication of the professional staff at the Census Bureau and all the hundreds of thousands of people, including thousands of your constituents, who worked on Census 2000. I commend them all. We are indebted also to the American public, whose response exceeded expectations; to the thousands of Census partner organizations; and to the Congress, for your oversight, support, and vision in providing sufficient resources to conduct Census 2000.

This is an exciting period for those who want facts to bolster their understanding of our nation's people. The Census Bureau began to roll out the results of Census 2000 just three months ago, with the release of the state population totals used for apportionment. Again meeting the schedule set by the Congress, by the end of this week, the Census Bureau will have released for all 50 states, the District of Columbia, and Puerto Rico, population data--by age, race, and Hispanic Origin--that will be used to redraw legislative districts.

Not only do these current data releases allow the redistricting process to begin, but these are the first data from Census 2000 for counties, cities, towns, townships, and smaller geographic areas. They are the first race and ethnicity data from Census 2000, and the first to show the effect of multiple race reporting. Not a day has gone by in the last month without numerous news stories about the increasing diversity of our population and about which areas are growing in population and by how much. I share the fascination: These data tell us so much about ourselves, our neighbors, our great country. This gold mine of information will continue to yield a wealth of information as the Census Bureau prepares and releases much more data over the next two years. All of this attention focused on population data reminds us what an important national resource we have in the census.

Census 2000: An Operational Success

Census 2000 was an operational success. The Census Bureau met or exceeded its goals, including meeting the mandated deadlines for releasing data for use in apportionment and redistricting. This success can be attributed to the Congress' commitment to provide full funding for a number of improvements, including unprecedented outreach programs to groups that historically had the highest undercounts :

Marketing and Partnerships: First, the Census Bureau implemented a multi-faceted, aggressive marketing and partnership program to encourage householders to include themselves in the census, by completing and mailing back their census forms. Based on the experience of declining response rates over the preceding three censuses, the Bureau had anticipated that fewer households would return forms by mail in Census 2000. Partnerships--140,000 in all--with state, local, and tribal governments; community and advocacy groups; the private sector; religious organizations; educational institutions; and the Congress were key to building support and removing obstacles to participation in the census. The Bureau successfully implemented paid advertising for the first time in Census 2000, placing over $100 million in media buys designed to educate and motivate the public to respond. Paid advertising also allowed the Census Bureau to target ads to groups that had been undercounted at higher rates in past censuses.

Educating Families: As part of the Census in Schools program, the Census Bureau provided lesson plans, wall maps, and take-home materials to classroom teachers so they could teach lessons on the census.

User Friendly Questionnaires: The Census Bureau designed the questionnaires so that they would be easier to read and fill out. The Bureau also sent advance letters and reminder cards before and after the questionnaires were mailed out to increase response. The Bureau further offered multiple ways to respond, to ensure everyone had a chance to include themselves in the census. These included printing

questionnaires in six languages and making available upon request materials in 49 languages to assist people in completing the questionnaire.

These cumulative outreach efforts were successful. The expected mail response rate of 61 percent was significantly exceeded, reaching about 65 percent by the start of the field operation to follow up on homes for which a questionnaire was not returned.

Staffing: The Census Bureau hired and retained enough highly skilled temporary staff, throughout the course of the census, to complete all operations on time. Because of a resourceful recruiting plan, research on pay rates and recruiting, and the attractive wages that the Census Bureau could offer because of the full census funding that the Congress provided, the Census Bureau was able to recruit some 3.7 million job candidates and eventually hire 960,000 people over the course of the census. Over 500,000 worked on the operation to follow up on those homes for which a questionnaire was not returned, and, through their hard work, the Census Bureau was able to complete the enormous task of personally visiting 42 million homes slightly ahead of schedule.

Quality Checks: Because of the timely completion of the follow-up operation, the Census Bureau had the time and resources to conduct other operations designed to improve coverage, including additional re-enumeration efforts in selected areas. The Census Bureau called these operations "Quality Counts." Based on Census Bureau experience and using various quality indicators, the Census Bureau identified about 10 percent of the Nation's homes that it believed should be visited again in these review, verification, and clean-up operations. If it had not conducted these additional operations, the Census Bureau would have provided an incomplete enumeration of the population. The "Quality Counts" operations helped improve coverage and the census count.

Technology: For Census 2000, the Census Bureau used digital imaging and optical-character recognition technology for the first time to recognize handwritten answers in addition to marked circles or boxes. This was a vast improvement over previous computer systems and allowed the Census Bureau to process the data faster and introduce quality assurance steps to be sure they had captured the data accurately. During the peak of questionnaire receipts, the Census Bureau's data capture centers processed 3.3 million forms a day. Each bit of information on the captured census forms was transmitted over secured lines to the Census Bureau headquarters, where staff performed quality control checks to ensure they had complete data. The improved data capture systems, with the ability to capture names, also meant that the

Census Bureau could offer multiple options for responding to the census with confidence that it could find and remove duplicate responses.

The Result: A Highly Accurate Headcount

The operational improvements not only contributed to the ability to meet legal deadlines, but more importantly they also produced an improved count. The Census Bureau conducted an independent survey of approximately 314,000 housing units--called the Accuracy and Coverage Evaluation (A.C.E.)--that was designed to measure net census coverage. It was also designed to measure differences in coverage rates for key groups.

The first chart attached to this testimony illustrates the remarkable job the Census Bureau did in counting people in Census 2000. According to current estimates from the A.C.E., Census 2000 achieved a net coverage rate for the total population of 98.82 percent. Even better, the estimated coverage rates for individual groups were also very high. The coverage rate for Non-Hispanic Blacks was 97.83 percent; for Hispanics, 97.15 percent; for American Indians and Alaska Natives on Reservations, 95.26 percent; for American Indians and Alaska Natives off Reservations, 96.72 percent; for Native Hawaiians and Other Pacific Islanders, 95.40 percent; for Non-Hispanic Asians, 99.04 percent; and for Non-Hispanic Whites, 99.33 percent. The A.C.E. results thus support the conclusion that Census 2000 achieved both reduced net and differential undercoverage from 1990 census levels.

Attached are two additional charts showing estimated net undercount rates for key groupings of the population for 1990 and 2000. Chart 2 shows net undercount rates for the total population and race and Hispanic-origin groups. Chart 3 shows net undercount rates for age and sex groups, owners, and renters.

The A.C.E. estimates that the net national undercount was reduced from the 1990 census rate of 1.61 percent to 1.18 percent for Census 2000, a reduction of about one-fourth. This reduction is substantial and reflects high census quality. The A.C.E. further found that not only was the net undercount reduced, but there was a substantial reduction in the undercount rates for certain groups and in the differential undercount. In 1990, minorities, renters, and children were differentially undercounted, that is, undercounted at higher rates than the population as a whole. While these groups still have higher undercount rates, the differential has dropped considerably.

The estimated undercount rate for Non-Hispanic Blacks was cut by about half -- it dropped from 4.57 percent in 1990 to 2.17 percent in 2000; and the estimated undercount rate for Hispanics dropped by about 40 percent from 4.99 percent to 2.85 percent. The undercount rate for American Indians and Alaska Natives on Reservations in Census 2000 was 4.74 percent, a reduction of about 60 percent from the 12.22 percent published for 1990. For American Indians and Alaska Natives off Reservations, Native Hawaiians and Other Pacific Islanders, and Non-Hispanic Asians, Census 2000 showed undercount rates of 3.28 percent, 4.60 percent, and 0.96 percent, respectively. The undercount rate for renters has dropped from 4.51 percent to 2.75 percent and for children has been reduced by about half from 3.18 percent to 1.54 percent.

The Question of Statistical Adjustment

Throughout the planning for Census 2000, a major issue of concern to the Census Bureau was whether the results of the A.C.E. could be used to make the census counts more accurate. In June 2000, the Census Bureau Director preliminarily decided that using the A.C.E. for this purpose was generally feasible, but to reach a final decision, it would be necessary to consider operational data to validate the successful conduct of the A.C.E., to assess whether the A.C.E. measurements of undercount are consistent with historical patterns of undercount and independent demographic analysis benchmarks, and to review measures of quality.(1) The Bureau has long used demographic analysis as an independent check on the quality of the count. Unlike the A.C.E., which is a sample survey, demographic analysis uses records and estimates of births, deaths, legal immigration, and Medicare

enrollments, and estimates of emigration and net undocumented immigration to estimate the national population, separately from the census.

A team of Census Bureau professionals--called the Executive Steering Committee for A.C.E. Policy or ESCAP-was formed to conduct the evaluation to determine whether using the A.C.E. to adjust the census figures would improve the results for use in redistricting. After extensive meetings and staff work and the review of many analytic reports, the ESCAP completed its report(2), and Acting

Director Barron submitted that report and recommendation, along with his recommendation, to me on March 1, 2001.

As a member of the ESCAP and as Acting Director, Mr. Barron concurred with and approved the ESCAP's recommendation that unadjusted census data be released as the Census Bureau's official redistricting data. The ESCAP reached its recommendation because it was unable, based on the data and other information it had at the time, to conclude that the adjusted data were more accurate for use in redistricting.

The ESCAP found that both the census and the A.C.E. were of very high quality. The primary reason for arriving at its conclusion that unadjusted data should be released was the apparent inconsistency between A.C.E. and demographic analysis. The demographic analysis estimates are significantly lower than both Census 2000 and the A.C.E. estimates for important population groups. The ESCAP investigated this inconsistency extensively, but in the time available could not adequately explain it. The ESCAP noted that the inconsistency between the demographic analysis estimates and the A.C.E. estimates is most likely the result of one or more of three scenarios:

First, that the 1990 census and the associated coverage measurement methodologies together undercounted the population by a significantly greater amount and degree than previously believed, but that Census 2000 included portions of this previously unenumerated population.

Second, that demographic analysis may not have accounted for the full population growth between 1990 and 2000.

Third, that Census 2000, as corrected by the A.C.E., overestimates the Nation's population.

The Census Bureau must further investigate these concerns before it can recommend that adjustment would improve accuracy of data for purposes other than redistricting. It is also investigating other potential errors that could affect the accuracy of the adjusted numbers. All of these issues are discussed in detail in the ESCAP's report, which we are making available for the record.

After receiving the Census Bureau's recommendation, I thoroughly reviewed the ESCAP's report and supporting materials, and I obtained advice from a diverse group of prominent, non-government statisticians and demographers, in addition to the advice of the Census Bureau professionals. On March 7, I announced my decision to release the unadjusted data for use in the redistricting process. In making my

decision, I followed a process that was transparent, reasonable and fair, and took full account of the view of career professionals and outside experts.

I should emphasize that ESCAP could not have resolved the critical questions about use of adjusted data prior to the April 1 deadline for completing release of redistricting data to the states, or even soon thereafter. I am confident that the Committee did all that it could, and that it reached the only reasonable conclusion.

The Road Ahead to Census 2010

As I have said many times, Census 2000 is the most accurate in our nation's history. But we cannot rest on our laurels. The Census Bureau has already begun looking toward 2010.

While Census 2000 was an operational success and produced data of high quality, the process was costly, many people felt burdened by having to answer the long form questions, and the census was constantly at risk due to insufficient early planning and development, and disagreement on the design. If the Census Bureau has adequate resources early to build upon the successes of Census 2000, then it can reduce operational risks for the 2010 census and explore ways to further reduce the undercount.

In a letter of January 17, 2001, from Mr. Chris Mihm of the General Accounting Office to my predecessor, Secretary of Commerce Norman Mineta, Mr. Mihm announced that Census 2000 had been removed from the GAO's list of high-risk Federal government programs. That Census 2000 was on this list is a reminder of the great challenges the Census Bureau faced and overcame in conducting a successful census. In his letter, Mr. Mihm stated:

"As the Bureau plans for the 2010 Census, it will be important for the Department of Commerce to ensure that the Bureau completes its evaluations of key census operations as planned, and in a timely manner, explores innovative options that could help ensure a cost-effective headcount in 2010."

Completing Census 2000 evaluations will shed further light on what worked well or did not work in this census. To build on the success of Census 2000, to reduce operational risk, and to reduce the undercount even further, the Census Bureau must improve the accuracy of its geographic database and Master Address File, eliminate the long form from the decennial census by collecting those data in the American Community Survey, and reengineer the census process through early planning. The improved geographic systems will ensure that there is a complete and unduplicated address list and will facilitate automation and electronic data collection.

In this regard, the American Community Survey will provide more frequent detailed data for small geographic areas and allow the Federal statistical system to keep pace with ever increasing demands for timely and relevant data. And it will revolutionize the way we take the decennial census by simplifying the 2010 census requirements and allowing the Census Bureau to focus exclusively on the basic count. However, early 2010 planning and development is necessary for a re-engineered process for the 2010 census, taking advantage of opportunities provided by having improved geographic systems and the American Community Survey.

As reflected in the President's budget, details of which will be released shortly, the Administration supports the Census Bureau's 2010 efforts. I look forward to working with Members of this Committee, other interested Committees and Members of Congress, to define and provide appropriate support for the total Census 2010 effort. We cannot delay, as every day brings us closer to what will be an even greater challenge to capture our increasingly diverse, vibrant population.

Mr. Chairman, that concludes my testimony. I will be pleased to answer any questions you may have.

1. "Accuracy and Coverage Evaluation: Statement on the Feasibility of Using Statistical Methods to Improve the Accuracy of Census 2000."

2. "Report of the Executive Steering Committee for Accuracy and Coverage Evaluation Policy: Recommendation Concerning the Methodology to be Used in Producing the Tabulations of Population Reported to States and Localities Pursuant to 13 U.S.C. 141(c)."

Mrs. MALONEY. Thank you.

Amazingly, in our hearings and in press accounts, we are learning instead of building upon the successful operations, this Commerce Department is trying to scale them back. You have shrunk the Census in Schools programs, delayed by a year the start of the Partnership Program, and in real dollars you are spending less on paid media to a population that has grown and is even more diverse than the population in 2000.

I have to say, Director Murdock, this makes absolutely no sense. Just when your decennial plan is in a crisis, when the GAO and the MITRE Corp. and other independent reviews are saying you face a critical challenge to increase response rates and reduce the universe of households you must visit, you are shrinking the very programs proven to increase cooperation with the census.

Through 22 decennial headcounts in our history, the career professionals at the Census Bureau have a set new Olympic record for accuracy in all but one. As they prepare for the 2010 census, it seems their coaching staff has let them, and it is failing to give them the tools they need to succeed. You, instead, are asking them to do much more with fewer resources.

Our population is much larger than 10 years, more diverse, living in more complex housing arrangements, relying upon incredibly more varied media, with polls showing historically low levels of trust in their government and leaders.

Mr. Chairman, I think it is very important that we use this hearing today to formally get on the record the true scope and scale of the advertising, partnership and promotion efforts being planned in 2010 and how those plans compare with actual spending in 2000. I hope we can wade deep into the details of how much is being spent to help cure the undercount that every census experiences and how much is being spent on those communities that are historically the hardest to count.

Again, I thank you for your extraordinary leadership, Mr. Chairman, and my compliments to the ranking member too, but especially to our Leader Clyburn and thank you very much for being here.

[The prepared statement of Hon. Carolyn B. Maloney follows:]

Representative Carolyn B. Maloney (NY-14)
Information Policy, Census, and National Archives
Subcommittee Hearing – July 10, 2008

Mr. Chairman:

You are to be commended for scheduling this vital oversight hearing. The timing could not be more critical. It comes on the heels of a decision by the Department of Commerce to cancel their long-planned automation of the 2010 Census data collection, as well as press accounts this week of growing concerns about the planning and management of the Decennial Census by this Administration.

Since the first American Census in 1790, the challenge for the career Census professionals has always been to improve on the most recent Census. They strive to make the next Census even more accurate, and to ensure to the best of their abilities that we count every resident in America. Today, that challenge is the most difficult they have ever confronted. By all measures the 2000 Census was the most successful and most accurate in history.

A great part of that success in 2000 was due to the first ever use of paid advertising. Indeed, President Bush's good friend and former Secretary of Commerce Don Evans testified before the Senate in May of 2001 and made exactly that point. I quote:

"Census 2000 was an operational success. The Census Bureau met or exceeded its goals, including meeting the mandated deadlines for releasing data for use in apportionment and redistricting. This success can be attributed to the Congress' commitment to provide full funding for a number of improvements, including unprecedented outreach programs to groups that historically had the highest undercounts."

Further on in his testimony, Secretary Evans singled out and gave the most credit for this achievement to the advertising program, the partnership program, Census-In-Schools and improved census forms.

Without objection Mr. Chairman, I would like to submit the entire testimony of Secretary Evans in the record here. I believe it represents an important benchmark for us to measure against the current planning.

Amazingly, in our hearings and in press accounts we are learning that instead of building upon these successful operations, this Commerce Department is trying to scale them back! You have shrunk the Census-in-Schools program; delayed by a year the start of the partnership program; and in real dollars you are spending less on paid media to a population that has grown and is even more diverse.

I have to say Director Murdock, this makes no sense. Just when your Decennial plan is in crisis, when the GAO, MITRE Corporation and other independent reviewers saying you face a critical challenge to increase response rates and reduce the universe of households you must visit, you are shrinking programs proven to increase cooperation with the Census.

Through 22 Decennial head counts in our history, the career professionals at the Census Bureau have set a new Olympic record for accuracy in all but one. As they prepare for the 2010 Census, it seems their coaching staff has let them down and is failing to give them to tools they need to succeed. You instead are asking them to do much more with fewer resources. Our population is much larger than ten years ago, more diverse, living in more complex housing arrangements, relying upon incredibly more varied media, with polls showing historically low levels of trust in their government and leaders.

Mr. Chairman, I think it is very important that we use this hearing today to formally get on the record the true scope and scale of the advertising, partnership and promotion effort being planned in 2010, and how those plans compare with actual spending in 2000. I hope we can wade deep into the details of how much is being spent to help cure the undercount that every Census experiences, and how much is being spent on those communities that are historically hardest to count.

Thank you.

Mr. CLAY. Thank you so much, Mrs. Maloney.

Mr. Gonzalez is recognized for an opening statement.

Mr. GONZALEZ. Thank you very much, Mr. Chairman and, of course, Ranking Member Turner, members of the subcommittee and our esteemed Majority Whip, Mr. Clyburn.

Good afternoon and thank you for the opportunity to participate in today's hearing on the 2010 census' integrated communications campaign. I am here today representing the Congressional Hispanic Caucus even though I saw Mr. Baca here a minute ago, who is chairman of the Caucus.

I welcome one and all as far as the witnesses, and I hope that we have a very productive hearing which I believe we will.

When I first arrived to the House of Representatives in 1998, I was tasked with leading the Congressional Hispanic Caucus' 2000 census effort. At that time, my colleagues and I were heavily involved in working with the Census Bureau and stakeholders with the express goal of achieving an accurate census as possible.

The Partnership and Marketing Program, as it was known then, was the first of its kind. It achieved its main goal, engaging multiple community partners to get the word out about the census and increase response rates. Though we still ended up with a minority undercount, it was less than it could have been. I still think of that particular count as a success.

I still hold hope that we can be successful today. However, all the commentary in the press recently telling us that the 2010 census effort is in shambles and that dramatic changes are needed at the Department of Commerce and Census Bureau management if we expect to execute a timely and accurate census certainly gives us pause, and I hope that we can allay some of those fears and maybe even misconceptions.

I expect today's hearing focusing on the communications campaign for the upcoming 2010 census should help provide us some answers and surely a clearer picture.

In anticipation of today's hearing, the Hispanic Caucus contacted the advertising firm responsible for the Hispanic portion of the 2010 census communication plan. While they are still in the planning stages and state they possess the resources to perform their portion of the campaign, I am disturbed by reports noting that funding for the 2010 census communication plan might be insufficient to carry out on the scale that we saw in 2000.

We are pleased that the Bureau has seen fit to bring this team onboard, and we are certain they will do a good job. However, if these statements are true, I fail to see how the Bureau expects to achieve the same level of success this time as we had here in the last 2000 census. I would note that now is not the time for the census to handicap its partners in such an important endeavor.

Additionally, I am concerned with the decision to scale back the Census in Schools Program, fully eliminating any outreach to students in grades 7 through 12. I know I speak for my colleagues when I say that I would like to see what data the Bureau has to support the decision to curtail a program that actually worked the last time.

I hope the witnesses today will be able to explain whether we should expect to see an effort along the same scale as we had in

the 2000 census, the same breadth, the same scope or should we expect a reduced effort by the Census Bureau to reach out to our communities represented here today.

I look forward to hearing from all of the witnesses this afternoon to answer these concerns and to share their insight on how we credibly move forward despite some of the bumps the Agency has experienced up until now, and I yield back, Mr. Chairman.

[The prepared statement of Hon. Charles A. Gonzalez follows:]

Opening Statement
Of
Rep. Charles A Gonzalez
Hearing 2010 Census: Using the Communications Campaign to Effectively Reduce the Undercount"
Information Policy, Census, and National Archives Subcommittee
Thursday, July 10, 2008
2154 Rayburn
2:00 p.m.

Chairman Clay, Ranking Member Turner and members of the Subcommittee, good afternoon and thank you for the opportunity to participate in today's hearing on the 2010 Census Integrated Communications Campaign. I am present today representing the Congressional Hispanic Caucus.

Welcome Dr. Murdock and the other witnesses here today as well.

When I first arrived to the U.S. House of Representatives in 1998, I was tasked with leading the Congressional Hispanic Caucus' 2000 Census efforts. At the time, my colleagues and I were heavily involved in working with the Census Bureau, and stakeholders with the express goal of achieving as accurate a Census as possible.

The Partnership and Marketing Program, as it was known then, was the first of its kind. It achieved its main goal – engaging multiple community partners to get the word out about the Census and increase response rates. Though we still ended up with a minority undercount, it was less than it could have been. I think that should count as a success.

I still hold out hope that we can be successful now. However, all the commentary in the press recently telling us that the 2010 Census effort is in shambles and that dramatic changes are needed at the Department of Commerce and the Census Bureau management if we expect to execute a timely and accurate Census, certainly give us pause.

I expect today's hearing, focusing on the communications campaign for the upcoming 2010 Census, should help provide us some answers and a clearer picture of what is truly going on.

In anticipation of today's hearing, the Hispanic Caucus contacted the advertising firm responsible for the Hispanic portion of the 2010 Census communication plan. While they are still in the planning stages and state they possess the resources to perform their portion of the campaign, I am disturbed by reports noting that funding for the 2010 Census Communication Plan might be insufficient to carry it out on the scale that we saw in 2000.

We are pleased that the Bureau has seen fit to bring this team on board and we are certain they will do a good job, however, if these statements are true, I fail to see how the Bureau expects to achieve the same level of success this time as we had during the last Census. I would note that now is not the time for the Census to handicap its partners in such an important endeavor.

Additionally, I am concerned with the decision to scale back the Census-in Schools (CIS) program, fully eliminating any outreach to students in grades 7 to 12. I know I speak for my colleagues when I say that I would like to see what data the Bureau has to support the decision to curtail a program that *actually* worked in the past.

I hope the witnesses today will be able to explain whether we should expect to see an effort along the same scale as we had in the 2000 Census? The same breath, scope? Or should we expect to see a reduced effort by this Census Bureau to reach out to our communities represented here today?

I look forward to hearing from the witnesses this afternoon to answer these concerns and share their insights on how we credibly move forward despite some of the bumps the agency has experienced up to now.

Mr. CLAY. Thank you, Mr. Gonzalez, and we look forward to your participation in this process especially with all of your experience with the census.

Ms. Clarke, you are recognized for an opening statement.

Ms. CLARKE. I just wanted to take this opportunity to thank the distinguished chairman, William Lacy Clay, and the ranking member, Michael Turner, as well as Majority Whip Clyburn and I see the various Chairs of the caucuses of color here on the Hill as well as my colleagues for their participation and inviting me for this extremely important dialog brought before the subcommittee.

