



March 29, 2019

The Honorable Holly Mitchell
Chair, Senate Committee on Budget and
Fiscal Review
State Capitol, Room 5019
Sacramento, CA 95814

The Honorable Philip Ting
Chair, Assembly Committee on Budget
State Capitol, Room 6026
Sacramento, CA 95814

The Honorable Maria Elena Durazo
Chair, Senate Budget Subcommittee #4
State Capitol, Room 4034
Sacramento, CA 95814

The Honorable Jim Cooper
Chair, Assembly Budget Subcommittee #4
State Capitol, Room 6025
Sacramento, CA 95814

RE: Requesting a \$93.4 Million Investment for Community-Based Organizations (CBOs) for Census outreach in the 2019-20 State Budget

Dear Chairs Mitchell, Durazo, Ting and Cooper:

On behalf of the Census Policy Advocacy Network (CPAN), a diverse coalition of statewide organizations working to educate policymakers and community leaders about the government investment and sound policies needed to ensure a fair and accurate count in the 2020 Census, and the undersigned 197 organizations, we respectfully ask you to fund CBO outreach for the 2020 Census **by an additional \$93.4 million in the 2019-20 budget**, which we believe will help reach **16.2 million individuals** living within and outside of hard-to-count (HTC) census tracts.

We were pleased to see Governor Newsom's proposal of an additional \$50 million for the State's 2020 Census outreach program in his January budget. We were also delighted to read that the California Complete Count Office intends to allocate \$15.9 million of the proposed \$50 million to CBO outreach. This allocation would build on the State's sound investment in FY 2018-19 and lay a foundation for the successful implementation of the State's program. Both the overall allocation and the expenditure for CBO outreach exceed what the State has done in the past for similar efforts and reflect a strong commitment to achieving an accurate census count; however, both are also insufficient to meet the need for effective outreach to Californians, especially those residents who are difficult for the Census Bureau to count. To best counter federal-level policies, particularly but not solely immigration policies, that have generated fear among some HTC residents who are concerned about how the government might use census data to target communities, the State must invest and support outreach by CBOs.

Below is an analysis and breakdown of our proposed request. Our analysis shows that the cost for CBOs across the state to educate and encourage millions of HTC Californians to participate in the 2020 Census is **\$120.4 million in totality**. It is much higher than both the already allocated \$27 million in last year's budget, and the proposed \$15.9 million in commitment by California Complete Count office. This estimate should be carefully considered before the 2019-20 budget is finalized in order to ensure that California is best positioned for a complete count and will receive its fair share of federal funding and congressional seats in the decade after 2020.

Analysis of California's Hard-to-Count Population

According to CPAN's most recent analysis,¹ an estimated 16.2 million Californians qualify as hard-to-count and thus are at risk of not participating in the 2020 Census (Table 1). Approximately 11.2 million of these Californians qualify as hard-to-count because they live in HTC census tracts, that is, particular census tracts that are difficult for the Census Bureau to enumerate accurately. The remaining 4.9 million Californians qualify as hard-to-count because, although they live outside of HTC census tracts, they fall into the broader category of HTC populations, that is, particular demographic groups that are difficult for the Bureau to enumerate accurately. The Bureau's National Advisory Committee on Racial, Ethnic, and Other Populations (NAC) claims that HTC populations include but are not limited to:

- Racial and ethnic minorities;
- People with limited English proficiency;
- People who earn lower incomes;
- People who are homeless;
- Undocumented immigrants;
- Young people who are mobile;
- Children;
- People who distrust the government; and
- People who are lesbian, gay, bisexual, transgender, or queer.²

Generally, residents in HTC census tracts and HTC populations more broadly are difficult for the Census Bureau to count because they are less likely to self-respond to the census questionnaire and less likely to respond to enumerators sent by the Bureau to speak with non-self-responding households. Some of the suspected reasons for these lower levels of likelihood cut across all or most racial and ethnic groups. For example, according to the NAC, American Indians/Alaska Natives, Asian Americans, Blacks/African Americans, Latinos, and Pacific Islanders are all more likely than Non-Hispanic Whites to have higher levels of distrust and/or fear of government.³ By contrast, some of the suspected reasons are specific to particular racial and ethnic groups. Lower levels of English proficiency, for instance, are more prevalent among Asian Americans and Latinos.