I also thank you witnesses for taking the time out of your busy schedules to testify today.

Currently, it appears that we must urgently address the fact that the U.S. Census Bureau has customarily undercounted countless people of color. When we look at, for example, the 2000 census, it failed to count an estimated 600,000 African Americans.

I want to put that into the context of today if indeed that number is correct. When you look at what is happening in terms of mortgage foreclosures and homes closing and for communities like mine in Brooklyn, NY, the increased and heightened immigration enforcement and the fear that has begun to permeate mixed communities of immigrants and citizens, that makes your task even more important.

The U.S. Census Bureau is important to many communities of color because, as we know, the Federal Government uses these numbers to allocate funding for community programs and services such as education programs, housing, community development, healthcare services for the elderly and job training.

State, local and tribal governments use census information for planning and allocating funds for new school construction, libraries and locations for police and fire departments.

Community organizations use census information to develop social services programs, community action projects, senior lunch programs, childcare centers. The list goes on and on, the infrastructure of our civil society.

I am concerned about the shortfall of funding required to make this effort successful. I would like to say at the end of the day that we are not doing an exercise in futility. Certainly, the variables that we see before us right now lead us to a conclusion that we are not prepared financially and otherwise to put forth our best effort.

So, today, I look forward to hearing all of the witnesses' testimony so that we can come up with recommendations that can be legislatively enacted before the 2010 census.

Thank you very much, Mr. Chair, and I yield back the balance of my time.

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

Are there any other Members who would like to make an opening statement?

Ms. Jackson-Lee.

Ms. JACKSON-LEE. Mr. Chairman, let me offer my greatest appreciation to you and the ranking member and the collective body of intellect and commitment and dedication to the cause of improving the lives of all Americans.

The census is a lifeblood of this Nation, and might I take particular personal privilege to acknowledge Doctor—I am calling him Doctor—but the Honorable Steve Murdock, having rooted himself in Texas with a great deal of collaboration with a number of my constituents and certainly one of our distinguished Senators, Senator Rodney Ellis and Senator Royce West, two distinguished State Senators.

And might I acknowledge as well the witness on panel two but particularly the president of a distinguished sorority, Dr. Barbara A. McKinzie of Alpha Kappa Alpha, for her presence here today in commemoration of this outstanding celebration to take place this week.

Quickly, I want to acknowledge the fact that we do not serve if we cannot count, and it is important for the Census Bureau to recognize that it must be based upon the rooted people in communities. Familiarity does not breed content when you are knocking on the doors of neighbors and asking them to be counted.

I want to associate myself with my friend and colleague, Congresswoman Clarke. Having experienced the abusiveness of ICE raids proliferating across America in substitute of comprehensive immigration reform, I know that populations of African Americans, Hispanics and Asians will be frightened from the very presence of a government entity coming to their door. So we must find a way to balance the needs of this country to establish who it is.

Last, let me say that although I congratulate our Majority Whip for the funding that we already see in census, let me ask Mr. Murdock to be forthright and truthful on the needs of resources. You cannot advertise on a thimble amount of money. You cannot outreach on a thimble amount of money. You cannot get those individuals who are willing to work on a thimble amount of money.

And so, we want to hear from you, to speak up, so that we can be in the fight together.

I think there should be policy changes, Mr. Chairman, and I would like to see that students are counted where they live. I would like to see people incarcerated counted where they live with their grandmama.

But in any event, let me conclude and thank the chairman. I look forward to the witnesses' testimony. Our goal is to empower America, to empower America by knowledge, by the count and by people being taken care of.

I yield back my time.

Mr. CLAY. Thank you so much, Ms. Jackson-Lee.

Just for everyone to know, we will recess at the end of the opening statements and then reconvene after the votes.

Ms. Lee of California.

Ms. LEE. Thank you very much, Mr. Chairman. I know we only have a few minutes before votes. So I will be very brief, but let me just thank you and our Majority Whip for these hearings and for being ahead of the curve and, hopefully, be able to get some answers today.

This is a very challenging census, we all know. Issues such as the foreclosures crisis, the ICE raids, formerly incarcerated individuals, all of those issues provide an even greater challenge this time.

Also, I hope we can figure out what happened to the additional $200 million plus that was appropriated and that there is a plan to utilize those resources in an effective way to make sure that all of our undercounted communities are counted.

I came in 1998, so this is my second census here in the Congress. Congresswoman Carrie Meek led us last time in a very important effort which was very robust, and I know this time under your leadership, Mr. Clay, we will make sure that each and every individual is counted.

Thank you again.

Mr. CLAY. Thank you so much, Ms. Lee, and we look forward to your participation in this process.

I now will recognize the Chair of the CBC, Ms. Carolyn Kilpatrick of Michigan and thank you so much for participating in the hearing.

Ms. KILPATRICK. Thank you, Mr. Chairman. I just want to commend you and the subcommittee for having this hearing.

This is probably the most important census for all of the reasons my colleagues have already mentioned, and I am honored to be a part of it and will be with you between meetings all afternoon.

Thank you.

Mr. CLAY. Thank you so much.

The subcommittee will stand in recess and reconvene at the end of these votes. I would estimate about a half an hour. Thank you.

[Recess.]

Mr. CLAY. The subcommittee will come to order. We will resume the hearing.

When we left, we were on opening statements. If there are no opening statements—Ms. Watson, would you care to make an opening?

Take your time. Get comfortable. Have a seat.

Representative Watson is recognized for her opening statement.

Ms. WATSON. Mr. Chairman, I appreciate this hearing where we will examine the Census Bureau's plan to use the 2010 integrated communications campaign to help ensure that hard to count communities are not disproportionately undercounted.

It is very, very important as we go into 2010 that we follow the guidelines in this integrated program. It is very comprehensive, and it would strike a nationwide campaign that will use advertising, media relations, specific events and other aspects of marketing and communication to reach diverse audiences.

We are so concerned. I represent a district in California, the largest State and the first State in the Union to become a majority of minorities. Within my own district, I have a large number of Armenians, Greeks, Pacific Islanders, Hispanics. I have all of Koreatown.

What usually happens is that people who are in the country got to where their loved ones and friends are living with the fear that comes along with ICE and the raids and all. You don't get an accurate count.

So what I usually do is I call in the regional census director and explain to them how to get a more accurate count. You know go to the playgrounds on a Sunday after church. Go to the parking

lots. Families like to get out with their children. So what we are doing is keeping an eye on how we get our people counted.

We are concerned about the budget which is $212 million, and we were informed that only $27 million will go to track Blacks, Hispanics and so on. So we want to be sure that the economically disadvantaged, which is the hardest to count group, and nearly 50 percent of the population in this category is Black and one-third speaks a language other than English.

And so, the ethnic enclaves, this is the second highest hard to count group: 62 percent are foreign born, 34 percent are linguistically isolated and 54 percent speak Spanish, 20 percent speak a language other than English.

Now our concern is that the preparation for the 2010 census and what their plans are to reduce the undercount. Additional concerns are related to the cost overruns within other census operations and will they impact on funding for the communications campaign.

Also, we are concerned about the DraftFCB officials, that officials have expressed a need for $68 million more to conduct a communications campaign that is comparable to the 2000 campaign. Despite anticipated enumeration challenges within hard to count communities, the proposed budget for minority outreach within the campaign has been significantly decreased.

So, Mr. Chairman and our presenters this evening, I am looking very forward to hearing what you have to present to us and have you answer questions about our concerns.

I come from an urban district. I mentioned the mix there, and I mentioned the fact—I think I did—that we usually have a 10 percent undercount. That has been historically the case. The 33rd District, my district in Los Angeles, has 50 percent of its population that speaks a language other than English. So we have to take that into account.

We are going to be watching closely, but I again will call in the regional director and help give that person guidance as to how to do a better count.

With that, I will give back and thank you very much for the time, Mr. Chairman.

Mr. CLAY. Thank you so much, Ms. Watson, and we appreciate your vigilance on this issue of the census and your diversity of your district.

If there are no other further opening statements, we will now take testimony from the witnesses.

It is the policy of this committee to swear in all witnesses before they testify. Would you please stand and raise your right hands?

[Witnesses sworn.]

Mr. CLAY. Let the record reflect that the witnesses answered in the affirmative.

I ask each witness now give a brief summary of their testimony. Please limit your summary to 5 minutes, and your complete written statement will be included in the hearing record.

Dr. Murdock, thank you for being here. You may start it off.

STATEMENTS OF STEVEN H. MURDOCK, DIRECTOR, BUREAU OF THE CENSUS, U.S. DEPARTMENT OF COMMERCE; AND JEFF TARAKAJIAN, EXECUTIVE VICE PRESIDENT, CLIENT SERVICES, DRAFTFCB

STATEMENT OF STEVEN H. MURDOCK

Mr. MURDOCK. Thank you. Mr. Chairman, members of the committee, thank you for the opportunity to talk to you about the Census Bureau's integrated communications plan for the 2010 census.

The 2010 census communications campaign builds on the success of the census 2000 partnership and marketing campaign which helped to reverse a two-decade decline in the national response rate. The objectives of the 2010 program, as in 2000, are to increase mail response, reduce the differential undercount and improve overall accuracy and improve public cooperation with enumerators.

In your letter of invitation, you mentioned the communications contract, the Partnership Program and Census in Schools. Each of these is an important component of the overall communications plan for the 2010 census. None of them can be fully successful on their own.

The communications campaign will be integrated with the Census Bureau's decennial census operations, the Partnership Program, Census in Schools, national and local media and public relations activities to ensure that consistent messages are delivered and reinforced at every stage of the process. Success of each component is vital to achieving a complete and accurate count.

In September 2007, the Census Bureau awarded its 2010 communications contract to DraftFCB. DraftFCB is a full service marketing communications agency that will team with other companies that specialize in reaching minority audiences.

There are two components to the media outreach effort. Using the expertise of DraftFCB, the Census Bureau will mount a national media campaign in every broadcast medium to promote our messaging for 2010. We will advertise on network television and radio, sporting events like the NFL, local and cable television, ethnic programming and the Internet.

The second key component of the media campaign will focus on specific minority populations. Ethnic media advertising will complement the national campaign, bringing the message to hard to count populations.

Each of DraftFCB's contractors has proven experience reaching their target communities, and their efforts will be instrumental in addressing the differential undercount.

The Partnership Program is another key component of our communications program. Our partners who have great credibility in their communities will vouch for the importance of completing the 2010 census to people in inner cities, on Indian reservations and rural America and other areas. This will be particularly important in areas isolated by language and/or geography.

Our Partnership materials will be available in multiple languages, and they will be customizable so that partners can tailor the message to their specific communities.

Unlike census 2000, when promotional materials were only available through a Census Bureau partnership specialist, 2010 materials will be easily accessed through the Internet or as printed copy. We also provide needed resources to committed partner organizations, through the Partnership Support Program as we did in 2000.

The Census in Schools Programs is another key component of the integrated communications plan. The program of 2010 will focus on educating children on the importance of participating in the census. The goal is to develop strategies, materials and messages to reach parents through their children. The current plan provides for a program directed at hard to count areas for grades K through 6.

DraftFCB is in the process of awarding a competitive contract to an experienced educational marketing firm to help implement a strategy with the Census Bureau.

Another initiative, a language program, will also focus on the hard to reach populations. For the first time, we will mail about 13 million bilingual Spanish-English questionnaires targeted to areas with concentrations of Hispanic population. Questionnaires will be available in five languages in addition to English, and we will provide language assistance guides in more than 50 languages.

The 2010 census campaign integrates all elements to provide better branding of the 2010 census among all segments of the population, improved delivery of promotional materials for regional and national partnership efforts, a concerted time-specific delivery plan and provide clear and accurate messaging.

The communications contract has a total life cycle budget of $212 million. This is in addition to funds provided for our regional and national partnership programs. We are currently working with DraftFCB on the budget associated with the various components of our integrated communications plan.

Importantly, budgets for the Partnership Program and the communications contract have not been compromised or reduced to meet the budgetary requirements of the FDCA contract. Unlike any of the Census Bureau other major 2010 contracts, the communications contract must be flexible. Our ability to react quickly to the fast-changing media environments in 2010 will be a key to an effective and wide-reaching outreach campaign.

The integrated communications plan is being developed with active input from our stakeholders around the country and throughout the Census Bureau.

We consider the plan and the budget to be a blueprint that will evolve to optimize our resources. We will review and adjust the program throughout the census to ensure that our resources are applied where they are needed most.

In closing, let me stress that the communications program is of vital importance to the Census Bureau and to me. We are counting on Congress, our advisory committees and our partnership organizations to work with us to identify improvements and to ensure the program meets the needs of communities they know best.

Thank you for the opportunity to testify. I will be happy to answer any questions you may have.

[The prepared statement of Mr. Murdock follows:]

PREPARED STATEMENT OF
STEVE H. MURDOCK
DIRECTOR
US CENSUS BUREAU

The 2010 Census Communications Campaign

Before the House Subcommittee on
Information Policy, Census, and National Archives

10 July 2008

Mr. Chairman, members of the subcommittee, thank you for the opportunity to talk to you about the Census Bureau's Integrated Communications Plan for the 2010 Census. In your letter of invitation you mention the Communications Contract, the Partnership Program, and Census in Schools (CIS). Each of these is an important component of the overall communications plan for the 2010 Census; none of them can be fully successful on their own.

The 2010 Census Communications Campaign builds on the success of the Census 2000 partnership and marketing campaign, which helped to reverse a two-decade decline in the national mail response rate. For 2010, the Census Bureau is using an approach that integrates a mix of mass media advertising, targeted media outreach to specific populations, national and local partnerships, grassroots marketing, and special events. By integrating these elements with each other and with the Census Bureau's 2010 Census operations, the campaign will help ensure that everyone, especially those hardest to count, is reached.

In September 2007, the Census Bureau awarded its 2010 Communications Contract to DraftFCB of New York. DraftFCB is a full service marketing communications agency that will team with other companies that specialize in reaching minority audiences.
The current team members include:

- Global Hue (Black audiences)
- Global Hue Latino (Hispanic audiences)
- IW Group (Asian audiences)
- G&G (American Indian and Alaska Native audiences as well as Native Hawaiian and Pacific Islander audiences)
- Allied Media (Arab, Russian and Central European and other emerging audiences)

DraftFCB developed a plan that was presented to our Advisory Committees and all of our regional office staff. Comments from these stakeholders were taken seriously and are being incorporated into the final plan. In fact, the due date of the final plan was extended from May 30th to July 15th to give the contractor sufficient time to incorporate stakeholder suggestions.

The communications campaign will be integrated with the Census Bureau's decennial census operations, the partnership program, internal media, and public relations activities to ensure that consistent messages are delivered and reinforced at every stage of the process.

Success of each component is vital to achieving a complete and accurate count.

Media and Outreach

There are two components to the media and outreach effort. Using the expertise of DraftFCB, the Census Bureau will mount a national media campaign in every broadcast medium to advertise our messaging for 2010. We will advertise on network television and radio, sporting events like the NFL, local and cable television, ethnic programming and the Internet. Negotiations for this advertising will be underway early next year. The national media campaign will kick-off in January 2010 and build through each phase of the census.

The second key component of the media campaign will focus on the specific minority populations I mentioned earlier. Ethnic media advertising will complement the national campaign, bringing the message to hard to count populations. Each of DraftFCB's contractors has proven experience reaching their target communities, and their efforts will be instrumental in addressing the differential undercount.

The messaging will be influenced by a research program conducted by DraftFCB with the Census Bureau's support to include a national survey, focus groups,

and constant monitoring of public attitudes toward the 2010 Census so marketing strategies can be quickly adjusted to reflect emerging circumstances. The messages will be consistent, but customized to effectively reach and resonate with diverse audiences.

Partnership Program

The Partnership Program is another key component of our communications program. Partnership has been a vital part of the census since 1990, and it is the foundation of our outreach efforts. In Census 2000 more than 140,000 organizations partnered with the Census Bureau. These included state, local and tribal governments, community and faith-based organizations, schools, media and businesses.

The program in 2010 will be even more robust. Our partners, who have great credibility in their communities, will vouch for the importance of completing the 2010 census to people in inner cities, the barrios, Indian reservations and rural America. This will be particularly important in areas isolated by language or geography. Our partnership materials will be available in at least 20 languages, and they will be customizable so that partners can tailor the message to their specific communities.

Unlike Census 2000, when all promotional materials were only available through a Census Bureau partnership specialist, 2010 materials will be easily accessed through the Internet or as printed copy. We also will provide needed resources to committed partner organizations through the Partner Support Program as we did in 2000. These resources will include specially printed promotional materials, customized banners, special event promotional items that encourage participation in the census, and in-language materials that help reach the hardest-to-count populations served by specific local organizations.

Partnership efforts will:

- Utilize community stakeholders who are known and trusted locally;
- Motivate partner organizations (governmental and non-governmental) to implement effective strategies to improve mail response;
- Identify mechanisms for enhancing our training efforts;
- Provide outreach for recruiting census enumerators in communities in which it is most difficult to recruit; and,

- Identify organizations that are willing to host Questionnaire Assistance Centers and provide volunteers to staff and publicize these centers.

The program is well underway for 2010. As of May 2008, the regional offices have hired and trained 120 partnership specialists who are now actively developing local partnerships with key stakeholders. In January of 2009 the regions will add 560 more partnership specialists to achieve the full staffing level, which is comparable to Census 2000 partnership staffing levels.

The regional offices are fine-tuning partnership plans using their local expertise and information from the Census 2000 Planning Database. They are charged to particularly focus on hard-to-count populations such as immigrants, the foreign born, those who are linguistically isolated, single parent renters, urban core areas, and those living in poverty.

The regional offices are actively engaging local leaders including government officials, community and tribal leaders to form local and statewide Complete Count Committees (CCCs). CCCs incorporate local knowledge, influence, and resources to educate residents and promote the census through a locally based and targeted outreach effort. CCCs provide a vehicle for coordinating and nurturing a cooperative effort between local governments, communities and the Census Bureau. Residents are more likely to participate when locals they know and trust endorse our efforts.

The Census Bureau held two national-level partnership conferences that involved approximately 250 leaders from State Data Centers, Census Information Centers, and Governor's Liaisons to spearhead partnership efforts in each of the fifty states, DC and Puerto Rico. The Census Bureau also met with Federally Recognized Tribes for consultations last year. Later this summer regional offices will participate in state recognized tribal government conferences with American Indian and Alaskan Native leaders from urban and rural areas. And this fall, we will promote the partnership program during a conference with national governmental and non-governmental partner organizations.

Census In Schools

Another key component of the Integrated Communications Plan is the Census in Schools (CIS) program. The CIS program for 2010 will focus on educating children on the importance of participating in the census. The goal of CIS is to target strategies, messages, and materials to reach parents through their children.

The current plan provides for a CIS program (developed and implemented by a contractor) directed at HTC areas for grades K-6. A major difference since Census 2000 is that part of the CIS program is being done by Census Bureau staff. We have been working throughout the decade to implement a CIS program, and developing a Website with interactive activities and "kid-friendly" fact sheets. The CIS program will identify the most effective way to reach hard-to-count households with school age children.

DraftFCB is in the process of awarding a competitive contract to an experienced educational marketing firm to help implement a CIS strategy with the Census Bureau.

Language Program

The Language Program is another major effort to ensure we reach as many people as possible. For the first time, we will mail about 13 million bilingual Spanish/English questionnaires targeted to areas with concentrations of Hispanic populations. Questionnaires will be available in five languages in addition to English, and we will also provide language assistance guides in more than 50 languages. These in-language questionnaire materials will be available on the Internet and at approximately 30,000 Questionnaire Assistance Centers located throughout the country, which will be staffed by people fluent in the languages spoken in their communities. A telephone assistance program will be available so respondents can receive assistance in the five major non-English languages. In addition to foreign language assistance, there will also be a TDD program for the hearing impaired, and Braille and large print questionnaire guides will be available upon request.

Integration

The 2010 Census Communications Campaign integrates all campaign elements to provide better branding of the 2010 Census among all segments of the American population, improve delivery of promotional materials for regional and national partnership efforts in a concerted time-specific delivery plan, and provide clear and accurate messaging with the help of communications professionals.

The various elements involved in communications during Census 2000 did their best to integrate messaging and materials, but this was a difficult and sometimes elusive goal. Promotional materials were designed and produced by 3 different offices at Census headquarters and the result was a large quantity of outreach

materials that arrived at different times (and some arriving too late) with much different "designs" and in quantities that did not take into account regional needs or demographic characteristics at the regional level.

We believe that by integrating all campaign elements (partnerships, census in schools, media relations, publicity events, and paid advertising) through a more concerted and thought out plan, the public campaign among all population groups will be more effective, efficient, and instrumental in reaching the campaign's goals of improved response rate, better quality of data, and heightened public cooperation with all field operations.

Taken together, each component of the communications program will reinforce the others to maximize outreach and participation in the 2010 Census. By the time the census questionnaires are mailed out in March 2010, people living in the United States, Puerto Rico and the Island Areas will have seen and heard (often in native languages) advertisements in national and local media, and heard about the census in their communities and faith based organizations. Children will learn about the census at school, and promotional materials will be posted throughout every community and circulated by partner organizations. The communications effort will continue through each phase of the census, encouraging people to respond to the replacement questionnaire, and then to cooperate with census enumerators walking through every neighborhood in the country.

Budget

The Communications Contract has a total lifecycle budget of approximately $200 million. This is in addition to funds provided for our regional and national partnership programs. The President's FY 2009 Budget includes $122 million for the Communications Contract and $66 million for the regional partnership program. As noted, this funding will allow us to place media buys for a national advertising strategy, target media outreach to historically hard to count communities, hire hundreds of partnership specialists across the country, and produce and distribute promotional material.

After we hired a communications contractor last fall we were able to define our communications and spending needs more precisely. We are working with DraftFCB on the budget associated with the various components of our integrated communications plan.

Our focus is on the following key objectives:

- Reducing the differential undercount and improving overall accuracy;
- Increasing mail response; and,
- Improving cooperation with enumerators.

Importantly, budgets for the partnership program and the communications campaign contract have not been compromised or reduced to meet the budgetary requirements of the FDCA contract.

Unlike many of the Census Bureau's other major 2010 contracts, the communications contract must be flexible. Our ability to react quickly to the fast changing media environment in 2010 will be key to an effective and wide-reaching outreach campaign.

The integrated communications plan is being developed with the active input from our stakeholders around the country and throughout the Census Bureau. We consider the plan and the budget to be a blueprint that will evolve to optimize our resources. We will review and adjust the program throughout the census to ensure that our resources are applied where they are needed most.

Conclusion

In closing, let me stress that the communications program is of vital importance to the Census Bureau and me. We are counting on Congress, our Advisory Committees, and our partner organizations to work with us to identify improvements, and to adapt the program to meet the needs of the communities they know best.

Census data help determine locations for schools, roads, hospitals, child-care, senior centers and more. And as you well know, the census determines how many seats each state will have in the U.S. House of Representatives as well as the boundaries of legislative districts. A comprehensive and seamless communications plan will help ensure the success of the 2010 Census and meet the challenges of this monumental and vitally important responsibility. Thank you, and I will be happy to answer any questions the Committee may have.

Mr. CLAY. Thank you so much, Dr. Murdock, and thank you for your leadership at the Census Bureau.

Also, a witness on this panel is Jeff Tarakajian, executive vice president of Client Services for DraftFCB, the contractor for the 2010 integrated communications campaign.

Mr. Tarakajian, you may proceed for 5 minutes.

STATEMENT OF JEFF TARAKAJIAN

Mr. TARAKAJIAN. Thank you, Mr. Chairman, members of the subcommittee. DraftFCB and our subcontractor partners thank you for the opportunity to talk to you today about the integrated communications plan for the 2010 census.

Today, I am accompanied by Laura Marella, vice chairman of GlobalHue Latino, our Hispanic partner; Mostapha Saout, president of Allied Media; Kevin Williams, senior VP/group director at GlobalHue; and Peter DeNunzio, president of DraftFCB New York.

During the last 8 months, our subcontractors and ourselves have spent considerable time and focus learning about the 2000 campaign, the mood of the Nation and its potential impact on 2010 as well as the needs and recommendations of key stakeholders for the 2010 effort.

In that quest for learning, our subcontractor partners and ourselves have visited with the census regional offices. We have heard the insights and recommendations of the various advisory committees and, importantly, we have conducted primary research and analyzed reams of existing studies.

Learning will be ongoing and continue to guide everything we do to build a successful 2010 census overall and to reduce the undercount. In fact, learning will guide the campaign throughout its life cycle, allowing for the first time real-time adjustments to the effort to maximize response.

But, right now, we have a plan that is a work in progress. It is a blueprint. Its structure is a solid foundation of mass media to motivate mass participation with substantial overlays targeted to race and ethnic populations, focused on the hard to count. But, importantly, it is an integrated approach that follows best practices in our industry and incorporates recommendations from the very successful 2000 campaign.

We have a time line that tracks through the key stages where we develop creative materials and media plans for all audiences, evaluate the research among its intended audience the materials that will appear in the marketplace and provide ample occasions and time for stakeholder review and input.

The process is iterative, and it is cumulative. Right now, it is on schedule, and it is on budget.

We invite oversight and input because it will make the campaign better. But, as a result of creating and implementing countless similar marketing and communications campaigns, we also know what we must do and when we must do it. It has all been planned.

With the census, we also know there is no second chance. No delays are possible. So we will deliver a campaign that is on time, on budget as well as on point.

While we can't show you yet how the materials will look or what the specific plans that each audience will be comprised of or even

how much will be spent on each audience, we can give you an idea of the experience a real person will have from the integrated campaign as he goes through his daily life.

Meet Derran. He is a 27-year-old single Black mobile which is a traditionally undercounted audience. He lives in Philadelphia.

The 2010 census will be his very first. It is a low priority in his life. He grew up in an environment that was cynical about government. He will be reached by the mass media campaign and the Black audience campaign.

Very importantly, as we get to know him, we will discover that beginning in 2009 he will begin to see messages about the census, for example, in his barbershop when they start talking about census jobs, on Facebook where he reconnects with a buddy of his, through historically Black colleges and newspapers, at the Linc where the Eagles play in Philadelphia, on a billboard on the Schuylkill Expressway, at a Black History Month event in Center City, during a March Madness telecast, at church and on Grey's Anatomy, etc.

Beginning in 2009 and peaking in 2010 around the mailings, messaging about the census will surround us, building awareness, educating and encouraging participation.

We can also give you a glimpse of some other work we have completed so far: interim materials for partnerships and recruitment communications to reach people about census jobs in their communities.

Our work has just begun. Our entire team looks forward to the discussions, challenges, debates, the back and forths, the late nights and weekends we will spend designing and implementing what we want to be the most successful campaign yet.

Thank you for the opportunity to speak about this most important work that we are doing. I am very happy to answer any questions you may have.

[The prepared statement of Mr. Tarakajian follows:]

Testimony

Of

Jeff Tarakajian

DraftFCB

New York, New York

Information Policy, Census, and National Archives Subcommittee

Oversight and Government Reform Committee

Thursday, July 10, 2008

2154 Rayburn HOB

2:00 P.M.

"2010 Census: Using the Communication Campaign to Effectively Reduce the Undercount"

The Information Policy, Census, and National Archives Subcommittee, Oversight and Government Reform Committee have asked DraftFCB to provide comment concerning the Integrated Communications Campaign for Census 2010 in the following areas:

1). Timeline for deliverables and ability to meet those timelines

2). Plans for review and success measurements

3). Contingency Plans

4). Implementation of Partnership Program

- *Including Census in Schools and any restrictions posed by No Child Left Behind Act*

5). Any key facts that might affect the ability of DFCB or subs to complete contract resulting in delays or cost overruns.

Background

DraftFCB is eight months into a 4 year contract for the Census 2010 Communications Campaign. We are one of the largest global integrated marketing communications firms focused on communications in all media (broadcast, print, internet and emerging technologies). Our sub-contractor partners, with specialties in areas that complement our expertise, include:

- WeberShandwick: Public Relations (Earned Media) and Partnerships
- Jack Morton: Events Marketing
- GlobalHue: Black Audience (Minority Owned)
- GlobalHue Latino: Hispanic Audience (Minority Owned)
- IW Group: Asian Audiences (Small, Minority Owned)
- Zona Design: Design (Small, Disadvantaged, Minority Owned)
- Allied Media: Emerging Markets (Small, Minority Owned)
- G&G Advertising: AI/AN, NHOPI (Small, Disadvantaged, Minority Owned)
- MarCom Group: Recruitment (Small, Disadvantaged, Minority Owned)

DraftFCB and our partner sub-contractors are fully committed to delivering the goals of the census. There are three goals. They must be achieved collectively:

- Increase overall mail response
- Increase accuracy and reduce the differential undercount
- Support Non-Response Follow-Up

We are on track to deliver the Campaign on time and on budget and intend to maintain that standard throughout the contract. We understand there is only one chance to do census correctly.

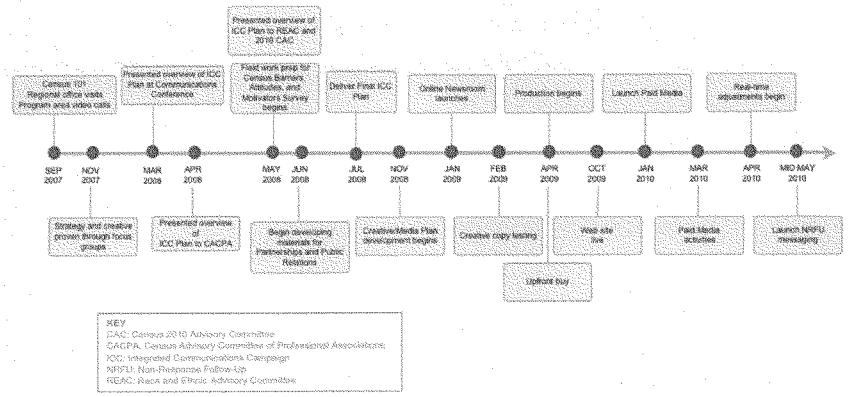
Campaign Timeline

Our work is on-time and on-budget.

We have developed jointly with our partners and shared with the Bureau and stakeholders an overall timeline for developing and researching the materials for the Campaign, planning and buying the media, disseminating and deploying the materials in market and developing and implementing the plan for tracking and

optimization. This timeline is used both to track our performance and chart our course forward.

2010 Census Timeline



Reviews

We have on-going communication with the Bureau that includes our sub-contractors regarding progress and review of the work of the contract. In addition, there are key points when more formal review and approval of work by the Bureau and Stakeholders is required. We are on track to meet these, which include:

- Media Plans — Late winter 2009
- View Proposed Ad Ideas in rough form such as storyboards or scripts — Spring 2009
- Upfront Media Buy Proposals — Spring 2009

The timeline is built around securing approvals at these junctures in order for the work on the Campaign to move to the next phase.

Accomplishments to Date

The following itemizes the key deliverables and accomplishments during the first 8 months of the contract:

- <u>Delivery of draft Integrated Communications Campaign (ICC) Plan and two rounds of revisions</u>
    - Key Features of the Campaign Plan:
        - Description of Campaign goals and objectives: Key challenge is balancing increasing mail response with reducing the differential undercount. This requires careful consideration of initiatives to achieve each goal along with potential tradé-offs.
        - Target Audience Strategy: Reach everyone but with emphasis on the Hard-to-Count. Data provided by Bureau's audience cluster segmentation. This has been supplemented by DraftFCB to add media usage/lifestyle data that will be critical in developing media plans.

          For example with the Black audience, where single unattached males have historically represented an undercounted segment, data

tells us that they can be effectively reached in venues such as barbershops and sporting events, and that they view a substantial amount of sports on TV.

- 14 Languages for advertising, 19 for other materials and the ability for the Census Regions to supplement using materials provided to them.
- Fully Integrated
    - Media Plan Development: All media approach, all possible communications channels considered, national and local (TV, Radio, Newspapers, Magazines, Out-of-Home, Online Banners, Web Sites, Events, Partnerships, Earned Media, and more).
    - Messaging: One overarching communication theme customized with unique creative executions and materials to most effectively motivate individual audiences by addressing their specific barriers and opportunities.
    - Implementation: All communications channels working together in a "surround sound" effect, synchronized with key census events, for maximum impact and synergy.
- Data-Driven allocation of resources:
    - The 2010 Campaign has advanced how resources are planned for all audiences. Instead of using data about civic participation as a means of segmenting audiences, in 2010 actual response data from 2000 is used. This enables a segmentation of audiences by Hard-to-Count factors. The harder to count, the more resources proportionately are allocated to audiences. Those audiences who are more likely to respond are allocated proportionately fewer resources.
    - Hard to count scores were provided by the Bureau. These reflect actual response to the census in

2000, validated by additional 2006 ACS (American Community Survey) data.

- All creative executions to be fully researched with intended target audience(s) before production and marketplace implementation
  - Multiple Phases:
    - The Campaign will be divided into three Phases: Preparation, Awareness and Action
      - Preparation 2008-2009: To help train and equip census partnership specialists with the materials they need to recruit, train and activate partners. To build the foundation for the Campaign: e. g. research, creative development, media planning, web sites, tracking metrics and infrastructure.
      - Awareness: Jan-Feb 2010. Build awareness in the marketplace that the census is coming. Educate audiences on the importance, relevance and benefits of the census and their need to respond.
      - Action:
        - Mar-Apr 2010. Motivate mail response. Encourage people to encourage others to respond. Continue education messaging to overcome barriers to response. Continue awareness build.
        - May-Jun 2010. Support enumeration/Non-response follow-up.

  - Continuous Tracking of results
    - The impact of the Campaign will be continuously tracked in market to optimize our approach and re-direct resources so that outcomes are maximized. To accomplish this, we have

developed a tool called Smart Suite. Smart Suite is a series of eight web-based screens, each representing a specific theme. Two of the screens are devoted to audience monitoring and tracking. The data in audience monitoring will assess awareness and intent to complete and mail back the questionnaire. The data in performance tracking will contain daily real-time mail response rates, at the tract level, from mid-March through May 2010. Together these two screens will provide with the data needed to make real-time adjustments and reallocations of resources to geographies and audiences needing additional motivation to respond.

- Note: Overall assessment of Campaign to be provided by independent contractor chosen and directed by Bureau

- Status:
  - Currently incorporating Bureau and stakeholder comments and making revisions
  - Revised Plan and Synopsis due to Bureau on July 15
  - Bureau acceptance due on September 1, 2008
  - THEREFORE, a FINAL CAMPAIGN PLAN and ELEMENTS SUCH AS AUDIENCE PLANS ARE STILL A WORK IN PROGRESS and will be until audience plans are developed and approved in FY09
  - DraftFCB and sub-contractors have made numerous presentations of the Campaign Plan to REAC, 2010 CAC, Other 2010 Advisory Committees
  - During development, DraftFCB and sub-contractors met with the representatives from the 12 Census Regional Offices and attended numerous videoconferences on topics determined by the Bureau
  - Conducted primary research and reviewed secondary research, evaluations of 2000 census, reviewed REAC and other Advisory Committee Recommendations

- Validation of Strategy for Communications
  - Strategy is based upon the fundamental shift away from trust in Government to more self-reliance and empowerment.
  - Key finding: Census has better chance of success if seen as embodying the voice of the people vs. as an instrument of Government.
  - Strategy developed and researched by multi-cultural communications team approach

- Development and validation of Core Communications Platform: "The 2010 Census, It's in Our Hands"
  - Also developed and researched by multi-cultural communications team approach.
  - Three ideas created and researched
  - "It's in Our Hands" was the preferred expression of the strategy, most consistently ranked first or second among all audiences, and incorporated many of the successful elements of the other two ideas.

- Interim Materials for Partnership Specialist Support
  - In order to enable a timely start for Partner recruitment, interim materials were completed in Spring 2008. These materials included:
    - Folder
    - 3 Exhibit Banners: Hanging, Pop-Up, Booth
    - 7 Fact Sheets/FAQs for General, Business, Media, Community-based, Educators, Faith-based, State & Local Government Organizations
    - 7 Sell Sheets for General, Business, Media, Community-based, Educators, Faith-based, Elected Officials
    - Introduction and Follow-up Letter Templates
    - Partnership Agreements and Proclamation Templates

- Recruitment Campaign

- Campaign materials for local and limited national usage to support Address Canvassing. Materials include print, posters, radio, TV, online and website, primarily in English and Spanish, but with some materials in 4 additional languages: Russian, Simplified Chinese, Korean, Vietnamese.
- Final creative available 8/21/2008. Website to be live in September 2008.
- All work tasked and in-progress
- Work to be re-purposed and supplemented for Enumerator Recruitment in NRFU

Upcoming Key Activities and Status

- CBAMS (Census Barriers and Motivator Survey): Designed to provide the current reasons why people are inclined/disinclined to participate in the census and what would potentially overcome participation barriers from a communications perspective. 3800 respondents, all audiences.
  - Contractor identified, competitive solicitation completed
  - Design/Proposal approved by OMB
  - Questionnaire evaluated
  - Awaiting task next phase of work
  - **To be completed by October 30 so that creative and media plan development can begin on schedule.** Both are dependent upon the findings of CBAMS

- Partnership Support: While DraftFCB does not execute the Partnership Program, *that is done by the Census Regional Operation*, we do provide under our contract support for partnership specialists in the following areas:
  - Materials/ideas for recruiting partners and for partner outreach
  - Distribution of materials and sharing of best practices
  - DraftFCB has committed to providing the first wave of materials for partnership support in November 2008 and for developing a partnership communication area on census.gov at the same time

- Has already developed interim materials that are currently in use

- Census in Schools (CIS): DraftFCB will sub-contract to an educational expert to manage the Census in Schools communications program. The contractor chosen will be familiar with NCLB (No Child Left Behind) requirements as well as key learnings from CIS in 2000. In order to deliver the program on time and on-budget, work must begin on 8/1/2008. DraftFCB has been given approval by the Bureau to offer a contract to its recommended sub-contractor.

- Creative Testing Proposal/Vendor:
  - In order in meet the goal of testing all creative executions among their audiences before using in market, we must determine the methodology and identify a vendor to field the research. The development of the proposal needs to begin in summer 2008 and completed by December 2008 so that testing can begin in early 2009.

- Review of Web Site Assets:
  - The web will be a critical communications channel for obtaining 24/7, real-time information about the census. All communications will refer consumers to the web to learn more. In order to ensure that census web assets are easy to use and meet user needs, an assessment of existing and planned sites and a recommended web strategy will be completed by September 2008.

- Key Messaging:
  - To ensure that the media support the census with clear, consistent and compelling messages, a key messaging session will be held with the Bureau and designated stakeholders to provide the foundation for earned media efforts. To be completed during summer 2008.

Success Measures:

The core success measures of the Campaign are increasing mail response and reducing the differential undercount.

As already stated, the evaluation of the Campaign will be done by an independent contractor selected by the Bureau.

In addition The Campaign has interim "success measures" focused around two areas:

- Evaluations that enable the work to move from one phase to the next. Example: copy testing of all creative executions, among the audiences for whom they are intended, before production.
- Evaluations that enable Campaign optimization once in market: continuous tracking of awareness, intent to participate and daily response feeds when available to help re-direct funds to audiences and geographies that are lagging. (See pg. 5 for information about Smart Suite)

Issues and Concerns

Budgets overall: We and our sub-contractors are concerned that the budget is inadequate in light of media inflation, scope of contract (advertising alone in 2000, 2010 includes all channels), results of dress rehearsal (response is lower than expected-no marketing support), more diverse populations, media fragmentation, etc.

Potential impact of FDCA on communications contract. Dress rehearsal data showing that the need for census communications may be greater than ever. The re-plan of the non-response follow-up phase by the Bureau also argues for putting even more emphasis on successfully driving mail response in order to minimize NRFU workload.

Timing of funding/Distractions: FY08 was under-funded vs. needs. This has pushed back many activities until FY09. While the timeline assumes some level of delays as an insurance policy, it is imperative that our focus be on delivering an effective campaign <u>on time and on budget</u> without distractions that divert our

attention. We actively seek the help of stakeholders and oversight that can help pave the way for the Campaign's success. The Campaign cannot withstand delays and distractions in 09 without potentially jeopardizing integrity of the Campaign. Vulnerabilities are the upfront buy, copy testing, timing of creative production.

Increasing difficulty in motivating response: Over time, response to public and commercial surveys has been declining, further adding to the challenges exacerbated by distrust in Government, privacy and security, fear of deportation, etc.

Contingency Plans

Built into the Campaign is a broad range of risk scenarios and mitigation plans, developed jointly with the Bureau. The Risk Register explores possible threats to the Campaign ranging from Funding and Approval delays to large-scale cataclysmic events. Scenarios have been outlined and mitigation plans have been specified so that the Campaign is prepared in advance with an action plan if needed.
In addition, the timeline itself has incorporated additional time to account for delays. But it is based on thorough development process reflecting best practices in the communications industry. If substantial delays caused by lack of timely approvals, funding or the need for additional work not related to the core tasks occur, trade-offs will have to be made in order to keep the Campaign's implementation on time.

Mr. CLAY. Thank you so much.

We will begin questioning, and I will defer to Ms. Watson and any other Members, and then I will do the final round of questioning.

Ms. Watson, do you have questions?

Ms. WATSON. I understand that you are going to be subcontracting. You have affiliates by regions throughout. How will you monitor those?

As you said, Mr. Murdock, that you get one chance at this. I guess both of you had said that. How do we monitor? How are we sure that we can go back and be sure we can have some kind of accuracy in the process?

I mean how are you going to work on a regional basis with your subcontractors?

Mr. MURDOCK. Let me answer first, and then him answer from his subcontractors.

We have a management program for every grant or contract we have with people that are assigned to administer and to create metrics and other factors to be used to assess how well our contractors are doing.

For example, we have a certain. We have goals set up for our contracts relative to small and disadvantaged businesses, and they have a goal, and they receive greater awards if they meet those goals relative to that kind of issue. But we have a whole set of factors by which we assess how well they are doing and what and therefore can take remedial actions when necessary.

Ms. WATSON. I guess, Karen Narasaki, OK. She is the executive director of the Asian American Justice Center, testified before the subcommittee last year that the Bureau needed to improve its work on language translations, and she noted that in 2000 the Bureau was late in making critical decisions on translation materials and that there was no centralized clearinghouse of translated materials. I have that problem in my district.

To what do you attribute the problems and what has the Bureau done to resolve them on this round?

Mr. MURDOCK. Well, in 2000, we had really very separate programs, one that was a media and advertising program and then our Partnership program, and the Census Bureau provided most of the materials that went out in printed form.

The integrated part of this contract is to bring those together so that materials are available when they are needed by groups that may want to promote the census, by our partnership specialists who need to pass those out to groups that need them for promotion and need to help their members understand the census.

So what has changed and changed significantly is that we have an integrated program with all of the timing phased out and set out so that we will be much more certain that we will not have the problems we had in timing because we did have problems.

We had problems with materials being way too, well, actually too late in terms of meeting the needs that we had, and that is one of the reasons we went to an integrated program that integrated the advertising, the media part of this program with the Partnership Program.

Ms. WATSON. Are you assured that you will have like kind?

I find you are more effective when you go in to do the outreach in non-English speaking communities, that you have someone that speaks the language, looks like them, has some recognition in the community. So are you monitoring to see that the enumerators then match the demographics?

Mr. MURDOCK. Both in terms of hiring enumerators and particularly as we talk about the Partnership Program, this group of about 680 people that we will have across the country. Their very purpose is to get involvement of local community people, religious leaders, elected officials, others who people know that can help to spread the message that it is safe to respond to the census because we know very well anyone coming from the outside has much less credibility to me or to anyone than someone you have known and who can.

When that face that you know says this is something that you should do, this is something important for our community, it has a much greater meaning than someone who is not familiar to the person, and that is really the basis of a lot of the success of our Partnership Program.

Ms. WATSON. I want to thank you, Mr. Murdock, for coming to the CPC yesterday. As I mentioned to you, I have all of Koreatown in my district in Los Angeles. It is the largest Korean community in the country. And so, can you tell us about the funding?

You mentioned the funding for African Americans and other minorities, probably from African islands and so on. So how much funding is being allocated, if you can share that with us, to reach people in these Asian communities?

Mr. MURDOCK. Well, the final distribution of that is still being worked out by the contractor FCB and the subcontractors. Some of the initial work that we had showed about a $76 million general media. I mean group-wide kind of advertising campaign, meaning it was for the generalized population.

On top of that, because I think it is important to understand that we are really talking about kind of a layering of the messages, one is there is a general media campaign that should appeal to populations of all different groups, and then we do have specific subcontractors as my friend here on the left indicated that try specifically to look at different populations.

The most recent data I have seen, and this is not definitive because it is still being finalized because our plan for this program is just now being finalized. We had a draft plan earlier. We asked for revisions of that, and now we are getting a more definitive plan.

It showed about 27 million, for example, for Black and Hispanic audiences, about 13 for Asian audiences, about 6 for American Indian and Alaskan Native, about 2.8 million for Puerto Rico, etc. We can provide that information to you.

Ms. WATSON. Good. I was going to ask if we have or can have another opportunity to hear about and be briefed on the final draft and then have input.

Mr. MURDOCK. Certainly. Certainly.

Ms. WATSON. The other suggestion I would like to make, and this will be the last question or suggestion, is that regionally you meet with some of the minority representatives, have your regional peo-

ple, so that we can have this whole process more localized, and we will have input.

I think our churches could be very, very helpful. In the Los Angeles area that I represent, we have the mega churches with 30,000 membership, and one Sunday you could reach maybe as many as 500,000 people in an announcement. So if you could have your regional people meet with us, we could be very helpful to you.

With that, I thank you, Mr. Chairman, for the time.

Mr. CLAY. Thank you, Ms. Watson. Very good suggestions.

Mr. MURDOCK. We would welcome that involvement.

Mr. CLAY. Very good.

Mr. Gonzalez, you are recognized for 5 minutes for questioning.

Mr. GONZALEZ. Thank you very much, Mr. Chairman.

Dr. Murdock, there are some areas that concern me in my opening statement. I am not even going to get into some of those because we have some limited time.

My concern is the diversion of funds. I think we are all committed to adequately funding. There are some issues about certain requests being made and how we get the money to you, but I think that is all going to be resolved.

But looking to the future and what you are going to be utilizing, implementing, I guess I want some assurance that some of the things you may be looking at will not take funds away from the efforts that Mr. Tarakajian is attempting to do through the integrated communications program and so on.

Let's just start off with we talk about the Internet, using the Internet. I know Mr. Tarakajian referenced it as a way of communicating the existence and the awareness of the Internet and not necessarily using the Internet as a method to respond or report or fill out whatever is necessary in the way of compliance with the request from the Census Bureau of our citizens or non-citizens, whoever is out there.

So there is a distinction, is there not?

Mr. MURDOCK. Yes.

Mr. GONZALEZ. Mr. Tarakajian is talking about really just a means of communicating with the Internet, Facebook, MySpace, whatever it is. Then I also want to talk about exactly what that arrangement is and make a suggestion or two. But there has been discussion about the use of the Internet, and I don't know whether that has come out of the Senate or not.

What does that involve? What are we talking about and at what stage of development or consideration do we find ourselves today?