¹ Our prior analysis relied on 2010 response rates by census tract. Following the 2020 Census Hard-to-Count Map developed by the Center for Urban Research at the City University of New York (CUNY), we analyzed population data for census tracts with 2010 mail return rates of 73% or less. By contrast, our updated analysis relies on the California Census Office's statewide Hard-to-Count (HTC) Index. The HTC Index identifies census tracts that, according to the State of California, will be difficult for the Census Bureau to enumerate. It does this by scoring census tracts based on an analysis of 14 variables, such as percent of persons (ages 16 or older) that are unemployed and percent of limited-English households, that are known to correlate with a geography being difficult to enumerate. To calculate the population living inside HTC tracts, our analysis focused on tracts that scored at or above 57.

² U.S. Census Bureau, National Advisory Committee on Racial, Ethnic, and Other Populations, Administrative Records, Internet, and Hard to Count Population Working Group: Final Report, available at: https://www2.census.gov/cac/nac/reports/2016-07-admin_internet-wg-report.pdf.

³ U.S. Census Bureau, National Advisory Committee on Racial, Ethnic, and Other Populations, Administrative Records, Internet, and Hard to Count Population Working Group: Final Report, available at: https://www2.census.gov/cac/nac/reports/2016-07-admin_internet-wg-report.pdf.

Table 1. California’s Hard-to-Count (HTC) Population by Race and Hispanic Origin⁴

	Population Living inside HTC Tracts	HTC Population Living outside HTC Tracts	Total Target HTC Population
Latino/Hispanic	6,745,406	1,471,148	8,216,554
Non-Hispanic White	2,070,504	1,081,783	3,152,287
Asian American	1,418,698	1,366,489	2,785,187
Black/African American	1,036,587	365,279	1,401,866
American Indian/Alaska Native	229,646	489,266	718,912
Pacific Islander	76,363	209,600	285,963
State Totals	11,261,049	4,983,565	16,244,614

Best Practices and Tactics:

Motivating the millions of HTC residents to participate in the 2020 Census will require robust and coordinated outreach by individuals who can validate government messages and alleviate anxiety about responding to the questionnaire or enumerator. These individuals are commonly referred to as “**trusted messengers.**” Trusted messengers will be especially important given the Trump Administration’s recent decision to add a citizenship question to the 2020 Census questionnaire. The addition of that question, which unlike other questions for the 2020 Census has not been tested by the Census Bureau under current conditions, will exacerbate fear in immigrant communities across the country and potentially depress census participation rates. This is particularly concerning for California, which has the largest percentage of foreign-born residents of any state (27%). If immigrants in California, whether documented, undocumented, or of mixed-status families, refuse to self-respond to the census questionnaire out of fear about how the citizenship data might be used, then the state’s population count will be highly inaccurate. Trusted messengers will be key to avoiding this outcome.

Since the first State-based census outreach effort in 2000, the State has recognized CBOs as vital sources of trusted messengers and census education. CBOs usually have deep relationships with and knowledge of HTC populations, which is what makes them a vital source of trusted messengers. They also usually have experience operating various types of outreach programs, which is what makes them a vital source of census education.

Census outreach by CBOs includes but is not limited to the following activities:

- Neighborhood (door-to-door) canvassing;
- Digital campaigns through smartphones;
- Social media messaging;
- Community forums and other community presence activities;
- Phone banking;

⁴ The data for these populations come from multiple Census Bureau datasets, such as the 2017 American Community Survey 5-Year Estimates and the 2015 American Community Survey 5-Year Estimates. For the third column (HTC Population Living outside HTC Tracts), the population numbers comprise Latino noncitizens, Non-Hispanic Whites living below the poverty line, Asian Americans with limited English proficiency, Blacks/African Americans living below the poverty line, American Indians/Alaska Natives, and Pacific Islanders. The details of columns two and four do not sum to the total because some people are included in more than one group if they selected more than one racial group and/or selected Hispanic. Individuals are included in more than one group in an effort to be inclusive and follow recommendations from the U.S. Office of Management and Budget (OMB).



- Public service announcements;
- Location and staffing for Questionnaire Assistance Centers;
- Materials development; and
- Train the trainer activities.

While an organization may use all of these activities, customized approaches will be necessary for different populations. For example, given that Asian Americans, African immigrants, and Latinos have higher levels of limited English proficiency, language accessibility is a barrier; therefore, effective material development will require appropriate translation of materials. Similarly, outreach to American Indians/Alaska Natives must account for unique geographic circumstances, since American Indians/Alaska Natives are more widely dispersed across urban and rural areas than other populations.

Additionally, even within populations, customized approaches will be necessary. Some Blacks/African Americans, for instance, will be reached effectively through activities like social media messaging and community forums, whereas Blacks/African Americans living in severely economically distressed neighborhoods will need more intensive outreach that includes phone banking and door-to-door canvassing.