Mr. MURDOCK. Well, as part of our replan effort, we have relooked at the option of providing the Internet as an option for response. Let me make it very clear that we have not finalized our analysis of that, and we are diverting no decennial funds at this time toward that process.

The work that we are doing now is by our IT division which is funded out of another part of the Census Bureau, and what we are looking at is simply this as another alternative that we can provide to people or potentially can provide. When we get done with the analysis, we will be glad to come back and report that.

Let me say something about what you said at the beginning. There has been, since I came here at least, no diversion of funds

from this set of enterprises. I will be willing to commit to all of you here that, to the best of my power, there will be no diversion from these two programs.

As you know, Representative, I was in Texas for nearly 30 years working in this area. I very strongly believe in this program. I saw the programs, the Partnership Program, etc. work very effectively in Texas. I saw it work in the colonias of south Texas and increase the response rates not to a perfect level but to a level that was certainly much better than what we had had in previous censuses.

So there are no plans, and I commit to you that I have no plans for sure to take resources away from this program. I think it is a very important program, very critical to the census.

Mr. GONZALEZ. I appreciate that there won't be the diversion or whatever. It does add an additional layer of funding. There is no doubt about that.

And so, I am just going as to cost-benefit analysis of whatever you are going to be doing as you contemplate something else, whether it is the Internet or whether it is a sweepstakes. I am just concerned about those two.

Mr. MURDOCK. Let me make it very clear about those because there has been a lot of misunderstanding about the both of those. There has been work about incentive programs. Where those are is we have provided to the Department of Commerce our previous analysis that was done in previous censuses. They are looking at this at the Department of Commerce.

We are diverting no resources at this time and have no plans at this time to have anything related to incentives, sweepstakes and all the other things that have sometimes been covered in the papers.

The Internet will be provided if it is feasible, if it does not mean the deterioration in things such as this program and if we find out that it might in fact help us in some circumstances if we have some kind of crisis and need to provide another way for some people to respond to the census. We are not diverting resources from any part of the decennial and particularly not from this program to look at either of these.

Mr. GONZALEZ. I know it is a sensitive topic, but I think that Majority Whip Clyburn referred to it. I think Congresswoman Watson referred to it. That is if the real objective here is greater participation, we know that in this universe of responders that we have a certain segment or sector that we really don't have much of a problem with.

It is really the effort and the concentration of moneys and effort and everything else is really in two other categories that Congresswoman Watson had already referenced: economically disadvantaged and the ethnic enclave too.

I venture to guess that the advantaged homeowners which have the lowest hard to count score, 6, and the highest mail return rate, 83 percent, is probably that particular audience that you would be reaching if in fact you invest any substantial funds in the Internet. I mean that is the way the real world works. I am just saying I would hate to get diverted to it.

I love the Internet. We try to utilize it to the extent that we can, but I just don't really feel that the amount of attention or funds would be a diversion.

And let me go further as to the reason that we think it could be counterproductive. It is just not the undercount. It is the overcount, and Whip Clyburn made reference to that. There are two ways that this thing works against the communities of color: undercounted, also overcounted.

I think there is real danger on the Internet responses in making it even harder for you guys to figure if there is actually double and triple reporting.

Mr. Chairman, I know I have gone over my time, and I am hoping that we might have an occasion after this round to maybe have a couple of questions afterwards if you would.

Mr. CLAY. We will have time for another round.

Mr. MURDOCK. Let me just assure, Representative Gonzalez, that we are not going to proceed with anything that endangers our ability to get a full and complete count.

You know there are two things we worry about. We worry about the accuracy of the count, which is its completeness, and the timeliness of the census. Nothing we are going to do is going to endanger either of those.

We won't do something that makes the risk of getting a late census or getting a less accurate census. We are just not going to do that.

Thank you so much.

Mr. GONZALEZ. Thank you, Mr. Chairman.

Mr. CLAY. Thank you, Mr. Gonzalez.

Representative Clarke, you are recognized for 5 minutes.

Ms. CLARKE. Thank very much, Mr. Chair.

Dr. Murdock, I have a couple of questions, and let me just start with my concern around a PR effort that would rely heavily on the insight that Black audiences are highly influenced by word of mouth. I don't know what types of focus groups or studies you did to complete to support this conclusion or what types of nontraditional media forms will be used. So maybe you can give us some insight into that.

But what is your plan to reach Blacks in rural areas?

Mr. MURDOCK. Well, in many parts of the country, rural areas are uniquely challenging because of the sparsity of population and because of lots of other issues that are sometimes involved.

Our Partnership Program is not just one that works in large cities. It is one that works in rural areas as well. The intent of that program is to go particularly to hard to count areas, to become involved with the population, with organizations, with churches, with community groups, with elected officials, all with the intent of increasing awareness and involving local people in the census.

One of the things that Representative Watson said that is very, very true is that local involvement is critical. What we try to do with our Partnership Program is not to have a partner come in and take the census, not to have that person come in and substitute for local people, but in fact to work with local people, to empower the local people to get involved in the census because that is the census

works when people believe in it and people get involved in it, and that is a local phenomena as much as anything else.

Ms. CLARKE. So, Dr. Murdock, in terms of a PR effort, are you expecting that the influence of word of mouth, I guess the repetition, would gain the type of affinity with filling out the census?

I am just trying to get a sense because word of mouth can work both ways, right?

Mr. MURDOCK. Right.

Ms. CLARKE. OK. So?

Mr. MURDOCK. If you don't mind, let me ask Mr. Tarakajian to go ahead and talk about the particular strategies they are using.

Ms. CLARKE. Sure. OK.

Mr. TARAKAJIAN. Actually, the insight or the strategy about word of mouth being important to the Black community came from our GlobalHue partner as one of the insights that they brought to the table about the Black community.

I believe that what they are talking about is that there are certain segments of the population that are much more influenced by person to person communications than by mass media communications. The value of that person to person communication where there is an affinity, a relationship created is very critical. That is really the only way to get certain segments of the population to overcome their fears and to feel comfortable responding.

Ms. CLARKE. How does that jibe with accuracy because oftentimes word of mouth is inaccurate and, if that is used as a strategy, is it your layering approach that you have talked about in your presentation along with word of mouth?

Mr. TARAKAJIAN. Yes.

Ms. CLARKE. I am just concerned that we would see that as a linchpin for getting people to sign up in the census particularly in light of the climate that we live in with regard to the invasiveness of government.

Mr. TARAKAJIAN. Yes. Word of mouth is not the strategy of the campaign. It is one tactic among many tactics that we will use.

As I said, it is something that for certain segments of the population is very important because mass media or third party messages don't really motivate them because they don't necessarily trust the third party. But a personal message that is generated from someone that they trust carries much more weight and carries much more meaning and motivation for them.

Ms. CLARKE. Given the fact that 8 percent of the total Black population is born outside of the United States, I notice that Creole is the only foreign language in which messages will be created for the Black community. Why aren't any continental African languages included such as Swahili or a universal language such as French?

Mr. TARAKAJIAN. The language program is more robust really than the languages that are going to appear in paid media. There 14 languages that would be part of the paid media campaign. There are another five languages that would be for promotional materials.

But very importantly, in addition to that, all of the partnership promotional materials will be created in what we would call a template form so that all of the partners who are watching out for the audiences that speak a language other than those in the campaign

will be able to take those templates and translate them into whatever language is necessary. So, really what we are doing is being able to open it up to virtually any language that anybody needs for those kinds of materials.

Ms. CLARKE. I just wanted to sort of bring, because my time is winding down, to your attention that you are talking about layered communities in terms of the challenge it is to get information to them. We know already that for people in the Black community, in particular, Black males, you have been under-reporting. Imagine if that Black male spoke another language, what the challenge would be in really getting to that individual.

So I just wanted you to be aware of all of those nuances and intricacies as you go about rolling out your PR strategy. There is going to be some overlay, but you want to make sure that it also hits its target.

Thank you very much, Mr. Chair.

Mr. MURDOCK. Let me just comment.

Mr. CLAY. Yes, you may.

Mr. MURDOCK. In terms of the languages and in terms of the total number of languages available, there will be over 50, and Swahili is one of the languages for which there are language guides.

So, in terms of the overall program, obviously we cannot provide in every language that now prevails with the groups in the United States. We are trying our best, and we are doing over 50 different languages, and Swahili is one of them.

Mr. CLAY. Representative Kilpatrick, you are recognized for 5 minutes.

Ms. KILPATRICK. Thank you, Mr. Chairman. Thank you again for having us this afternoon.

Dr. Murdock, we talked a bit yesterday, and since then we have met with the full Democratic Caucus. I submit to you, to a person, all 233 of us are looking forward to working closely with the Census Department to get an accurate census.

We believe it will be more difficult than ever before in terms of the lives of Americans when things are happening and that we want to be your partners as we get a correct count that affects all of our districts, all of our dollars and serves the United States of America.

Mr. MURDOCK. We appreciate that.

Ms. KILPATRICK. I serve on the House Appropriations Committee. About two or 3 weeks ago, we passed a supplemental in the House and the Senate, and the President has now signed it. It gives the census an additional $210 million.

One of the problems we didn't get a chance to talk about yesterday but the handheld $600 million computers that have been tossed somewhere and now going to paper as we did 10 years ago. It is unfortunate, first of all.

The contract that went to that company, I understand a Florida company, some $600 plus million. You only had five or six questions that they were supposed to input. Why were they thrown out?

In their proposal, did they not say they could meet the challenge? Were you not clear in what you were asking?

The $210 million, to my understanding, is going to help with some enumeration, but this is a tech society. If they were not able with the handhelds to connect to a mainframe to print out what we needed, why was this company chosen?

Mr. MURDOCK. I think, ma'am, let me clarify a couple things.

Ms. KILPATRICK. Please.

Mr. MURDOCK. First of all, we are using handhelds in the address canvassing part of our program. What I think the confusion was is that part of our process is after we have received all of the mail responses, and then we have something we call non-response followup, and that is when we start knocking door to door.

We did a very careful analysis, a very sobering analysis that suggested to us that where we were at that point in time, the risks would be significant to stay with trying to do, use handhelds in NRFU.

Ms. KILPATRICK. That is added expense?

Mr. MURDOCK. That is the non-response followup. So we are using handhelds in the address canvassing. Address canvassing is a very key part of the census.

Ms. KILPATRICK. We are not arguing. We are not arguing. I know the process.

Mr. MURDOCK. OK.

Ms. KILPATRICK. I am 60. So I have been through at least four of them, right. That is very important. Technology is new, and it has been tested and tried for a long time.

The truth of the matter is Census spent $600 plus million.

Mr. MURDOCK. No.

Ms. KILPATRICK. No? Help me out. Don't tell me the process. Tell me about the money.

Mr. MURDOCK. OK. We have spent funds on that project, but the $600 million was for the total contract if it included the NRFU part of the process. So we have not spent $600 million.

Ms. KILPATRICK. How much have you spent, sir?

Mr. MURDOCK. We have spent, I think, about $240 million, something like that. We can check and get you an exact number.

Ms. KILPATRICK. $240 million on a machine we can't use?

Mr. MURDOCK. No. We can use the machine on the addressing canvassing, ma'am. That is what I am trying. The address canvassing is critical because the census is actually a census of addresses from which we get households from which we identify people.

This process will allow us to identify those addresses, to input them electronically, to get GPS coordinates for those programs that will allow us to make sure that we know exactly where each location is.

Ms. KILPATRICK. OK. My time is short.

Mr. MURDOCK. We are using.

Ms. KILPATRICK. So the $240 that we spent, are they still getting 260 more, the same company or is that the end of their contract?

Mr. MURDOCK. We are in the process of replan. We will be receiving from the contractor a proposal or cost proposal tomorrow, and then we will. On the 15th, I am sorry. We will then be negotiating with them for the additional parts of the process that they will be doing.

Ms. KILPATRICK. More dollars?

Mr. MURDOCK. They are doing operational control systems.

Ms. KILPATRICK. You know you are talking over my head in terms of the technical.

Mr. MURDOCK. I am sorry.

Ms. KILPATRICK. You know money, stay right there, in the program.

Mr. MURDOCK. OK.

Ms. KILPATRICK. We will get to that too because we want to be a part of it, but I am trying to understand. In a contract that started out at $600 million, we have only spent $240, is that right?

Mr. MURDOCK. At this point, yes.

Ms. KILPATRICK. It is my understanding that those computers that we bought are not longer useful? If it is wrong, just say, no, that is not right.

Mr. MURDOCK. No, that is not right.

Ms. KILPATRICK. OK. Then come on, you can say; 5 minutes and we are catching planes. Thursday is a bad day for hearings, but it was important for us to be here to try to begin the conversation, and we want to continue. But we need the correct information.

As we said yesterday, if you would supply it to us because we don't believe everything we read in the paper either. But unless we hear from the real source, and you are that source here, Dr. Murdock, we have to go with what we hear. What we are hearing is that we spent $610 million and that company is about to get another billion and they didn't complete the first assignment.

Mr. MURDOCK. That is not correct.

Ms. KILPATRICK. OK.

Mr. MURDOCK. We are negotiating the contract for their remaining from now. That will be completed by August 15th. I can't tell you exactly what that is, but it is not going to be in the range of $1 billion more.

Ms. KILPATRICK. Did they fulfill the first obligation?

Mr. MURDOCK. Pardon?

Ms. KILPATRICK. Did they fulfill the first obligation?

Mr. MURDOCK. That process is still being done, and they are working to complete. It was not supposed to be done at this point in time. They are making progress on that.

Ms. KILPATRICK. So, they have been smeared unjustly, it sounds like to me.

Mr. MURDOCK. Well, there were problems on both sides. As we said in previous testimony, there were problems on our part in terms of providing as clear requirements as we might have. There were also difficulties in the performance of the handhelds that they are addressing now, and we had problems with handhelds that didn't operate correctly and didn't operate in the way that we needed them to. That is being addressed.

Ms. KILPATRICK. Last question, was that a competitive bid and were there other companies bidding for it?

Mr. MURDOCK. Absolutely. Absolutely, it was a competitive bid.

Ms. KILPATRICK. We look forward to working with you.

Mr. MURDOCK. Thank you.

Ms. KILPATRICK. Thank you, Mr. Chairman.

Mr. CLAY. Thank you so much, Madam Chair.

Dr. Murdock, DraftFCB officials claim they need an additional $68 million to conduct a communications campaign that is comparable to the 2000 campaign. They believe the current budget of $207 million does not take into account several factors including media inflation that is predicted to be a minimum of 35 percent, the increasing degree of difficulty caused by a more diverse population, continuing fragmentation of the media marketplace and declining response rates.

Does the Bureau believe the $207 million is sufficient to conduct a communications campaign that significantly reduces the undercount and, if so, how? If not, why and how does the Bureau plan to address these deficiencies?

Mr. MURDOCK. We believe that $212. Now understand when we look at this full program, there is the communications part of it, which is $212 million, and then there are partnership programs that are not included in that $212 million.

We believe what we have is sufficient for where we are at this point in the process, but let me tell you that this is an evolving process. It is one that we are now just finalizing the plans.

If in the course of the process we see that we need to look at alternatives, we will be back and cooperating with Commerce, with you as stakeholders and others. We will look at what we need to do to obtain appropriate resources for this program.

Mr. CLAY. Thank you for that response.

According to the Bureau's estimates, it undercounted African Americans by 628,000, Hispanics by 248,000, Hawaiian or Pacific Islanders by 13,000 and the American Indian and Native Alaskans by 10,000. There are some in the statistical community who believe the actual undercounts are much higher.

Please tell us the Bureau's specific plans for reducing the undercount, given the fact that you will not have the handheld computing devices to conduct non-response followup and you have lowered your response rate.

Mr. MURDOCK. The handhelds are not really that significant as you look at the response rate. That is we are going to be doing a program that we did last time that gave us the most successful census ever which was a paper-based non-response followup. This is a data collection effort, and it is necessarily substantially improved in terms of accuracy as a result of the use of the handheld.

Mr. CLAY. OK.

Mr. Tarakajian, has the Bureau or Commerce Department asked DraftFCB to set aside funds for the sweepstakes?

Mr. TARAKAJIAN. No.

Mr. CLAY. No? They haven't approached you about it all and you all have not set aside funds?

Mr. TARAKAJIAN. No. They haven't asked us to, and we have not done that.

Mr. CLAY. And you don't plan on doing it?

Mr. TARAKAJIAN. No.

Mr. CLAY. OK. All right. I will recognize Ms. Jackson-Lee for 5 minutes.

Ms. JACKSON-LEE. Thank you very much, Mr. Chairman.

Let me ask Mr. Murdock, and this may have been asked answered, but please don't hesitate to expand on your answer.

When we were in an earlier meeting, you spoke to us about the partnership which I think has a great deal of value to it, partnership specialists, but our recollection is that they were thinly spread in the past census. And so, my question is do you intend to expand that program extensively?

Where do you intend to hire from for those particular individuals who will reach out to different partners? Do you have a plan to recruit these partners from the under-served, under-utilized areas?

Mr. MURDOCK. Well, let me begin by saying that we will have about the same number as we had in 2000. That is about 680 to 690 persons.

They are recruited by our regions, in our regions. Throughout those regions, what is attempted, we attempt to do is find people from individual communities, from areas within the region that represent different ethnic and other kinds of groups, racial groups, and to get them hired to be part of the Partnership program because we do know that what works best in terms of getting responses is people from local areas that people identify, that people come to trust and know that they are part of their communities and they understand the context from which they are responding to the census or any other matters.

We recruit locally, and our regions, our regional directors are charged with ensuring that we represent the groups in their regions.

Ms. JACKSON-LEE. Mr. Murdock, is that solely budget-directed or is there a chain of command where the Secretary of Commerce is aware of the efforts and has indicated that 680, 690 is what we need?

Mr. MURDOCK. No, that was not. That was decided in a planning effort by the Census Bureau. It was not decided by the Department of Commerce.

Ms. JACKSON-LEE. Well, let me just suggest are you saying that is the number for the Nation?

Mr. MURDOCK. For the Nation, yes, ma'am.

Ms. JACKSON-LEE. Well, the GAO indicated that you were thinly, that you were stretched pretty far in 2000. If we are going to up the numbers of the undercount and you, yourself, have indicated that these are effective tools, wouldn't it be appropriate to represent to the Census Bureau to go back and reconsider that number?

Here we are, 10 years later, and we have under 1,000 in terms of community partners in a Nation that is 300 million plus?

Mr. MURDOCK. Well, understand that we are not talking about community partners. We are talking about specialists working to do that.

Ms. JACKSON-LEE. Absolutely.

Mr. MURDOCK. OK. I am sorry.

Ms. JACKSON-LEE. Absolutely, and I appreciate what you are saying. I absolutely know that.

If you are encouraging elected officials, non-profits and interested persons to go out and find as many community partners as possible, then those specialists who are outreaching to them certainly, I believe, need to be an increased number.

I would ask your consideration for that and tell me what the procedure is. If the Census Bureau made that determination, what is the basis of reconsidering and upping the numbers?

Mr. MURDOCK. What I said in just, I think, a moment before you came in, ma'am was that this is a program which is simply starting, which is simply beginning. We are in the planning stages.

As we look at this program, as we look at it, if we see that there are needs to take additional steps, we will work Commerce. We will work with our partners. We will work with Congress to find the appropriate resources, and that includes the appropriate number of people.

Ms. JACKSON-LEE. Well, Mr. Murdock, I am going to officially request that you consider that. You, obviously, are committed. We realize that. We think you need as much help as possible.

Let me try to quickly go to I assume someone has tackled this last name while I was not here, and so what is your last name, sir?

Mr. TARAKAJIAN. Tarakajian.

Ms. JACKSON-LEE. Tarakajian. Thank you, Mr. Tarakajian.

Let me ask you, did you have a contract in 2000?

Mr. TARAKAJIAN. No, we did not.

Ms. JACKSON-LEE. Let me tell you that it was a major debacle wrapped in insensitivity.

And so, my question to you is we have met some of the subcontractors, but what special emphasis are you going to utilize, one, to prioritize underserved areas but particularly culturally distinctive areas?

Do you have in your mind, beyond your subcontractors, a format for reaching the media outlets that are most relevant to certain populations, whether it be Hispanic, African American or Asian, and how important do you place that in your plan?

Mr. TARAKAJIAN. A lot of the media outlets, I believe, that you talk about are local media outlets as opposed to national media outlets.

While right now, the plan is just that, it is a plan as opposed to something that is etched in granite, almost 50 percent, 45 percent of the money of the budget that we have is allocated to local media outlets as opposed to national media outlets. So the infrastructure is there to go about creating that.

We are doing outreach to small businesses as part of our commitment on this plan, to make sure that we learn about and that we give local media outlets, particularly the kinds that you, I think, are referring to every opportunity to become part of this contract. In addition, we are relying on our subcontractors who have expertise in this area to help us to find those local media outlets.

Then, fourth, the partnership effort is another source of information to come back to us in terms of what some of those outlets are and how they could be utilized for the benefit of the census campaign.

Ms. JACKSON-LEE. What is your overall budget?

Mr. TARAKAJIAN. The overall budget that we began with was $207 million. We were recently informed that it is $212,100,000.

Ms. JACKSON-LEE. Is that for the whole media outreach?

Mr. TARAKAJIAN. That is for the entire campaign.

Ms. JACKSON-LEE. Right, which includes the media and buying time? Is that buying time too or is that separate?

Mr. TARAKAJIAN. No. That includes buying time as well.

Ms. JACKSON-LEE. Are you understanding that you just got an increase?

Mr. TARAKAJIAN. Yes, to $212.

Ms. JACKSON-LEE. What does that take the number up to?

Mr. TARAKAJIAN. Two hundred and twelve million, one hundred thousand.

Ms. JACKSON-LEE. Do you intend to raise the amount that is being spent in the African American community?

Mr. TARAKAJIAN. As a result of the increase, yes.

Ms. JACKSON-LEE. I hope it is going to be increased beyond the present number. To me, it looks like that number does not have any relation to reality.

Mr. TARAKAJIAN. We have asked our African American partner to plan at a higher level based on the 212,100,000. In addition, the moneys that you are referring to that are currently being planned are only the moneys that are in the media portion of the outreach to Blacks. There is money in promotional materials which are partnership materials, fulfillment, things of that nature that are also moneys that will impact the Black audience.

Ms. JACKSON-LEE. Well, let me thank the chairman for his courtesies.

I would suggest that you start looking upwards of $40 million plus in terms of how you relate to communities that heretofore have been unreached and had such high numbers of undercount and work with minority papers, radio stations but also contractors because I can assure you that they have the craft down well in how to reach people in hard to reach places.

With that, Mr. Chairman, I yield back.

Mr. CLAY. Thank you so much for that targeted questioning, Ms. Jackson. I appreciate your participation in this hearing.

Mr. Gonzalez, you had one other question?

Mr. GONZALEZ. Yes, sir, and thank you for your indulgence, Mr. Chairman.

Any additional costs or any glitch or in the census has a greater impact on the hard to count population, and I hope that we can all agree on that. It is a bad situation that we start off with, and anything that goes wrong has a disparate impact.

So I want to discuss fingerprinting and then some of the potential negative consequences which may be a noble goal to accomplish here on the fingerprinting. If you are going to fingerprint all the individuals that are out there basically hired and involved in the data collection, one, it is going to be cost but, two, it is just going to be the logistics of doing that.

The FBI is going to be charged with that. I can assure you from my past experiences with other departments and agencies, there is just no way it is going to be done without doing something for the FBI to accommodate that kind of a task.

So I want to know where you are on the fingerprinting issue and then any concerns that you have, one, as I said, as far as the delay that could be. But even going beyond that, is there some other impact as we hire individuals that we feel will be more welcomed in

certain neighborhoods that have an aversion to anyone who is associated with the government?

Mr. MURDOCK. Let me explain where we are in fingerprinting and why we are there. We have decided we have to do fingerprinting, and here are the pros and cons.

The cons are clearly it is expensive. We are concerned as you are that there will be people who will be concerned about involvement with the census as a result of that process. It is a process as well that is a difficult one for us but one that we will do.

Where the FBI will come in is that after we complete the fingerprints, they will do the assessment to see if there is any record of problems with the individuals whose fingerprints we have sent to them.

But here is the other side. The other side is that we have to be very careful about the security and safety of American people.

It is the law of the land. We sought with the agencies that are responsible for this. OPM said you have to do fingerprinting.

We went to the FBI, and the FBI last time gave us an exemption because they could not process the forms. They tell us this time they can process the forms. They told us ways that we could get exemptions under certain circumstances, but they ended their letter by saying, we highly recommend that you do fingerprinting.

The difficulty we have and I have as the Census Bureau Director is if I or my successor were to be in a situation where there was an event. There is a very low probability. We have had very low probabilities of any difficulties in the past, and so it is another factor that makes it difficult to make this decision.

But if there were an event at the beginning of the census and you had to explain to the public, to the media, to others that, first of all, you had not complied with the letter of the law, that you had gone against the advice of the chief law enforcement agency of the United States and other advice from other appropriate parties, I think it would be disastrous for the Census Bureau Director and others.

Now there are a variety of ways that could be addressed, but it can't be. I don't see a way for us to address it as a Federal agency, as a Federal entity unless we are given some kind of exemption of some kind. We really don't have a choice, I believe, as a responsible party.

Mr. GONZALEZ. The other thing is, Director Murdock, the FBI is going to be able to perform as they are promising on a timely basis and it is not going to result in any delays. I mean this would be disastrous.

The whole thing is that you are going to have to turn around midstream on this thing when the FBI tells you they can't meet certain deadlines. You have to have your people out there. So then you are going to tell the American people, well, we were going to do this to safeguard you, but circumstances are such that we just can't. That troubles me.

So I think we do need to start off with what I think might be, I hope, an accurate statement. Have we occasioned certain problems in the past because we did not fingerprint individuals?

Mr. MURDOCK. It is a very low incidence.

Mr. GONZALEZ. I have heard two or three or four. Now how many?

Mr. MURDOCK. We had about four cases in the last census, very, very low. Three of the cases, they were dismissed or acquitted. In one case, there was a plea bargain down to a lesser offence. So, yes, it is a very low probability.

Mr. GONZALEZ. These were individuals that had previous criminal records of some sort that we missed and then they went and allegedly committed a criminal offense of some sort?

Mr. MURDOCK. These are persons who we found nothing on them when we did what we did in the past which was name check. Name check, if it came up problematic, then we did fingerprinting for those individuals.

But yes, I mean we fully agree. In terms of those three factors are ones that would suggest you not do fingerprinting.

On the other hand, the liability, the potential harm for the census if you were found to be operating, not obeying the law of the land against the advice of the chief law enforcement agency of the United States and against the advice of OPM, is one that is a very serious administrative issue for a director.

Mr. GONZALEZ. I understand. I mean it is hard for me or for you to argue that basic proposition. I am just saying as a practical matter, can you do it?

Second, again, you go into cost-benefit.

Three, is it really a false sense of security that you are giving the American people? I think that it is, but that is just an argument for later.

I am just saying if that is what we are going to do, let's make sure that we fund it. No. 2, you have some deadlines now that have been added as a result of this particular consideration. And so, whatever help you need we are going to be here for it, but I have a serious question about the necessity.

Mr. MURDOCK. Well, we absolutely understand. We have looked at this very thoroughly. In a perfect world, we would have liked not to have had this requirement if you could ensure the safety and security of the American people, if we could have been in compliance with the law.

We certainly have issues and have concerns about some of the elements that you have said. We have repeatedly asked the question, can these forms be processed, and we are assured that they are, that they can. We have to go, I think, on a good faith effort that when an agency tells us they can do that, they can do it.

Mr. GONZALEZ. Don't be surprised.

I yield back.

Mr. CLAY. Thank you so much, Mr. Gonzalez.

I want to thank this panel, Mr. Tarakajian and Dr. Murdock, for your testimony today. You are dismissed.

We will call up the second panel now, and I will swear them in.

We now hear from panel two and welcome to the three of you. Thank you for being here.

Our first witness will be Dr. Roderick Harrison, director of the DataBank at the Joint Center for Political and Economic Studies. Welcome, Dr. Harrison.

The next witness will be Dr. Barbara A. McKinzie, Chair of the 2010 Census Subcommittee of the National Pan-Hellenic Council and international president of Alpha Kappa Alpha Sorority, Inc., which I must note that Representative Watson is a member of that organization as well as my wife, Ivie Clay.

Our final witness on the panel will be David Lange, general manager of Scholastics Marketing Partners, Scholastic, Inc.

Welcome to all three of you all.

Ms. WATSON. Mr. Chairman, a point of personal privilege.

Mr. CLAY. Ms. Watson, please.

Ms. WATSON. May I, again, introduce one of our distinguished, esteemed witnesses, the Honorable, and I am going to call her Honorable because she is our Grand Basileus, the national president of the 300-member Alpha Kappa Alpha Sorority which will be celebrating its 100th birthday here in Washington, DC, beginning tomorrow night and running through next week.

I am proud to say I am a member along with my erstwhile colleague on my left, and she can probably make remarks too, but Representative Jackson-Lee and myself are so proud to have you here.

I just want to announce to everybody that all next week you are going to see the color she has on, green, and pink. It will look like a flower garden of green and pink because we are expecting up to 25,000 members of the Pan-Hellenic Council, and we are so proud to say that we were the first African American Greek organization formed right here in Washington, DC, at Howard University. So you will hear a lot from the pink and green Alpha Kappa Alpha Sorority which was the first, and this Grand Basileus. So, welcome.

Our other witnesses are distinguished too, but I had to point out that this is a point in history for us, our sorority, and welcome.

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

Let me also point out that my mother-in-law and my wife, and they tell me that my 14-year-old daughter will be AKA also. [Laughter.]

Ms. Jackson-Lee.

Ms. JACKSON-LEE. There is certainly no kinder chairman than Mr. Clay at this moment.

Allow me as well to welcome Dr. McKinzie, our Grand Basileus, our president of an organization that combines the character-building and challenge for leadership as well as the record of service.

As the planned program describes this coming week, for those of you who will be here in Washington, it will be a happening that you have never experienced before. Many look forward, Mr. Chairman, to the inaugural parade, but let me suggest to you that on a certain day this week all of Washington will come to a standstill because the ladies represented by Dr. McKinzie will take to Pennsylvania Avenue like you have never seen it before.

Whatever votes may be occurring on that time, count Sheila Jackson-Lee and Diane Watson and Eddie Bernice Johnson missing, absent, because we will join the throngs of public servants and leaders of high character with this great and wonderful sorority that was founded, as my dear friend and colleague has said, here in Washington, DC, with seven sisters. She is nodding her head, seven sisters, and I think that is a symbolic number.

I thank the chairman for allowing me to welcome you but also to express to those in the audience and for the record that we are grateful for your service and leadership but, more importantly, for you to take the time out to explain to us about the 2010 Census Committee.

I know the role that our sorority will play in making sure the undercounted will never be undercounted again and that 2010 will be a new moment in America's history on ensuring the counting and the securing of good health and quality of life for all Americans.

I thank you, Mr. Chairman, for allowing me to acknowledge Dr. Barbara McKinzie.

Mr. CLAY. Thank you so much, Ms. Jackson-Lee.

Just as a point of interest, in 2010, my hometown will host the sorority, in St. Louis, MO in 2010.

It is the policy of this committee to swear in all witnesses. I would like to ask all witnesses to please stand and raise your right hands.

[Witnesses sworn.]

Mr. CLAY. Let the record reflect that the witnesses answered in the affirmative.

We will begin with Dr. Harrison. You are recognized for 5 minutes.

STATEMENTS OF RODERICK HARRISON, DIRECTOR, DATABANK, JOINT CENTER FOR POLITICAL AND ECONOMICS STUDIES; DR. BARBARA A. MCKINZIE, CHAIR, 2010 CENSUS SUBCOMMITTEE, NATIONAL PAN-HELLENIC COUNCIL; AND DAVID J. LANGE, GENERAL MANAGER, SCHOLASTICS MARKETING PARTNERS, SCHOLASTIC, INC.

STATEMENT OF RODERICK HARRISON

Mr. HARRISON. Thank you very much for the invitation to attend this, and I will try to be very brief. I think much of what I had in the written testimony has already been mentioned more effectively by some of the Representatives in their statements.

There also has been an undercount. We didn't really begin to measure it until the 1940's when there were more people showing up through the conscription system, the draft for World War II that didn't get counted in the 1940 census. There seemed to be, for example, about a 13 percent undercount of Blacks in the draft age, male draft age population. So that is the beginning of some of the modern efforts to measure the undercount.

From 1940 on through the 2000 census, the principle method for estimating the undercount has been demographic analysis. That is comparing census numbers with population estimates based on births, deaths, immigration.

In 1990, the Bureau developed a second method, a dual estimation method based on a post-enumeration survey in which 170,000 households, housing units in about 5,400 census blocks were sampled and matched the records of the people in these samples back to their census returns. If they did not have a census return to match it to, that meant that the count had missed them.

So that is where we get the counts—it has been mentioned in several things of the things—of the numbers of people that the census missed.

The census also does double-count, triple-count, usually double-count other people who turn in two forms, report themselves, a relative reports them still in their household. This is particularly true of college students and others. That is the overcount.

The net undercount, then the overcount is subtracted.

The point was made very effectively by Representative Clyburn. I would just underscore that although that balances out arithmetically and arithmetically it is important that it does balance out for purposes of apportionment, you cannot balance the characteristics of people who are missed with the characteristics of people who are double-counted. They are usually very different.

So, even if you are getting something that is, "good enough for apportionment purposes," you are getting data that is weaker than we could possibly want for understanding characteristics, needs, etc. with these populations.

The good news is that the 2000 census came very close to eliminating the undercount. The initial statistics that people have been citing, missing about 1.6 percent of the population, 1.2 percent of the population down from 1.6, this was the initial estimates on which the decision to not adjust was based.

In fact, because demographic analysis suggested that the undercount was much smaller and that perhaps there had been an overcount, these analyses were redone through very complicated things, and the Bureau's final numbers suggest an overcount of the population in the 2000 census, an overcount of 1.9 million. The revised undercount for Blacks was 1.8 percent down from 2.2 percent undercount, net undercount. The undercount for Hispanics fell to 0.71, for American Indians on reservations, a net overcount of 0.88, both of which are not significantly different from zero.

So, as far as a statistician can get you, you are getting as close to an elimination of the undercount except for the Black population in 2000 as you can possibly get.

Now the estimates that are used to measure are frankly you don't want to look into the sausage factory too closely. Again, I think the key point is the number might look good, but it is balancing overcounts and undercounts which does not address some of the concerns here.

So I think the question really is why was the 2000 census so successful relative to others? What do you need to do again that might, may or may not be happening now to do it?

Some of the things that should be happening right now: the address lists, the use of the handhelds to collect addresses. Half of the undercount is missed housing units. So working with local officials to correctly identify units and the other thing that partners have to be concerned with is a lot of the missed units are converted garages, a subdivided apartment, illegal, that have not been registered in the permit.

So part of the message, if there is a message, you can trust the census. It is not going to get into your immigration status, your status on programs. Just as important is convincing people who

may be renting out a garage that in fact they need to get the form to them.

So working with local officials on completing the address lists. Getting as complete a list of housing units as possible.

Sending that massive army, 100,000 additional enumerators were sent to hard to enumerate areas in census 2000. You are talking about you have your surge in Iraq. You, essentially, need your surge in here.

Then the partnerships, the evidence is that the partnerships were particularly successful for the Black population, less successful for language populations. I think that is in part some of the complexities in not just getting out the count but explaining to people who they should report. There is going to need to be a lot of training of the partners in that.

There were 140,000 partners in 2000.

Mr. CLAY. Dr. Harrison, let me stop you there. You have gone over your 5 minutes, and we will get back to you in the question period. But thank you.

Mr. HARRISON. Yes.

[The prepared statement of Mr. Harrison follows:]

Testimony
Of
Roderick Harrison, Ph.D.
Senior Research Associate
Joint Center for Political and Economic Studies

Information Policy, Census and National Archives Subcommittee
Oversight and Government Reform Committee
Thursday, July 10, 2008
2154 Rayburn HOB
2:00 p.m.

"2010 Census: Using the Communication Campaign to Effectively Reduce the Undercount"

TESTIMONY OF DR. RODERICK HARRISON, SENIOR RESEARCH ASSOCIATE
JOINT CENTER FOR POLITICAL AND ECONOMIC STUDIES

July 10, 2008

Chairman Clay, Ranking Member Turner, and distinguished members of the Subcommittee. Thank you for the opportunity to appear before you today.

Article 1, Section 2 of the Constitution of the United States, ratified in 1787, mandated that the number of seats in the House of Representatives should be determined and "apportioned among the several States...according to their respective Numbers...." on the basis of a census or enumeration of the population, to be conducted every ten years.[1] This provision both created the decennial census, and at least the seed of a principle, codified by the Supreme Court in a series of decisions in the 1960's, that congressional districts and districts drawn for many state and local bodies, must have approximately equal voting age populations to ensure one person one-vote. The Voting Rights Act in 1965 prohibited states from drawing voting districts for federal, state, or local elections in ways designed to dilute the voting power of minority populations. In many states, accurate counts of racial and Hispanic origin populations are therefore as important to redistricting as an accurate count of the total population.

The integrity of democracy in the United States has thus solidly rested, since its inception, upon public confidence in the fairness and integrity, if not the absolute accuracy, of the decennial census. George Washington himself thought the count of 3.9 million in the first census in 1790 was too low, but it sufficed for apportioning the first Congress. Complaints about undercounts have plagued every census since, but although – or perhaps because - recounts were conducted in several cities in 1870 and 1920, the counts have usually been accepted, as they were in 1790, as adequate for the constitutionally mandated apportionment of the Congress.

At the same time, exclusion from the count, beginning with the notorious compromise that counted slaves as 3/5ths of a person for purposes of apportionment and the exclusion of "Indians not taxed," and continuing through undercounts and redistricting practices that diluted minority votes, represents an iconic statement that one in fact *does not count* as fully as others, and provides a measure of how far we stand from full inclusion of all in our society. In this sense, an undercount that does not alter the apportionment of the congress is still not good enough for a society that proclaims the equality of all its members.

A brief history of the measured undercount

Clear statistical evidence of the magnitude of undercount emerged when the selective service registration in October, 1940 found 425,000 more draft age men than the 1940 census count, a 2.8 percent undercount. It also found 229,000 more Black men than the census, or an undercount of 13.0 percent. The Census Bureau has since used Demographic Analysis -- estimates of how the population should have changed based upon recorded births, deaths, immigrants and emigrants, and assumptions about flows of undocumented immigrants - to measure how far each decennial census fell short of the best estimates of the population's size. Estimates of the net undercount from demographic analyses fell from 5.4 percent in 1940 to 1.3 percent in 1980 before rising again to 1.8 percent in 1990. The undercount for Blacks dropped

1 See Appointment of the U.S. House of Representative in the References.

from 8.4 percent in 1940 to 4.5 percent in 1980, and then rose to 5.7 percent in 1990.[2]

Table 1. Decennial Census Population Net Undercount Rates from Demographic Analysis: 1940 to 2000 3

	YEAR						
	1940	1950	1960	1970	1980	1990	2000
Total	5.4	4.1	3.1	2.7	1.2	1.8	0.1
Black	8.4	7.5	6.6	6.5	4.5	5.7	2.8
Difference: Black – Total	3.0	3.4	3.5	3.2	3.3	3.9	2.7

Due to limitations in the identification of race and ethnicity in birth records, Demographic Analysis has only been able to provide undercount estimates for Blacks and the total population. Important segments of the statistical community also grew committed to not just improving our ability to measure the undercount, but also to potentially adjust census counts to correct for the undercount. In the 1990 and 2000 censuses, the Bureau conducted carefully designed follow-up surveys to measure the undercount in a different way, not just for blacks and the total population, but also for the other major race and ethnic populations by age, owners and renters, native and foreign born residents, central city residents in large and small metropolitan areas, and non-metropolitan residents. The 1990 Post Enumeration Survey (PES) sampled 170,000 housing units in 5,400 census block or block clusters, and the Accuracy and Coverage Evaluation (ACE) survey sampled 314,000 housing units in 12,000 census blocks or block clusters scientifically sampled to represent the entire country. Extraordinary efforts were made to interview every household in these samples, including contacting each household up to six times, and to match them to respondents to the respective census. Households or individuals within households captured in the PES and ACE but who did not respond to the census were used to estimate the undercount. The PES and ACE also drew samples of completed census forms (E samples) to identify people who completed more than one form and were therefore "over counted". The *net* undercount subtracts the overcount from the number of people missed, and is therefore smaller than the actual number of people that the census missed.

Census 2000, the Undercount, and Adjustment

The ACE was designed not only to improve our estimates of the undercount, but more important, to enable the Census Bureau to adjust the census for the undercount. The Bureau of the Census had planned the 2000 Census to be the first in history to adjust for undercounted populations. The Bureau planned to interview samples of the households in each census tract that did not respond to the census, and to use their responses to statistically represent all non-responding households in the tract. However, in January of 1999, the Supreme Court ruled that the Bureau could not use adjusted counts produced through such sampling for the constitutionally mandated purpose of apportioning the Congress. The ruling explicitly allowed the Bureau to provide

2 See Clark and Moul (2003).
3 ibid

adjusted counts for other purposes, however, including files for redistricting and for allocating funds for federal programs that are based upon census estimates of eligible populations.
The Court's decision forced the Census Bureau to use traditional headcount methods that had produced higher undercounts in the 1990 census, especially among minority populations. Given the growth of hard-to-enumerate populations, including immigrants, non-English speakers, migrant workers, and the undocumented, and deep seated suspicion of government agencies in many minority, poor, and immigrant communities, it seemed that the Census Bureau would do well if it kept the undercount at the same levels as in 1990. The Bureau's newly appointed Director, Dr. Kenneth Prewitt, noted that "using traditional counting methods, [the Bureau] must run harder to stay in place. It will run harder; it hopes to stay in place." The most important additional burden was that instead of enumerating a sample of non-responding households in each area, the Bureau would have to try to reach all non-responding households. The Bureau placed 100,000 more enumerators in hard to enumerate areas. In total, 42 million households were enumerated in a nine week period following April 27th. Perhaps most critically, the Bureau worked with over 140,000 partners, including many minority and civil rights organizations, to try to assure a complete count of the population.

The results of these efforts were striking: the Bureau had done much better than just stay in place. The ACE initially indicated that Census 2000 produced a net undercount of 1.2 percent, a definite drop from the net undercount of 1.6 percent in 1990. Even more substantial reductions were achieved in the undercount of African Americans and other historically under-enumerated populations. The estimate of the undercount of the Black (non-Hispanic) population in the 2000 Census was 2.2 percent, less than half of the 4.6 percent undercount of Blacks in 1990. The undercount of American Indians on reservations in Census 2000 was 4.7 percent, down from 12.2 percent undercount in 1990; the off-reservation undercount was 3.3 percent. The 2000 undercount of Hispanics was 2.9 percent, 40 percent less than the 5.0 percent undercount of Hispanics in 1990. Despite these reductions, the *differential* undercount – the greater likelihood of undercounting African Americans, American Indians and Alaska Natives, and Hispanics--remained large. The undercount for non-Hispanic whites was only about 0.7 in both 2000 and 1990. 4

Renters, another historically undercounted group, were also enumerated more completely in the 2000 census (2.8 percent) than in 1990 (4.5 percent), and the undercount of children was reduced by 50%, from about 3.2 percent in 1990 to about 1.5 percent in 2000. The undercount of 18 to 29 year old males, however, was larger in 2000 (3.8 percent) than it was in 1990 (3.3 percent). The Bureau and its partners thus seemed to have won a major victory in the decades long struggle to reduce the undercount, particularly among traditionally undercounted populations.

Despite these dramatic improvements, the 2000 Census is estimated to have missed 6.4 million people, and double counted 3.1 million, for a net undercount of 3.3 million. In 1990 the census missed 8.4 million people, double counted 4.4 million, for a net undercount of 4 million.

There thus still seemed to be substantial reasons for adjusting the census for these undercounts. The January, 1999 Supreme Court decision had specifically noted that although adjusted counts

4 See pp. 4-5 in Report of the Executive Steering Committee for Accuracy and Coverage Evaluation Policy.

could not be used for apportioning the Congress, they could be used for redistricting in the states, and for allocating federal funds. Most observers were therefore stunned on March 1st, 2001, when the Bureau's professionals recommended *against* adjusting the 2000 Census, because they could not be certain that adjusted data would be more accurate for use in redistricting than the unadjusted data. One major concern was that the adjusted figure would be more than 5 million higher than the estimates derived from demographic analyses that updated the 1990 census using birth, death, and immigration records. This discrepancy could occur because the undercount in 1990 was larger than previously believed, or because the demographic analyses failed to capture all the population's growth, including, perhaps, undocumented immigrants. Others were concerned that the ACE was missing duplicate records and underestimating the overcount. Some experts argue that the demographic analyses are indeed flawed[5], and that adjustment should not have been rejected on these grounds. However, the committee noted it could not resolve these issues before the April 1st deadline for releasing redistricting files that the states needed for redrawing the districts for congressional and state legislative seats.6

A re-analysis of the ACE revised the post-stratification factors and found additional erroneous enumerations. The March 2001 ACE estimated a population of 253 million and an undercount of 3.3 million. The revised October ACE II population was 248.3 million, suggesting a net overcount of 1.9 million, with 4.7 million additional erroneous enumerations detected by ACE Revision II. The revised estimate of the undercount of blacks was 1.8 percent (down from 2.2 percent in the initial ACE and 4.6 percent in the 1990 PES), and the revised estimate for Hispanics fell to 0.71 percent, which is not statistically different from zero. The initial ACE estimate of the 2000 Hispanic undercount had been 2.9 percent, the 1990 PES estimate 5.0. The initial ACE estimated undercount of American Indians on reservations was 4.7 percent, down from 12.2 percent in the 1990 PES. The revised ACE estimated a net undercount of only -0.88 percent for American Indians on reservations, an undercount not significantly different than zero.7

If one accepts the ACS Revision II estimates, the decision that census counts estimated from the initial ACE could not be taken as more accurate than the unadjusted counts was correct. More important, the results suggest that the longstanding undercount of the population and the differential undercount of minorities and children was dramatically reduced in the 2000 census, and perhaps even eliminated for Hispanics and American Indians on reservations.

Implications for 2010

What can this teach us about reducing or eliminating undercounts in the 2010 census?

First, that it can be done – the 2000 census came within reach of this longstanding goal.

Second, that it will remain a challenge to maintain or improve upon the relative success of the 2000 census. Distrust and fear of government agencies will almost certainly remain barriers to enumeration, and one could not be surprised if perceived trade-offs between civil liberties and

5 See http://www.cmbp.gov/downloads/study-030601-passel.pdf
6 See pp. 11-12 in U.S. Census Monitoring Board (2001).
7 See pp. 4-5 in Mule (2003).

homeland security, and perceived hostilities and threats to immigrant and undocumented workers will make some populations more wary. The Bureau will have to work as hard and as intelligently as it did in 2000 just to maintain the low or reduced undercount rates of 2000.

Third, that the large increase in enumerators targeted to hard-to-enumerate areas was a *sine qua non* for success after the Bureau had to thoroughly redesign its census operations after the Supreme Court decision banned sampling for non-response only a little more than a year before Census day. The unavailability of hand-held collection instruments and the cutbacks in verifying the occupancy status of housing units in the dress rehearsals create challenges that must be overcome if the undercount is not to rise notably. However, these challenges hardly seem greater than those overcome by the Bureau in the year before the 2000 census, and can be overcome given strong leadership within the Bureau and focused attention and commitments to address these problems in the Administration and the Congress.

Fourth, providing multiple ways of being counted, including the Be Counted forms in shops and public agencies, telephone modes, and, perhaps in 2010, internet access, improved response rates but also probably generated duplicate records. Most census evaluation reports expressed confidence in the ability of highly improved technologies and procedures for identifying such duplicates. Extensive provision of multiple opportunities to respond seem essential for reducing undercounts in some populations. Implementing state-of-the art procedures for identifying and resolving possible duplicates therefore seems essential.

Fifth, about half of the undercount arises from missed housing units and households. The sharing and updating of the Bureau's Master Address File (MAF) by localities almost certainly contributed to reducing undercounts in the 2000 census, and an even stronger and more effective Local Update of Census Addresses (LUCA) will be needed for the 2010 census to be as successful, especially in localities with substantial numbers of newly constructed or vacated units. Units that homeowners, landlords, or renters have created without permits or permissions (e.g. sublets, converted garages or basements) have higher rates of being missed, and assurances are needed that the census does not disclose these to local agencies.

Sixth, beyond findings that respondents who had contact or information with partners and campaign messages were more likely to see census information as valuable and important, there is little beyond the anecdotal to support the value of the 140,000 partnerships that the Bureau formed with a wide spectrum of organizations, especially those serving hard-to-enumerate communities and populations. Many within household misses arise from the very complex set of 31 residence rules governing who should and should not be counted within households. A Bureau evaluation report strongly recommended that these be simplified, but it does not seem that much progress has been made in doing so. In 2010, special attention should be given to training partners in the rules most relevant to those they serve, and to enabling them to promote awareness of these and/or assistance, to their constituents.8

Few who had contact with some of these efforts would doubt, however, that the partnerships played an irreplaceable role in promoting the 2000 census, in explaining its importance to

8 See Report of the Executive Steering Committee for Accuracy and Coverage Evaluation Policy.

specific communities of interest, and in overcoming sources of hesitancy and distrust specific to those communities. Together, they constituted perhaps the single greatest movement of civic awareness and participation since the civil rights era, creating in many communities a sense that being counted by the census was a civic and moral duty, second (but as many came to understand, logically prior in many ways) to registering to vote.

If efforts to maintain low undercounts or reduce them succeed, and as the likelihood that undercounts would affect apportionment or that differential undercounts would substantially alter redistricting for state and local offices, or affect the relative shares of funds allocated to different communities, perhaps the most important reason we must reduce and eliminate it is to affirm that each and every one of us, in all the diversity of our origins, communities, families, and perceptions, each and every one of us has a sacred civic duty to be counted in the census, and being counted is the first but necessary step to full and equal participation in our society.

Thank you for your attention, and I would be happy to answer any questions you may have.

References

Clark, Jon R and D. A. Moul (2003). Coverage Improvement, Final Report. U.S. Census Bureau.

Mule, Thomas (2003). A.C.E. Revision II Results: Change in Estimated Net Undercount. Can be retrieved from http://www.census.gov/dmd/www/pdf/pp-58r.pdf

U.S. Census Bureau. Appointment of the U.S. House of Representative. Can be retrieved from http://www.census.gov/population/www/censusdata/apportionment/history.html

U.S. Census Bureau (2001). Report of the Executive Steering Committee for Accuracy and Coverage Evaluation Policy. Can be retrieved from http://www.census.gov/dmd/www/pdf/Escap2.pdf

U.S. Census Monitoring Board (2001). Presidential Members Report to Congress. Can be retrieved from http://govinfo.library.unt.edu/cmb/cmbp/downloads/April2001report.pdf

Mr. CLAY. Dr. McKinzie, you may proceed.

STATEMENT OF BARBARA A. MCKINZIE

Ms. MCKINZIE. Thank you, Chairman Clay, other distinguished members of the panel.

It is a pleasure to be able to share thoughts with the members of this elite group about the leaders and members of the National Pan-Hellenic Council regarding the 2010 Census Partnership Program.

The National Pan-Hellenic Council was founded here in Washington, DC, in 1930. It consists of nine major fraternities and sororities, predominantly African American.

We have nearly 2,000,000 members and more than 6,000 chapters. Many African American leaders are among our members, and we thank the acknowledgment of two of our personal members.

But our long-held spirited tradition of public service led us to participate in 2000 census and calls our participation in the 2010 census.

In the past, our communities have been difficult to fully count because of fear, apathy and other comments that have already been made, and I won't be repetitive. Even today, though, amidst a national housing crisis, some African Americans feel their needs will never be met in America, and we have concern regarding the accuracy of that count due to the impact of this current crisis.

When these skeptics receive, though, positive feedback from neighbors and leaders and friends that they know, they are far more likely to fully participate. This was the contribution that we were able to make in 2000 census, and it is our commitment to do so in 2010.

We were deeply involved in 2000 in the Partnership Program. We gave it a high priority. When it was over, we looked back to identify what had worked best and what we learned from what we had done.

Three things I would like to highlight: We learned that we provided the census with trusted access to African American communities throughout the Nation and throughout our leadership, through our nearly 2 million college-trained educated members.

We also learned that our time-tested and proven infrastructure of chapters and members proved to be invaluable not only in the initial count but in the recount. Many of our members went all out to use their networks to support this effort.

We also took time to identify aspects of the program that we thought could be improved from what we learned in 2000: We learned that we needed to start most things much earlier than we had. There was a need for increased program funding. We needed to diminish duplicative efforts particularly as it related to partners who might have similar synergies and could strategically and tactically do things together. We also knew that we needed to increase the Pan-Hellenic involvement of member organizations and devise more ways to efficiently use the full range of proven information technology.

As we began work on the 2010 census, there are three principles that the Bureau has adopted that should be fully implemented, we believe, in this partnership program: One, the 2010 census inte-

grated communications campaign urges all of us to cultivate a large and diverse group of trusted voices within the African American community and act through specific outreach efforts.

Another is that this group has said, to assure full participation in the census, the effort must be community focused, high spirited and positively influenced by word of mouth communication.

Finally, the Partnership Program itself has noted that partner organizations have the unique ability to serve as advocates.

We went further in identifying the best practices and issues that we felt we could share with you in the form of recommendations, principles that the Bureau has articulated to guide the full enumeration of the 2010 census. The following recommendations we present: We need to better coordinate the efforts of all partnership organizations across the spectrum if we are going to be truly effective.

We need a national 2010 census engagement project for both the National Pan-Hellenic Council organizations and others to increase our effectiveness in ensuring an accurate count, in particular, of African Americans. That project could support a more structured Pan-Hellenic Council involvement, more concentrated efforts, better resource management for organizations and the Bureau, more effective assistance with other 2010 initiatives such as the non-response followup, recruitment of census staff, access to minority small businesses, work with elementary and secondary schools, involvement of minority-oriented advertising agencies, more intense utilization of National Pan-Hellenic Council networks and, more importantly, at the end of this process, better metrics to monitor major aspects of the effort as it is underway.

Beyond these improvements, the Census Bureau must more broadly and deeply involve community-based organizations and leaders to be successful in 2010.

We heard earlier the efforts that are planned. What we didn't hear is the execution. We need to work together on these issues to ensure a successful census in 2010 including a full count of African Americans.

With that, we would like to thank you for the opportunity, Mr. Chairman and other distinguished panels, to share our thoughts.

[The prepared statement of Ms. McKinzie follows:]

Testimony
Of
Dr. Barbara A. McKinzie
The National Pan-Hellenic Council

Information Policy, Census, and National Archives Subcommittee
Oversight and Government Reform Committee
Thursday, July 10, 2008
2154 Rayburn HOB

"Census 2010: Using the Communications Campaign to Effectively Reduce the Undercount"

Chairman Clay and other distinguished Members – it is indeed a pleasure to appear before you today to share the thoughts of the members and leaders of the National Pan-Hellenic Council regarding the 2010 Census Partnership Program. I thank you for this opportunity.

The National Pan-Hellenic Council

Let me take a moment to tell you a little about these organizations. They are the sororities and fraternities organized by people of African descent. We are global in nature but our beginnings focused in the United States of America. They include the following nine organizations:

Alpha Phi Alpha Fraternity, Inc.
Alpha Kappa Alpha Sorority, Inc.
Delta Sigma Theta Sorority, Inc.
Zeta Phi Beta Sorority, Inc.
Iota Phi Theta Fraternity, Inc.
Kappa Alpha Psi Fraternity, Inc.
Sigma Gamma Rho Sorority, Inc.
Phi Beta Sigma Fraternity, Inc
Omega Psi Phi Fraternity, Inc.

The National Pan-Hellenic Council was founded formed in 1930 on the campus of Howard University here in Washington, D.C. Today our nine member organizations collectively have nearly 2,000,000 members in more than 6,000 chapters. African American leaders are among our members, including Members of the House of Representatives. We have a long and spirited tradition of public service, both in the African American community and beyond. These fraternities and sororities have been around a long time. Indeed, the sorority I head – Alpha Kappa Alpha, Incorporated – is celebrating its centennial this week here in the Capitol where it was founded in 1908 at Howard University.

Review of the Council's 2000 Partnership Activities

It is the National Pan-Hellenic Council's robust tradition of public service that led us to participate in the 2000 Census Partnership Program and to our coming participation in this Program for the 2010 Census. A full and fair Census is in the interest of all Americans. Many of our government's services to the American people are dependent on this to ensure full and fair Federal services to all, as intended by Congress.

Walking toward our participation in strengthening the 2010 Census, let me first share with you our participation in the Partnership Program for the 2000 Census.

The Census 2000 Partnership Program was a highly successful education, outreach, and mobilization campaign. It engaged communities all over the country. Its success is largely attributable to the successful translation of national initiatives and programs into customized grassroots campaigns. This was done by community-based, faith-based and civic organizations, and by educational institutions, the private sector, and state and local governments. The 2000 Census Partnership Program was the community connection for these efforts, and National Pan-Hellenic Council member organizations and their constituents were pivotal to that success. Our member organizations were deeply involved and highly committed at all levels of implementation.

Traditionally, African American communities have been the most challenging to count because of apathy, fear, distrust of the government, and the related uncertainty about how Census data were to be used. Regrettably, today some African American citizens feel that no matter what the results, their needs will not be met. On the other hand, when these persons received positive information about the Census from trusted neighbors, community leaders, and organizations such as the members of National Pan-Hellenic Council organizations and others, they have been far more likely to fully participate. This was the contribution of the National Pan-Hellenic Council organizations in 2000.

Here are a few of the major features of what we did to support the Census in 2000:

- ✓ **Organizations signed National Partnership Agreements.** These were largely ceremonial. National organizations created proclamations that included the 2000 Census as part of their social action agendas and set it in a high place among their programmatic priorities.

- ✓ **Most substantive activities took place at local chapter level.** Local chapters were involved at every level of local Census operations through the Regional Census Centers and the Local Census Offices.

- ✓ **Local chapters of Pan-Hellenic Council member organizations were instrumental in raising Census awareness as part of their ongoing social**

action efforts. For example, census booths were a part of their health fairs, founder's day celebrations, regional meetings, and conferences.

- ✓ **Organizations engaged celebrity members to participate in Census awareness activities.** Star athletes and screen, television, and radio celebrities were involved in raising Census awareness and responsiveness in African American communities.

- ✓ **Pan-Hellenic Council member organizations contributed substantial resources to Census 2000.** The actions I have noted were costly, even after the substantial contribution of unpaid volunteer labor. Our willingness to make these sacrifices contributed greatly to Census success.

Best Practices

As is the case with all such efforts, a careful examination of the past can reveal the most effective practices leading to improved performance in the future. Here are some of the **best practices** that we have identified from an examination of our participation in the Partnership Program for the 2000 Census. These aspects of our participation were especially effective.

- ✓ **Access to community leadership.** Engagement of National Pan-Hellenic Council member organizations ensured access to nearly 2 million enormously credible college-educated professionals and other community leaders in the effort to increase the accuracy of the enumeration of African American communities.

- ✓ **Administrative clarity.** Agreements outlined services and assistance to be provided by the headquarters of our organizations and their local chapters, including:

  - Incorporating census awareness messages in communications networks – for example, in websites, newsletters, quarterly journals, and chapter mailings.

  - Helping to recruit individuals from local chapters and communities for census jobs.

  - Participation of Census Bureau staff at national and regional conventions of member organizations of the National Pan-Hellenic Council, including

    - ➢ Exhibit booths

- Workshop or plenary presentations
- recruitment & job fair participation

- Using sorority and fraternity houses for testing, training, and meetings
- Using sorority and fraternity houses and members in Questionnaire Assistance Centers and Be Counted Centers – where individuals received assistance to complete census questionnaires, and where they could obtain blank questionnaires, if they had not received them.

✓ **Networking.** National Pan-Hellenic Council members used their influence, networks, and positions in state and local government, and in education and religious communities, to promote Census operations. They used their links to other influential African American personalities in this way, as well.

Remaining Issues

This retrospective look at the 2000 experience is helpful in identifying the best practices. And that is good. But looking at present developments as illuminated by the 2000 experience is also helpful in identifying apparent remaining issues in the preparations for the 2010 Partnership Program. And that is also important, as it can help to improve current and future performance. Here are some of the issues that the National Pan-Hellenic Council has identified with the 2010 Census Partnership Program as it is evolving:

✓ **Overall timing.** The overall timing of the 2010 effort raises concerns about the projected effectiveness of outreach and engagement in hard to count communities. We are late, and this is quite likely to hurt the effort, if not corrected. There are two very specific points.

- **Timely provision of promotional and awareness materials.** These materials have not been provided to the partners soon enough.
- **Timely engagement of the National Pan-Hellenic Council.** Our organizations should be engaged sooner to assure its success in supporting the accurate counting of African Americans.

- ✓ **Resources.** The Census Bureau has not provided adequate resources to ensure partnership success and the success of partner-sponsored Census activities. This has been partly a function of flawed national partnership agreements. In the past, they have not been as effective as they could have been.

- ✓ **Overlap of organizational efforts.** Certain efforts of individual organizations to support the Census were almost identical, and in some cases local efforts were duplicated. Such overlaps should be identified and minimized.

- ✓ **More complete community involvement.** There should be more complete involvement of National Pan-Hellenic Council member organizations in outreach, education, and motivation efforts within African American communities. The influence and networks of Council organizations touches every aspect of life in African American communities.

- ✓ **The use of modern information technology.** The controversial use handheld devices in the Census may – unfortunately – have raised serious questions about the substantial utilization of other features of modern information technology in the 2010 Census. We should not to turn away from this technological realm entirely, but collaborate in considering ways that we can enhance the 2010 Census by the application of proven information technologies, such as large-scale and small-scale conference calls, web-based meetings, text messaging, and the redesign of relevant websites.

It is notable that the Government Accountability Office reviewed the Program in its *2000 Census – Review of Partnership Program Highlights – Best Practices for Future Operations* (August 2001). Many of its findings resonate with ours. In particular, GAO suggested that the Bureau of the Census and its partners should:

- ✓ Provide adequate and timely information on how partners can support the Census.

- ✓ Maintain open channels of communications with local partners.

- ✓ Encourage partners to initiate Census planning activities early.

Apparent Direction of the 2010 Census

As we have begun work on the 2010 Census, there are a number of features of the emergent effort that are important to the potential success of the Partnership Program.

- ✓ According to the 2010 Census, Integrated Communication Campaign (ICC):

  "The ICC will cultivate a large and diverse group of trusted voices within the Black community and act through specific outreach efforts. These efforts will educate, motivate and instill a sense of urgency among the Black audience to complete and return their Census forms. This will increase mail response, improve overall accuracy, reduce the differential undercount and increase cooperation with enumerators during the non-response follow-up period."

- ✓ The ICC has identified three unique insights about the Black audience that will be targeted in the 2010 campaign:

  - Insight #1: Community Focused
  - Insight #2: Highly Spiritual
  - Insight #3: Highly influenced by word of mouth

- ✓ The Partnership Program recommends:

  "Partner organizations have the unique ability to serve as advocates and influencers that can ignite conversations with their credibility and passion about Census participation."

Recommended Actions for the 2010 Census

Thinking about our participation in the 2000 Census Partnership, the National Pan-Hellenic Council has identified the apparent best practices and the some of the persistent issues. Looking toward the development of plans for the 2010 Census, this review leads to the following programmatic recommendations for 2010:

- ✓ **A more structured national engagement strategy.** We need to better coordinate the efforts of all Partnership organizations to enhance our effectiveness. Many individual organizational efforts were almost identical and in some cases local efforts were duplicated.

- ✓ **Support for a national 2010 Census Engagement Project for National Pan-Hellenic Council organizations.** Such a project would greatly increase our effectiveness in assuring an accurate count of African Americans. It would support:

- More structured National Pan-Hellenic Council involvement in 2010 Census efforts.
- More concentrated efforts to ensure a complete and accurate count of African Americans.
- More efficient and effective resource management for organizations and the Bureau.
- More effective assistance with other 2010 initiatives, such as non-response follow-up, recruitment of Census staff, access to minority, small businesses, work with elementary and secondary schools, involvement of minority-oriented advertising agencies.
- More intense utilization of National Pan-Hellenic Council networks and resources.
- Expand the capacity in both the National Pan-Hellenic Council and the Bureau of the Census to establish and monitor success metrics for their strategies to maximize the enumeration of African Americans.
- Build a central platform for launching ICC's African American campaign initiatives.

✓ **Funding.** The National Pan-Hellenic Council member organizations are more than willing to accept their part of the responsibility to educate and motivate African American communities to be fully counted. However, to assure our success we must be provided the necessary materials and resources. Please be clear that we are not suggesting full funding. Our member organizations are voluntary associations, and much volunteer labor will be brought to this task, as it was in 2000. But a more substantial funding core has to be present to enable us to be fully productive.

Beyond this, with the challenges and concerns our communities have with government and the broken promises of Census 2000, the Bureau must more broadly and deeply involve community-based organizations and leaders to be successful in the 2010. In particular, it must:

✓ **Renew certain advertising themes.** In Census 2000, the advertising campaign and theme was "What's in it for me?" This highlighted the benefits of participating in the census, and was a great "hook," in addressing significant

issues for our community, such as overcrowded schools and access to better public services.

- ✓ **Intensify the use of credible voices to legitimize the Census.** Today, most hard to count persons living in African American communities do not see any advantage in participating fully in the Census. Their lives have not changed in any noticeable positive way since they were counted in 2000. As a result, the challenge to engage, convince, and motivate them to participate in the 2010 Census will be even greater. The intensification of "trusted, influential, credible voices" is even more important than in 2000.

- ✓ **Create closer relationship between the Pan-Hellenic Council and the Bureau of the Census.** Our member organizations want to be more involved in the strategies and efforts that we are being asked to promote and support. This will assure that our support of the effort to fully enumerate African Americans is successful.

At the end of the day, the Census Bureau, and their contractors will move on and the temporary offices will close but we will still be here in our communities working, and making a difference. We are not willing to trade our human and social capital for a "one and a half year campaign."

Conclusion

It is our strong feeling that we need to work together on these issues to insure a successful Census in 2010. In particular, Mr. Chairman, we the members of the National Pan-Hellenic Council look forward to working with you, the Bureau of the Census, and other concerned persons and officials to assure a full and fair 2010 Census.

As in all generations since their founding, member organizations of the Pan-Hellenic Council represent every aspect of African American leadership. Whether in business, the professions, government, education, religion, or other endeavors, these trusted leaders will again be invaluable Census assets in 2010.

It is a pleasure to be with you today to share these thoughts. I look forward to the questions and discussion that will follow, and the National Pan-Hellenic Council and its member organizations stand ready to support a successful 2010 Census.

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

Mr. Lange, you are recognized for 5 minutes.

STATEMENT OF DAVID J. LANGE

Mr. LANGE. Chairman Clay and members of the subcommittee, I am the general manager of Scholastic in School Solutions at Scholastic, Inc. and, perhaps more importantly, I was the project director for the prototype of Census in Schools for the 1998 census dress rehearsal and for the subsequent rollout of Census in Schools for 2000.

On behalf of Scholastic, I thank the subcommittee for inviting me to testify today, and we greatly appreciate the subcommittee's ongoing interest in the Census in Schools program.

Founded in 1920, Scholastic is a global children's publishing, education and media company dedicated to helping children around the world to read and learn. Scholastic is committed to helping teachers by producing quality instructional materials that reach 97 percent of schools across the Nation. Additionally, our Web site hosts over 2 million unique teacher visitors each month.

For the 1998 census dress rehearsal, Scholastic was engaged to help develop and implement a prototype program in three test sites that would both enlist our Nation's schools in promoting participation in the census and provide quality educational materials to teachers.

The Census in Schools Program was conceived to support census 2000's proposed promotional outreach to communities with traditionally low response rates and hard to count populations and to reduce children as a significant area of undercount. Initially, 30 percent of elementary school teachers and high school math and social studies teachers nationwide were conducted in order to reach the target populations.

As the program evolved and obtained supplemental funding, its objectives and scope expanded to include all 50 States, the District of Columbia, Puerto Rico, island territories as well as tribal and Bureau of Indian Affairs schools. In addition, what was initially envisioned as a program for K–12 schools was expanded to include Head Start, pre-K programs and adult education programs for English language learners.

As the scope of the program expanded, over 110 unique components were produced. Principals, parent-teacher organizations and teachers in nearly every school received CIS materials that included information for families in six languages.

The nucleus of the program consisted of three sets of teaching kits spanning grades K through 12. Each kit contained a giant map, a teaching guide with lesson plans reflecting national curriculum standards. Teachers also received a class set of student take-home materials that conveyed to parents the importance of completing the census form.

Originally, the plan was to distribute 200,000 kits. Ultimately, though, 1.6 million teaching kits were distributed by Scholastic.

Census in Schools was an important part of the overall effectiveness of the census 2000 campaign. Where trend projections indicated a 55 percent response rate for the census 2000 form, the actual response rate was 67 percent. This was the first ever increase

in the response rate, yielding financial savings by reducing the need to send human enumerators to non-responding households.

Submitted for the record are three survey reports that demonstrate the effectiveness of the Census in Schools Program. Highlights from these surveys report that in the 1998 South Carolina dress rehearsal, 51 percent of parents learned about the census from either talking with their school age child or information their child brought home from school.

Overall, in post-program evaluations, 64 percent of all teachers who heard about Census in Schools received Census in Schools materials, 65 percent would use those additional census teaching materials if they were made available, and 63 percent agreed that the student take-home materials were an effective communications tool.

Of equal importance is the value that the community partners placed on these materials. Excluding the sample census form itself, the Census in Schools materials were ranked as the most helpful informational tool that the 140,000 community partners used to reach targeted populations.

Let me repeat that if I may. Excluding the sample census form itself, the Census in Schools materials were ranked as the most helpful informational tool that the 140,000 community partners used to reach targeted populations.

Looking ahead to 2010, you should first know that Scholastic has been in discussions with DraftFCB and has offered both core and expanded proposals for the Census in Schools. We are recommending that the program harness advancements in technology and draw upon Scholastic's and the Bureau's experiences from Census in Schools 2000 in order to implement an even more efficient, cost-effective and far-reaching program.

Based on our experience, Scholastic believes any successful bidder for the 2010 Census in Schools Program would wish to consider the following: First, a scalable and flexible plan that combines Census in Schools 2000 experience with current technologies in teaching environments; second, a combined use of print and digital mediums for promotions, educational tools and outreach to the home; and, finally, a capacity to allow more teachers to easily identify and use census materials that match their students' needs and align with national standards.

In closing, the 2000 Census in Schools Program succeeded in promoting the importance of participating in the census and in providing quality educational materials at no cost to schools.

Mr. Chairman, members of the subcommittee, I thank you for this opportunity to testify, and I would be pleased to answer your questions.

[The prepared statement of Mr. Lange follows:]

Testimony
Of
David Lange
Scholastic Inc.

Information Policy, Census and National Archives Subcommittee
Oversight and Government Reform Committee
Thursday, July 10, 2008
2154 Rayburn HOB
2:00 p.m.

"2010 Census: Using the Communications Campaign to Effectively Reduce the Undercount"

Chairman Clay, Ranking Member Turner, and Members of the Subcommittee, my name is David Lange and I am the General Manager of Scholastic In School Solutions at Scholastic Inc. I was also the Project Director for the prototype of Census in Schools for what is known as the 1998 Census Dress Rehearsal and for the roll out of Census in Schools for Census 2000.

Scholastic was founded in 1920 with the goal of bringing "today's" world into the classroom. Today, Scholastic is a global children's publishing, education and media company, dedicated to its mission of helping children around the world to read and learn. Recognizing that literacy is the cornerstone of a child's intellectual, personal and cultural growth, Scholastic has created quality products and services that educate, entertain and motivate children, teachers and families as well as expand their understanding of the world around them. Scholastic reading materials are in 97% of schools across the nation. Scholastic is especially committed to helping teachers in their very important mission by producing quality instructional materials. Over 90% of teachers connect with Scholastic on a regular basis. Each month, our Web site hosts 2 million unique teacher visits.

On behalf of Scholastic, I thank the Subcommittee for inviting me to testify today on the Decennial Census' Census in Schools Program. We greatly appreciate the Subcommittee's ongoing interest in this program.

Background of the Census in Schools Program

For the 1998 Census Dress Rehearsal, the Census Bureau and Young & Rubicam (Y&R), the communications firm charged with promoting Census 2000, engaged Scholastic to help develop and implement a prototype program that would both enlist our nation's schools in promoting participation in the Census and provide quality educational materials to teachers.

This program became known as Census in Schools: Making Sense of the Census (CIS). The prototype was piloted in three test sites: 1) nine rural counties surrounding Columbia, South Carolina, 2) the City of Sacramento, California and 3) the Menominee Indian Reservation in Wisconsin. The Census Bureau had three main objectives for CIS:

- Assist the Census Bureau in accomplishing its Constitutional mandate;

- Contribute to a more efficient Census by increasing response to the mailed Census form; and
- Decrease the differential undercount and contribute to a more accurate Census by:
    - reducing children as a significant area of undercount. Children represented approximately half of the 4,000,000 under count in the 1990 Decennial Census; and
    - reaching hard-to-count (HTC) populations through schools.

Based upon the company's experience as the provider for the Census in Schools Program for Census 2000 and expertise in addressing classroom needs, Scholastic believes that CIS provides several important advantages:

- First, CIS creates opportunities to teach students about the Census, using educational tools that align with national curriculum standards in subjects such as math, geography, civics, history, economics and language arts. CIS provides these supplemental educational materials to schools at no cost.
- Second, CIS empowers youth to inspire higher levels of civic participation among the adults in their lives. In the next Decennial Census, these young people will be expected respondents.
- Third, CIS builds a cadre of Census advocates among teachers, who, after realizing that funding formulas and school aid are driven by population data, become advocates for encouraging parents to respond to the Census.

Distribution Strategies

The Census in Schools Program was initially conceived as a strategy for supplementing Census 2000's proposed promotional outreach toward both communities with traditionally low mail response rates and HTC populations. Scholastic identified these communities by examining recipients of Title I funding, direct marketing area profiles, and consultations with Y&R and the Census Bureau. Approximately 30% of our nation's elementary school teachers and secondary school math and social studies teachers in HTC areas were selected to be part of the initial target population, and were provided the opportunity to receive CIS materials.

As CIS evolved and obtained supplemental funding in 1999, its objectives and scope expanded. CIS materials were eventually offered and mailed to nearly every school in all 50 states, the District of Columbia, Puerto Rico and the Island Territories. Tribal and Bureau of Indian Affairs schools were also included. In addition, what was initially envisioned as a program for K-12 schools expanded to include Head Start/Pre-Kindergarten programs and other specialized educational venues such as adult education programs for English Language Learners (ELL).

In addition to our development and creative services, Scholastic provided telecom and digital customer service via a toll free CIS number and e-mail, database services, as well as a custom Web site where teachers could respond to direct mail and other outreach and order free CIS materials.

Types of Materials Produced

Over 110 unique components were produced for CIS, beginning with direct mail outreach to teachers and principals, encouraging them to order Census teaching materials. As the scope of

CIS expanded, principals and Parent Teacher Associations/Organizations in nearly every school across the country received materials that included student take-home information reproducibles in six languages.

The nucleus of the program consisted of three sets of leveled Teaching Kits spanning K–12, each of which included a giant map and a 24-page teaching guide with lesson plans reflecting national curriculum standards. Originally, the plan was to distribute 200,000 kits. Ultimately, however, approximately 1,600,000 kits were distributed through Scholastic-managed distribution channels, as well as through the Census Bureau and their clearinghouse.

All materials were grade level appropriate, and focused on skills-building across three themes: map literacy, community involvement and managing data. By way of example: for younger students, the instructional materials included a mock census that required student-parent participation. For older students, CIS focused on forecasting future trends through civics, community involvement and statistics by understanding and using questions and data from the census form.

Each Teaching Kit was paired with a student-family communications kit, which contained an additional Census lesson for teachers and 31 identical students take home flyers that conveyed to parents the importance of completing the Census form.

Similar materials were created for Puerto Rico and Island Areas, Pre-Kindergarten, Tribal and BIA Schools, and adult education ELL.

Additional promotional materials included newsletters, a twelve-region bus tour, and a Census in Schools "week." CIS materials were made available in school year 1999–2000.

Effectiveness of Census in Schools 2000

Trend projections originally indicated a 55 percent response rate for Census 2000. The planned improvements increased this projection to 61 percent. The actual response rate to the 2000 Decennial Census form was 67 percent. This was the first ever increase in the response to the Census yielding financial savings by reducing the need to send human enumerators to non-responding households. CIS demonstrated its ability to reach HTC populations through teachers and increased the number of children counted in Census 2000 (as reported by the Census Bureau in press releases). The Census Bureau attributed the increased response rate in part to marketing and partnerships that included CIS. I would like to draw the Subcommittee's attention to three evaluations of CIS for Census 2000 in particular, which highlight the many advantages of this program. Key findings from the survey reports are provided in my written testimony, and the full reports have been provided to the Subcommittee as an addendum.

First, **The Census 2000 Dress Rehearsal Effectiveness of Paid Advertising Evaluation** report by Roper Starch Worldwide, Inc. (1998), conducted in nine rural counties surrounding Columbia, South Carolina, the City of Sacramento and the Menominee Indian Reservation in Wisconsin, found that in South Carolina, 51% of parents learned about the Census from either talking with their school-age child or from information their child brought home from school. In Sacramento that number was 32%.

Second, the **Evaluation of the Census in Schools Program: Materials and Distribution**, a study by Macro International, Planning, Research, and Evaluation Division, commissioned by the

U.S. Census Bureau (July 10, 2002) found that 56% of teachers nationally had heard of CIS, that 61% of teachers in HTC areas who had heard of CIS received CIS materials, and that 65% would use additional Census teaching materials if they were made available. Excerpted findings include:

Select findings regarding the national teacher population as a whole:

- Approximately 56% of all teachers had heard of the Census in Schools Program.
- The single most important conduit for information about the program was the invitational packet.
- Overall, 63% of all teachers who heard about CIS received at least one component of the CIS materials.

Select findings regarding teachers that taught in HTE (hard-to-enumerate) areas of the country:

- About 39% of all teachers in the 50 states, the District of Columbia, and Puerto Rico taught in hard-to-enumerate areas.
- Of those in HTE areas who heard of the CIS Program materials, almost 61% received at least one teaching component of the CIS Program materials.
- 64% of teachers in HTE areas who heard about the CIS Program through the invitational packet received at least one component of the CIS materials.
- Teachers in HTE areas were more likely to have ordered the materials themselves (34%) than teachers in other areas (16%).

Select findings regarding teachers satisfied with Census in Schools Program materials:

- 88% agreed Teaching Guide was in an easy-to-use format.
- 75% agreed Teaching Guide was subject matter appropriate.
- 87% agreed that Take-Home materials (to reach parents/families) were in an easy-to-use format.
- 72% agreed Take-Home materials were subject matter appropriate.
- 63% agreed or strongly agreed that Take-Home materials were an effective communication tool.
- 65% of all teachers would use other Census teaching materials if they were made available.

Finally, the American Statistical Association's **Census 2000 Survey of Partners Evaluation** published in August 2001 included a stratified random sample of 15,803 of over 100,000 Census 2000 partners. Out of twelve choices, these partners ranked the Census in Schools Program materials as the second most helpful informational tool to reach targeted populations; the first most helpful being the Census form itself. Groups targeted by the Census 2000 Community Partners included African Americans, Hispanics, Asians, Native Hawaiians, American Indians, Alaska Natives, Pacific Islanders, Arabs and recent immigrants from Africa, Haiti, and other Caribbean islands.

Challenges to CIS 2000

There were three primary challenges to the implementation of the Census in Schools Program in 2000. The first was the delay in funding that to our understanding was due to the Congressional appropriations process regarding nose count vs. statistical sampling.

The second challenge was the unplanned increase in scope/scale of the program from highly targeted outreach to outreach requiring much broader scope/scale. The outreach to additional population segments was made possible by the availability of additional funding. The original plan was not easily scalable to accommodate specific, newly identified criteria for additional population segments and thus had to be significantly revised.

The final challenges involved Y2K technical challenges. The CIS specific Web and IT systems required a complete overhaul to handle changes and immediate increase to scope/scale of deliverables in the two months prior to Y2K.

The challenges were successfully met through the dedication and efforts of staff from the Census Bureau, Y&R and Scholastic's CIS team.

Preparing for the 2010 Census in Schools Program

To date, Scholastic has been in discussion with DraftFCB, the agency responsible for promoting the 2010 Census, and has offered both core and expanded proposals for the 2010 Census in Schools Program. A well thought out plan for the 2010 CIS Program has been presented in our proposal. To the Subcommittee, the Census Bureau and to DraftFCB, in addition to our proposal that we understand is now in the competitive process, we offer the following points intended to produce a 2010 CIS program that includes effective outreach and is cost efficient.

Scholastic recommends that the 2010 CIS Program harness advancements in technology and draw upon Scholastic's experiences from and challenges posed by the 2000 CIS in order to implement an even more efficient, cost effective and far-reaching program. Based on our experience from the 2000 CIS Program, Scholastic believes that any successful bidder for the 2010 CIS Program would wish to take into account the following:

1. Program Development: The program should revolve around a scalable, end-to-end plan that combines Census 2000 CIS experience with 2010 technologies and teaching environments.
2. Program Outreach: Combined use of print and digital mediums for promotion, education tools and outreach to the home.
3. Education Strategy: The educational elements of the program should align with the priorities and goals of the Federal Elementary and Secondary Education Act and allow more teachers to access, identify, select and use census-based teaching materials that match to their specific professional needs.

In closing, the 2000 Census in Schools Program succeeded both in promoting the importance of participating in the Census and in providing quality educational materials to schools at no cost.

Mr. Chairman and members of the Subcommittee, I thank you for this opportunity to testify and submit the research reports referenced herein. I would be pleased to answer your questions.

Mr. CLAY. Thank you so much, Mr. Lange, for that informative testimony.

Let me go to Mr. Gonzalez for questions, 5 minutes.

Mr. GONZALEZ. Thank you very much, Mr. Chairman.

Let me ask Dr. Harrison. You know there was a GAO report that came out and one of the concerns. I am trying to figure out how this, the lack of or the ability to maybe conduct a dress rehearsal to the extent, to the degree that it has in the past would impact the communications campaign. Do you have an opinion on that?

Mr. HARRISON. How the inability to conduct a rehearsal might affect?

Mr. GONZALEZ. Right. In the GAO study, it just basically says that the Bureau also will institute new strategies through second mailings and new approaches to remove late mail returns but has only tested some aspects of these operations and will be unable to test them in a dress rehearsal, making it difficult to estimate their impact on operations in 2010.

Then in Mr. Lange's written testimony, he makes reference to a dress rehearsal in 2000.

I am just wondering. What I think what the Bureau is facing is maybe an inability to conduct a dress rehearsal to the extent that it did in the past. Does that impact this communications plan that we have been discussing and is the subject of the hearing today?

Mr. HARRISON. I think that any time that you try to do something like this campaign, reach people, convince people to participate, the dialog that will accomplish that has to be reached by trial and error. One of the strengths of partnership is people who have been in communication with populations.

So I would suspect that you would learn something in a dress rehearsal that would help you develop a more effective national campaign once you get there. So, other things being equal, yes, I think you can expect that people might learn early in the campaign, things that they might have learned from a dress rehearsal if the communications were part of it.

Mr. GONZALEZ. I will take this up with Dr. Murdock in what we are going to do to maybe address some of the shortcomings as a result of the inability of the dress rehearsal, again, to the degree we have in the past.

Mr. Lange, the Census in the Schools, I remember this with Dr. Prewitt 10 years ago, and I thought it was pretty effective.

She is actually pointing out something right now in the testimony that I may have missed, and I apologize. Is it scaled down, the Census in the Schools?

I think there was reference that what has been eliminated would be grades 7 through 12. Am I correct in that?

Mr. LANGE. Well, we have proposed two phases in our recommendations to DraftFCB: a core phase at $4 million and an additional expanded phase and, in the core phase, that 7 and 12 is not included in that.

Mr. GONZALEZ. Now why?

Mr. LANGE. Financial limitations, budget limitations.

Mr. GONZALEZ. So we made the financial investment 10 years ago, but we are not going to make the same financial investment to cover grades K through 12 this go-round?

Mr. LANGE. In the core program, that would be correct. In the expanded proposal, it would definitely be included.

Mr. GONZALEZ. The difference between core and the expanded is?

Let's just talk dollars. You have a substantial amount, obviously, in the core because that is your main activity. In the expanded, I would say it is probably less extensive effort.

Mr. LANGE. The core program is a very focused program and effective program that is designed to reach the top communities, if you will, that require HTC outreach, and it would go to 35,000 K through 6 schools in terms of print media or media in hand that would help them. It is available to all K through 6 schools on the Internet in a digital form.

By expanding from $4 million to, say, upwards of $12 million, you would be able to broaden the program quite significantly to include all K–12 schools with more materials in hand and more robust Census in Schools resources for all schools that it would reach.

Mr. GONZALEZ. In the hard to count populations—I am trying to figure this out—it would go K through 6 or whatever it is. We will capture a certain amount of the kids from these particular households, but it is not that those are over-represented in those grades of these particular hard to count households.

I am trying to make sense of it somehow here. We say, well, we have to identify certain grades in which these particular households may be over-represented by their children's enrollment. It is going to be K through 6.

That is not accurate, is it?

Mr. LANGE. It is not going to be exclusive to K through 6.

Mr. GONZALEZ. Right. I mean these populations, the hard to count populations, their children are spread out through K through 12. They are not all concentrated at K through 6.

Mr. LANGE. That is correct. That is correct.

Mr. GONZALEZ. Thank you. Thank you very much.

Thank you, Mr. Chairman.

Mr. CLAY. Thank you, Mr. Gonzalez.

Ms. Watson, you are recognized.

Ms. WATSON. I will keep my time until after Ms. Jackson-Lee.

Mr. CLAY. Sure.

Ms. Jackson-Lee, proceed.

Ms. JACKSON-LEE. Again, my appreciation for the courtesies of this committee, and this is a fascinating challenge.

Dr. Harrison, I would like to explore some policy questions with you, and I will start first. I think my colleague and friend, Congressman Jefferson, was detained, but many of us know the travesty that occurred in 2005, Hurricane Katrina, that saw the largest evacuation, I believe, that we have witnessed in the history of this Nation short of the voluntary "go west, young man" and "young woman" I assume in the 1800's.

So, as we look toward the census and we know that one State has been depleted of almost a million persons, many of whom consider themselves still placed in that State, what kind of policy should we be looking at in order to be fair to a State like Louisiana that has many of its constituents still viewing themselves as displaced and still viewing themselves as residents of Louisiana? That is one question.

A second question is what in your mind do you think the concept was, and there must be some high order to it, of counting Johnnie Mae's grandson, and I don't want to stereotype us, in so and so's prison as having resided in that prison when Johnnie Mae is still counting or Mrs. Jones or Mr. Johnson is still counting that person as a resident in their home?

Most often, that home is in an underserved, needy area, and so that count is diminished because those numbers are counted in some way, far away rural community. You question whether the resources that come back to the rural community anywhere equate to the need inasmuch as there are individuals incarcerated and being paid for.

My last policy question to you would be the issue of students who likewise are counted in the area that they are in? Maybe there is more of an explanation there, but again I wonder about the areas of which many of them come from.

Mr. HARRISON. These are penetrating questions. There is a legal answer, and there is a social policy answer, and I am afraid that the two are opposite.

Ms. JACKSON-LEE. Help me out because I may want to redo the legal answer.

Mr. HARRISON. You would need to ask a lawyer, but the Article I of the Constitution.

Ms. JACKSON-LEE. That you cited.

Mr. HARRISON. Pardon? Yes, that mandates the census, Article I, Section II mandates that seats in the House of Representatives should be determined and "apportioned among the several States according to their respective numbers," which essentially implies residency in the State.

This, I think, has been interpreted to mean that if you are displaced as a victim, as displaced by Katrina or some of the recent flooding in the Mississippi River, if you are a prisoner residing now in prison in a different State and if you are a student going to school in a different State, you would be a resident of the State in which you are residing, even though I think most social planners and for most of the social purposes for which we are disbursing funds, Federal funds, etc., what we should be interested in is how many prisoners will be returning to their State of origin, their locality of origin, how many students might be returning to there. Their needs, students at a university, are very different than the needs as a resident once they complete their studies, etc.

So I think that some of what, that this is mandated by a Constitution that is over 200 years old and that clearly did not anticipate some of these things.

Ms. JACKSON-LEE. If I may, because I want to move to Dr. McKinzie, but I like the way you framed it. Let me just ask for a quick yes or no. Is it something you think is worthy of the Congress' reconsideration, short of a constitutional amendment?

I mean there are ways of looking at the Constitution and modifying the interpretation by statute, by case law. Is it worth considering?

Mr. HARRISON. I think the Congress could give serious consideration in funding formulas to say that we want the count not to be by the resident rules that govern apportionment, but we want the

count to be by the place of origin, the home State of the student, of the prisoner, etc. so that some funding, particularly programs targeted to those populations. There might well be room that the courts would agree with to have clauses that would specify the State of origin rather than the current State of residency.

Ms. JACKSON-LEE. If the gentleman would indulge me, I thank you, Dr. Harrison. Mr. Lange, I am not discounting you, but if I could just quickly ask Dr. McKinzie, and I will ask you for a quick yes or no as well.

Dr. McKinzie, what I like most in your testimony was what we need and what we didn't do. You remember my question earlier to Mr. Murdock about the partnership specialists, 680 for a country that is large.

What you are suggesting is that the 2010 committee is ready to go and, if you expand all of the various partners, then you need resources. I assume those specialists are helpful in getting you materials.

What is your assessment of the mind set of our census this time around? Are they getting it about needing more resources, getting it out to you quickly, having these special partners and do we, as a Congress, need to make sure that we get the engine behind the thinking of the Census Bureau?

It seems like they are repeating where they went, where we were in 2000. We are right back where we were before.

And, Mr. Lange, if you would just followup quickly by just indicating whether you are getting the attention you need for your school effort through the Census Bureau.

Dr. McKinzie.

Ms. MCKINZIE. The short answer is that they are committed, but they have started very late. There is not enough funding, and they are taking, in an analogy, a shotgun approach when it needs to be very precise and deep.

Ms. JACKSON-LEE. Mr. Lange, if the chairman indulges me for your final answer?

Mr. LANGE. The answer is yes, we have had very in-depth discussions with DraftFCB. I need to point out that we have not been selected. We are still in the competitive bidding process. So they have been very receptive to our information, and they have provided us with a lot of information as well.

So I think there is very good dialog there.

Ms. JACKSON-LEE. You are in the selection process, and I know you hesitate to comment.

But, in any event, let me thank you, Mr. Chairman. I just want to indicate that I am unhappy as to where we are. This is a very important hearing that you are having and however I can be of help in terms of turning on the light about what is needed, I would be happy to do so.

Maybe 2 years out, we might have some legislation on some of the policy questions that I asked Dr. Harrison.

So I yield back, and I thank you, Mr. Chairman, for your leadership.

Mr. CLAY. Thank you, Ms. Jackson-Lee. I certainly want to explore the possibility of reclassifying both students and prisoners, and we will have further discussions on that. Thank you.

Ms. Watson.

Ms. WATSON. I want to thank all the panelists.

As the hour draws a little late here, I would like to address my questioning to Dr. McKinzie because we are personally involved and the Pan-Hellenic Council represents all the African American Greek organizations. I have read your summary. What unique features can the Pan-Hellenic bring to the 2010?

I could read through. I have, and I know what they are, but I would like the rest of our audience hear how we can be so effective because we are unique.

Ms. MCKINZIE. Well, one, we are volunteers, but what is unique, I mean our greatest asset is our infrastructure. Six thousand chapters around the world in rural and urban communities with members ready to execute a very precise plan is an asset that we bring to this partnership because we also have a passion about an accurate count, and that really is a very unique asset that we do bring.

And so, the advertising is good, but what works for us is long-term planning so that we can make sure we are activating 90 percent or more of that 6,000-chapter network to count and recount until we know everything has been counted. That is what we think we have that is very unique, that the current plan doesn't seem to work not because it is not planned well, but there is just not enough time.

For example, the department represents. We are having conferences this summer. As you noted, ours is here. There are the other nine are having them also. While the Bureau will be at our conferences, they will be there in the way of what we would call advertising.

What I would have liked to have seen in ours, given 25,000 members here, is rolling out very specific tasks that could be done beginning this fall before next spring, that would ensure and identify issues that would allow us to make a count work.

So while we are getting the awareness out there. But it is in our community then, after that, it is the so what?

Ms. WATSON. I get the sense that we have not started early enough, getting that awareness out.

I think about the homeless population in my own city. In an evening's time, it could be anywhere between eighty and ninety thousand people homeless. They don't know about the census. They don't have an address, and we did address that by letting them register at a shelter, a homeless shelter.

But what does it mean to them, and so are we working on interpreting why an accurate count can really impact on them in a positive way? Are we doing any of that, Dr. McKinzie?

Ms. MCKINZIE. That would require awareness, education and a plan.

An example with the Bureau, if it is determined in an urban area that our approach is A which include homeless populations, etc., but in rural areas it may be B. What we have as a unique group is that once we roll out an urban plan and a rural plan and once our volunteers have executed it, they could also do the same thing other places around the globe.

That is that infrastructure potential that I speak to, and we have not been able to effectively move our Partnership Program from what we did in 2000 to how do we get better at this in 2010.

Ms. WATSON. What is kind of disappointing to me is that the budget has not increased for this effort where our population—and I am being very personal in looking at my own State and my own district—we grow by 2,000 per day.

Also, people are moving out to other places as well. Our State is on fire right now. We are a desert for the most part, and we have a huge shortfall of budget. But still, the people that are there need to be counted.

I don't think that the budget set aside for this outreach, integrated outreach into minority communities is recognizing the change in demographics in the last 10 years. I think that is unfortunate.

And so, I think your organization composed of men and women with college educations and a commitment to service can speak loudly. In between now and the time we begin the process, I would like maybe you to go to the press through your various organizations and let them know what is needed in our respective communities, and I think you can do that.

I know very often we use our sorority and fraternity houses as a place for training and for providing materials. I think through that network that you have, we can speak to that guy who is sleeping on the streets and doesn't really understand why it is important to be counted and the lady who is in the apartment and she comes to the door and says there are only two of us that live here and really 12 are hotbedding it. You know something about that.

I always tell the enumerators. I said, go up over the liquor stores. I said, see who is living over the cleaners and also come out on Sundays and holidays where people get out of these small apartments and play with their children. You can get some sense about the numbers.

So I think we play a very crucial role in determining how many individuals are in the United States regardless of whether they are legally here or not legally here. We set our budgets on populations.

I think that our organization, our combined Pan-Hellenic can do a tremendous job in helping our census of 2010 and to continue to be unique in what we can provide.

I want to thank Dr. Lange and Dr. Harrison for being here and I want to thank my chairman. If you don't mind, I have a responsibility, and I have to ease out to get there. So thank you so much.

Mr. CLAY. I do understand and thank you so much.

Dr. Harrison, as you know, the Bureau has experienced several setbacks in its efforts to reengineer the 2010 census, the biggest being problems with the technology, the field data collection system.

In your professional opinion, what are some of the operational changes the Bureau must make in order to get on a consistent path to reducing the undercount particularly of those demographic groups that are undercounted each census?

Mr. HARRISON. One thing we can learn from the 2000 census, the Bureau was—up until January 1999, the Supreme Court ruled that it could not adjust for the undercount—was planning to do, to con-

duct a census in which it would adjust for the undercount. When it was not permitted to do that, the Bureau had less time than it currently has to completely redesign the 2000 census and achieve the results, the improvements that we saw in 2000.

I think it will take. Dr. Prewitt, the Director for the 2000 census, I think I just have to say did a remarkable job. I think you need leadership. You need management and, as Dr. McKinzie said, I think you need a great deal more intensive focus right now.

The campaign is, if we use a football analogy, is the air game. The ground game is what the Bureau needs to pay attention to. The ground game is getting the enumerators in place, identifying the places where you are going to target more enumerators, the "be counted" kinds of campaigns, all of these things which will be practiced in the dress rehearsal.

But that is where I would urge the committee and others concerned with this to pay very detailed attention to the Bureau's plans for the address list, non-response followup, ground game because that is where they have to be.

Mr. CLAY. Thank you so much for that response.

Dr. McKinzie, your recommendations for action are a great starting point to getting the Partnership Program up and running. It is my hope that the Bureau will take them to heart. I am certainly sure they heard them today and they heard the other concerns of the people on this dais as well as this panel of witnesses.

Again, thank you so much for being here.

Mr. Lange, in your statement, you said over 90 percent of teachers connect with Scholastic on a regular basis, but you know that a survey found only 56 percent of teachers had heard of the Census in the Schools Program. Can you explain the discrepancies and what are Scholastic's plans to ensure that every teacher including those that do not connect with you know about the Census in the Schools program?

Mr. LANGE. Well, I would first say that the evolution in digital technology has greatly improved our ability to connect with teachers and that we have over two million unique teacher visitors to the site that we did not have in census 2000.

I would also say that the campaign that we initially conducted in census 2000 was more of a direct marketing campaign and specific targeted outreach. It was not directed to be a mass campaign, if you will, to reach all at the beginning. It did migrate to that toward the end of the program as the program matured and became more robust, and more ambitious goals and objectives were put to it.

I believe that in the upcoming 2010 in our recommendations there, that we will be able to resolve that greatly, given what the resources we now have to draw on.

Mr. CLAY. Wonderful. On behalf of myself and my colleagues, I would like to thank all of our witnesses who participated in this hearing today.

It is my hope that the Census Bureau will exercise due diligence in its effort to count each and every person in this country and in Puerto Rico and the island areas on April 1, 2010. Please let Congress know how to partner with the Bureau to ensure an accurate count.

With that, I will conclude the hearing and again say, thank you all for your participation. Hearing adjourned. Thank you.

[Whereupon, at 5:56 p.m., the subcommittee was adjourned.]

[The prepared statements of Hon. Joe Baca and Hon. Charles B. Rangel and additional information submitted for the hearing record follow:]

Statement
Of
Congressman Joe Baca
Thursday, July 10, 2008
2154Eayburn HOB
2:00 p.m.

"2010 Census: Assessing the Census Bureau's Progress"

- Thank you, Chairman for inviting me to be here and for holding this critically important hearing.

- As Chair of the Hispanic Caucus, I understand the profound impact of the 2010 Census on the Hispanic community.

- Working with our CHC Census lead, Rep. Gonzalez, we have had numerous discussions on the Census and reducing the undercount in our community.

- There 2000 Census uncovered several challenges with reducing the undercount of the Hispanic community.

- This time we have an opportunity to learn from the shortfalls and work to correct the undercount.

- The 2010 Census will take place in less than 2 years. The outcome will direct congressional representation and future funding at every level of the government. Will determine statistics that will be used by numerous states, government agencies, bureaus and organizations.

- Mr Chairman, for too long our communities have been shortchanged in federal support and in representation by a less than accurate count of our residents.

- It is important that the Census work with our community whether it is through:
    - working with Members with minority populations,
    - national organizations and experts,
    - or trusted local community leaders, and organizations.

- I've heard from my own constituents that:
    - That the Census forms are too long and confusing
    - That the Census takers are spies for other governmental agencies
    - That there are never enough Census takers that speak their language
    - That they will return with the cops or immigration officials after they count everyone.

- It is by relying on the Hispanic community and her leaders, that the Census can gain the trust of the Hispanic community.

- I commend the Members here for their work, thank you for inviting me to speak today. Through the work of those here today and those in the field tomorrow, we can work to achieve an accurate 2010 Census.

- Thank you.

-END-

CHARLES B. RANGEL
15TH CONGRESSIONAL DISTRICT
NEW YORK

COMMITTEE:
WAYS AND MEANS
JOINT COMMITTEE
ON TAXATION
CHAIRMAN

GEORGE A. DALLEY
CHIEF OF STAFF

JAMES E. CAPEL
DISTRICT DIRECTOR

Congress of the United States
House of Representatives

July 15, 2008

Chairman Wm. Lacy Clay
Information Policy, Census and National Archives Subcommittee
B-349C Rayburn HOB
Washington, DC 20515

Dear Chairman Clay:

I appreciate your invitation to participate in the hearing "Census 2010: Using the Communications Campaign to Effectively Reduce the Undercount" on July 10, 2008. I was able to see some of the hearing on television and was greatly impressed with the excellence of the questions and ensuing dialogue on the important issues surrounding the census undercount.

Although I was unfortunately unable to attend due to my legislative and committee schedule, I am sending you my statement for the record on the hearing along with some questions to be submitted and answered by the Census Bureau.

I am also including with the request that you include it in the Hearing Record, a very insightful letter written by the Dominican American National Roundtable whose continuous work on the census has highlighted some issues that pertain to the Dominican American community and their specific recognition in the census documentation.

Again, thank you very much.

Sincerely yours,

Charlie

Charles B. Rangel
Chairman, Committee on Ways & Means

CBR:krj

☐ WASHINGTON OFFICE
2354 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, DC 20515-3215
TELEPHONE: (202) 225-4365
FAX: (202) 225-0816

PLEASE RESPOND TO OFFICE CHECKED

☐ DISTRICT OFFICE
163 WEST 125TH STREET
NEW YORK, NY 10027
TELEPHONE: (212) 663-3900
FAX: (212) 663-4277

CHARLES B. RANGEL
15TH CONGRESSIONAL DISTRICT
NEW YORK

COMMITTEE:
WAYS AND MEANS
JOINT COMMITTEE
ON TAXATION
CHAIRMAN

GEORGE A. DALLEY
CHIEF OF STAFF

JAMES E. CAPEL
DISTRICT DIRECTOR

Congress of the United States
House of Representatives

THE HONORABLE CHARLES B. RANGEL
OF NEW YORK
IN THE HOUSE OF REPRESENTATIVES

July 15, 2008

Statement Submitted by Congressman Charles B. Rangel
for the Record of the
Hearing on the Census before the
Subcommittee on Information Policy, Census and National Archives
House Committee on Oversight and Government Reform

As we approach the Census of 2010 there continues to be concern about the possibility of there being a significant undercounting of certain communities in the United States. The issue of the undercount in the census is not new and over the last decade there have been efforts to address it. There has been progress in reducing the estimated undercount but the problem has not as of yet been significantly ameliorated. The U.S. citizens who have been subjected to the greatest extent have been those who reside in the urban inner cities and in isolated rural communities as well as the Hispanic and African American population. As far back as the 1940 census, the first proof surfaced that there was a substantial undercount of the African American population which was proven when the numbers of those who had enlisted for the war outnumbered the actual census recorded number of African American men. Continuously, the Census has failed to accurately portray the various minority demographics. This is made most significant because governmental programs at all levels are designed to deliver services to identified eligible populations. To efficiently assess the needs of a specific community, the federal government needs to know the numbers of potential recipients of the services.

This issue is especially important to Black and Latino members of Congress, including me because we represent communities of color. In my 15th District of New York the constituency is comprised of mostly Latinos and African Americans. As an elected representative I am particularly and urgently concerned about the information which directs the delivery of services being accurate. I support the addition to the census under the self identification of Hispanic origin more boxes for demographically significant populations within the United States such as the Dominican American population. Along

☐ WASHINGTON OFFICE
2354 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, DC 20515-3215
TELEPHONE: (202) 225-4365
FAX: (202) 225-0816

PLEASE RESPOND TO OFFICE CHECKED

☐ DISTRICT OFFICE
163 WEST 125TH STREET
NEW YORK, NY 10027
TELEPHONE: (212) 663-3900
FAX: (212) 663-4277

with this issue is that of the misrepresentation of the number of various minority groups such as those of the Native American and also of the Asian community.

The media has been proven to be an effective source for disseminating information and also for influencing public thought and perception on various issues. Not only could information through various media outlets demonstrate the importance of key issues concerning the census to the public, but it could also reach the minority communities through specific demographic advertising. These among other avenues such as grassroots marketing and more aggressive public outreach will be the topics of discussion today during the hearing "Census 2010: Using the Communications Campaign to Effectively Reduce the Undercount".

The undercount has affected specific groups of the Latino population, namely that of the Dominican Americans which comprise a large amount of my constituency. This group has continued to grow across the nation has and contributed in very substantial and significant ways to my district and the nation. It is to this point that I am requesting that the Census Bureau consider revising on the census to include a checkbox for Dominicans along with the Puerto Rican, Cuban and Mexican options if a person chooses to identify as Hispanic. This move would allow for better recognition and understanding of a community that is rapidly growing in size and significance nationally. The Dominican American National Roundtable the leading organization of Dominicans with expertise and experience with the census undercount has provided a thoughtful letter on how the undercount affects the Dominican American community that I submit for inclusion in the Record of this hearing with my statement.

Since there is substantial demographic evidence that the number of Dominican Americans is growing in significance, it is only fitting that the Census Bureau recognize this and contribute to the accurate representation of the United States' population. The current situation only allows for Hispanics of origins other than the enumerated set of nationalities to check a box denoting other. This is not fitting for a population that has been growing over the past decades and which continues to grow within the population of American citizens. Providing a separate checkbox for Hispanics who identify as Dominican would be one of the first steps to reducing the undercount. This would also allow for the correct representation of Dominicans in their communities on the local state levels. Not only would this mean that federal funding can be better targeted to the areas that would most need it, but it would also allow the Dominican community to be recipients of services that would benefit them.

Due to minorities such as Latinos and Blacks having been consistently undercounted in the census, additional funding should be directed towards addressing the issue for the 2010 census. Various concerns have been voiced on the inadequate resource allocations for the 2010 Census and as the representative of a constituency that is comprised mostly of minorities it is unequivocally important to me that accurate demographics of the people I represent be readily available. The challenges associated with the collection of data from this specific group have been noted but also have the solutions. The additional funding allocated for the 2010 census due to the decision to limit the use of the portable hand held electronic devices must be funneled into being able to directly into the undercounted communities. Not only is this extra funding necessary for this process but it is also important that adequate attention be paid to this situation.

Funding is not the only way in which this situation can be ameliorated. There are also questions of how this will be handled in terms of the non-response data collection which is one of the main issues being examined during the 2010 Census hearing on July 10th. Due to ever increasing globalism and immigration we need to be prepared to contend with issues such as cultural and linguistic differences. I commend the Census Bureau for the work it has done in having the census material in over 50 languages, but we also need culturally competent individuals to carry out the door to door canvassing which would be required for the non-response follow up. As expressed during the hearing by representatives such as Congresswoman Sheila Jackson-Lee and others, people familiar with the communities must be employed to obtain the non-response information. This among other things could significantly aid in the lowering the number of the undercount.

In addition to this statement I ask the indulgence of Chairman Clay in including in the Hearing Record on the 2010 Census some questions to the Bureau of the Census to which I will appreciate response.

July 15, 2008

The Honorable Charles B. Rangel
2354 Rayburn House Office Building
Washington, DC 20515

Census 2010 Questions:

1. Undercount:
   - Facts:
     - The undercount becomes an issue for Congressman Rangel because there is evidence that the undercount is most likely to occur in urban inner cities and isolated rural areas. In addition, the undercount has been historically more a problem in immigrant communities and communities of color.
     - The constituency of the 15th district of New York is comprised mostly of Latinos and African Americans.
     - Latinos and African Americans have historically had been the members of the racial groups with the highest undercount - (1990 census: 4.4%-6.4%; 2001: 2.17% - 2.85%).
       - Question: Due to the fact that they comprise the majority of Congressman Rangel's constituency, how will the Board of the 2010 Census ensure that the undercount of Latinos and African Americans will not be repeated?

2.
   - Facts:
     - Many resist giving information because of disbelief of confidentiality, especially in the case of their legal status.
     - Differences in the definition of household structure.
     - Historically one of the primary causes for the undercount is alienation from the census process caused by language and cultural barriers.
       - Question: What measures are being taken in terms of data collection methods to account for communities unfamiliar or resistant to the census process?
         - Are the people conducting the intake interviews culturally versed and competent - Can they relate in an effective manner to obtain data?

3. Hispanic and Racial Origin:
   - Facts:
     - The Hispanic community is statistically more than half of the 15th district of New York.
     - This very same community is substantially varied and to effectively ascertain their origins it is necessary for more specific identification of communities.
       - For example, the Dominican community in the United States has grown to a significant number and like the Puerto Rican and Mexican communities and it should be distinctly recognized.

- Question: Will the census instrument permit the self-identification of national origin by the Dominican American community?

4. Missing Data:
   - Facts:
     - There has always been a significant number of "missing" or non-counted people which in the case of the 2000 Census totaled approximately 2.3million people.
     - Latinos and African Americans comprise a large number of this group leading to their continuous underrepresentation.
       - Question: We know of the methods of post-numeration and demographic analysis that are being used after the initial census, but what are the preemptive measures being taken to ameliorate the number non-counted people?
5. Method of Collection:
   - Facts:
     - Hand-held devices approved for the intake method of nonresponse data have been recently deemed unacceptable and additional funding is now being required to revert to the costly method of paper-based nonresponse data intaking.
     - The initial budget was $11.5 billion and now the switch is costing an additional $3 billion.
       - Question: Will the need to revert to the paper instrument divert funding from efforts to prevent or ameliorate the under-count?
         - Will this reduce outreach and education efforts?
6. Education and Funds:
   - Facts:
     - In the past years the prospect of the under-count has led to the creation of special education and outreach efforts to those in communities deemed to be most likely to be undercounted.
       - Question: Please describe these efforts in place for this year and the funding available for outreach. Should this amount be increased given the problems encountered to date?

DOMINICAN AMERICAN NATIONAL ROUNDTABLE

1050 17th Street, N.W., Suite 600, Washington DC 20036
Phone: (202) 238-0097, Fax: (202) 536-5253
Website: http://www.danr.org Email: info@danr.org

National Board of Directors

President
VICTOR F. CAPELLAN (NY)

First Vice President
LUIS A. GUZMAN (NJ)

Second Vice President
EVERIN PEREZ (RI)

Vice President of Membership
DORA MARIA ABREU (NY)

Treasurer
OSCAR HERASME (NY)

Assistant Treasurer
VICTOR DIAZ (CT)

Secretary
JOVANNA GARCIA (RI)

Asst. Secretary
AMARIS GUZMAN (NY)

ARLENE ACOSTA (NJ)
MURIEL ALFONSECA (MD)
ALEJANDRA CASTILLO, ESQ. (DC)
ROSA ESCOTO (NY)
MARIA TERESA FELICIANO (NJ)
JULISSA FERRERAS (NY)
JULISSA A. GOMEZ (NY)
HON. JULIO GURIDY (PA)
ANGELICA INFANTE (NY)
NESTOR MONTILLA (NY)
RAFAEL NUÑEZ-CEDEÑO, PH.D. (IL)
ANDRES PANIAGUA (MA)
COSME PEREZ (FL)
PURA VAZQUEZ (PR)
JHOMPHY VENTURA (RI)
LOURDES WASHINGTON (FL)
HON. CID WILSON (NJ)

Former Presidents
VICTOR CAPELLAN (NY)
HON. ADRIANO ESPAILLAT (NY)
ANA GARCIA-REYES (NY)
MARGARITA CEPEDA-LEONARDO (FL)
HON. CID WILSON (NJ)

July 9, 2008

The Honorable Lacy Clay
U.S. House of Representative
434 Cannon House Office Building
Washington D.C., 20515

Dear Congressman Clay,

On behalf of the Dominican American National Roundtable (DANR), we thank you for your leadership and support in ensuring that the 2010 Census is responsive to the needs and concerns of the Latinos, especially the Dominican community. We thank you for the invitation to attend the Committee's congressional hearing addressing ***"2010 Census: Using the Communications Campaign to Effectively Reduce the Undercount,"*** scheduled for tomorrow July 10, 2008.

The Dominican American National Roundtable (DANR) is a non-partisan, non-profit organization which seeks to unite the different voices of all people of Dominican origin in the United States. DANR provides a national forum for analysis, planning, and action to advance the educational, economic, legal, social, cultural, and political interests of Dominican-Americans. DANR is the only national organization serving the growing Dominican-American Community throughout the United States, Puerto Rico and the U.S. Virgin Island. It aims to ensure that all Dominican-Americans enjoy the full exercise of the rights and freedoms guaranteed under the U.S. Constitution.

We are committed to making sure that the upcoming 2010 Census provides an accurate counting of Latinos, especially Dominicans and Dominican Americans. We are eager to collaborate with the Census Bureau to ensure that its Communication Campaign is one that: incorporated a integrated community-based outreach plan, provides a culturally appropriate message strategy that is informative and empowering to all Latinos; and strengthens the achievements made during the 2000 Census by ensuring confidentiality and trust in the Census process and its goal.

Background of Dominican Undercount in 2000 Census:
After the 2000 Census report was published, the Dominican American National Roundtable made several requests to the U.S. Bureau of the Census asking it to revisit the data upon which it based the number of Dominicans living the United States. According to the Census, less than a million Dominican lived in the U.S. at the time. However, academics and other organizations estimated that Dominicans accounted for 1.2 to 1.5 millions. Among the many explanations for this undercounting and misreporting is the fact that the Census form does not include a stand alone box for Dominicans

among the Hispanic groups. Instead, Dominicans must respond by checking the "others" box of Hispanic/Latino groups. This is a significant contrast to stand alone boxes created in the 1970 Census used specifically for Mexican, Puerto Rican and Cuban.

According to a Census report on Hispanic Populations issued in May 2001, www.census.gov/prod/2001pubs/c2kbr01-3.pdf, when asked to identify a person's Hispanic origin, the box related to "others" was designated as a "catch-all" box on the form where all other Hispanic/Latino groups were to be consolidated as a single number. Therefore, not only did the "others" box include Dominicans, but it also included all of Central and South Americans, as well as Spaniards. It is believed that in 2000, approximately 10 million Hispanics would have filed under "others," a number equivalent to at least 28% of the total 35.6 million Hispanics as identified by the 2000 US Census. However, the 2000 US Census only identified 39 % of these "*other*" Hispanics.

Based on U.S. Census data, DANR strongly believes that the 2000 Census made a gross numerical misreporting and undercounting as to the number of Dominicans living in the U.S. As we prepare for the 2010 Census, the DANR is committed to ensure that such mistakes do not re-occur, and that Dominicans are afforded a separate stand alone box along side Mexican, Cubans and Puerto Rican.

The consequences of such misreporting and underreporting result in serious policy impacts for Dominican-American communities throughout the United States. If the process by which Dominicans are counted and reported through the U.S. Census, then Dominican Americans and Dominicans living in the Unites States will continue to be harmed in the following ways:

1) *Public Invisibility-* U.S. Media, grant makers, interest groups, political parties and other organizations at the local, state and federal levels will continue to ignore the presence and contributions of U.S. Dominicans.

2) *Advocacy Problems-* Without an accurate counting of Dominicans our community-based organizations, nor government institutions, will not be able to extend their efforts to increase government and community service, as well as civic participation. Furthermore they will not be able to tap into public and private grants in order to service our growing communities.

3) *Undermine the understanding of Dominican Americans-* Academics, business, government, and policy-makers need accurate numbers to assist in their knowledge, service and design of public policy initiatives and programs designed at servicing Dominican- American communities. In particularly, the process of re-districting congressional maps will be impacted by such flawed census information. Overall, this leaves governmental institutions limited to using only the annual Current Population Survey for their studies and evaluation of policy initiatives until the next census in 2020.

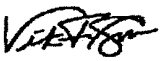
4) *Distrust in the US Census Bureau-* It will be difficult for Dominican advocates to encourage greater community participation in future Census programs if there is no assurance as to the credibility and accuracy of the data.

To address these issues, DANR has actively engaged with the Census Bureau. Beginning as early as 2002, and despite many attempts by DANR to have the Census Bureau address the Dominican undercount our concerns have gone ignored. Since the last Census, DANR has repeatedly requested the creation of a stand-alone box for Dominicans (among the other Hispanic groups). Today the Census Bureau responds to our concerns by denying our request, yet promising that the undercount will be addressed through its Communication Campaign and Community Partnership plan. Through these efforts, the Census Bureau hopes to ensure a more accurate counting of traditionally undercounted communities, such as the Dominican community. However, the plan's primary source of outreach is based on expensive TV ads placement, and not enough cost-effective approaches such as tailored outreach strategy including partnership with community-based organization, schools, local small businesses, as well as national advocacy organizations. The Census Bureau must implement a plan that uses culturally –appropriate materials and takes into account the special challenges in reaching certain Latino sub-groups such as Dominicans.

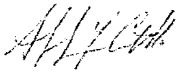
Furthermore, we are concerned by the consequences created by the Administration's failure to request funding for Census Partnership activities in its FY 2008 budget request. As a result, we are now faced with delays in the implementation of partnership planning which may only begin in FY 2009, at the earliest. Finally, the Bureau's Communication Campaign efforts to reach Latinos have been undercut by DraftFCB decision to reduce GlobalHue's budget targeting Americans and Latinos communities.

We hope that this hearing will provide the Committee with an opportunity to get a first-hand, detailed reporting from Census Bureau officials as to the strategy they hope to institute in their attempt to effectively reduce the undercount in the upcoming 2010 Census. Once again, thank you for your continued support and leadership. If you need further information, please feel free to call us at (202) 238-0097 or at info@danr.org.Thank you again for your continued support of the Dominican American National Roundtable.

Sincerely,



Victor Capellan
President



Alejandra Y. Castillo
National Board Member and Legislative Chair