Taking these and other factors into consideration, we believe that effectively reaching HTC residents across the state through CBO outreach will cost **\$120.4 million**. This amount derives from cost-per-person estimates specifically for CBO outreach. These cost-per-person estimates are based on factors including but not limited to the cost of specific outreach activities, the cost to conduct those activities in ways targeted to specific HTC populations, staffing, operating costs, technology, travel, and translation.

In light of this analysis, the proposed expenditure for CBO outreach in the Governor’s January 2019-20 budget is insufficient to conduct the level of outreach needed to California’s HTC populations. The Governor is proposing an additional \$50 million for the State’s 2020 Census outreach program. The California Complete Count Office intends to allocate \$15.9 million of the proposed \$50 million to CBO outreach. If we add this proposed \$15.9 million to the \$27 million already allocated, then the State is positioned to invest \$42.9 million in CBO outreach. Assuming this is the State’s investment, CPAN believes an additional \$77.5 million is still needed to ensure adequate funding for CBOs (Table 2). Therefore, we respectfully ask the legislature to augment the Governor’s proposal of \$50 million by \$77.5 million specifically to support CBO outreach, for a **total of \$93.4 million for such outreach in the 2019-20 budget**.

Table 2. California’s 2020 Census Investments for CBOs

	FY 2018-19 Allocation	FY 2019-20 Proposed Allocation	Total
CBO Funding	\$27,000,000	\$15,900,000	\$42,900,000
Additional investment needed		\$77,500,000	\$77,500,000
Total	\$27,000,000	\$93,400,000	\$120,400,000

Thank you for your consideration and all of the undersigned organizations look forward to working with you and your staff on moving this proposal forward. Please contact Khydeeja Alam Javid with Advancement Project California if you have any questions. She can be reached at kalam@advanceproj.org or 831-245-8391.

Sincerely,

2-1-1 Orange County
A Place Called Home



AAPIs for Civic Empowerment EF
AARP
ACLU of CA
Action Civics CA, a chapter of Mikva Challenge
Advancement Project California (Census Policy Advocacy Network)
Alliance for a Better Community
ALLIANCE OF CALIFORNIANS FOR COMMUNITY EMPOWERMENT (ACCE) INSTITUTE
Antelope Valley Partners for Health
API Equality-LA
API RISE
Asian Americans Advancing Justice – California (Census Policy Advocacy Network)
Asian Business Institute and Resource Center
Asian Law Alliance
Asian Pacific Community Fund of Southern California
Asian Pacific Environmental Network (APEN)
Asian Pacific Islander Forward Movement
Asian Pacific Policy and Planning Council
Asian Resources, Inc.
Assoc of CA Symphony Orchestras
Bike Bakersfield
Blu Educational Foundation
Booker T. Washington Community Service Center
Brotherhood Crusade
Cabrillo Economic Development Corporation
CAIR-LA
California Association of Food Banks
California Association of Nonprofits (Census Policy Advocacy Network)
California Black Census and Redistricting Hub (Census Policy Advocacy Network)
California Black Women's Health Project
California Calls (Census Policy Advocacy Network)
California Common Cause
California Immigrant Policy Center (Census Policy Advocacy Network)
California Native Vote Project (Census Policy Advocacy Network)
California Partnership
California Rural Legal Assistance Foundation (Census Policy Advocacy Network)
California Women's Law Center
CAMEO - California Association for Micro Enterprise Opportunity
Camps in Common
Canal Alliance
CAPITAL
Causa Justa :: Just Cause
Center for Community Action & Environmental Justice
Center for Empowering Refugees and Immigrants (CERI)



Central Valley Immigrant Integration Collaborative (CVIIC)
El Centro Binacional para el Desarrollo Indígena Oaxaqueño (CBDIO)
Centro La Familia Advocacy Services
Children Now (Census Policy Advocacy Network)
Chinese for Affirmative Action (CAA)
Chinese Progressive Association
City of St. Helena
Cloverdale Senior Multipurpose Center
Coachella Valley Housing Coalition
Coalition for Humane Immigrant Rights (Census Policy Advocacy Network)
Collabria Care
College of San Mateo Mana Program
Community Action Agency of Butte County, Inc.
Community Action Partnership of Kern
Community Coalition
Community Foundation of San Joaquin
Community Health Initiative of Orange County
Community Housing Partnership
Congregations Organized for Prophetic Engagement (C.O.P.E.)
Cope Family Center
Council of Mexican Federations (COFEM)
Council of Pakistan American Affairs
Council on American Islamic Relations – California (Census Policy Advocacy Network)
Desert Best Friend's Closet
Disability Rights California (Census Policy Advocacy Network)
El Sol Neighborhood Educational Center
Empowering Pacific Islander Communities (Census Policy Advocacy Network)
Equality California (Census Policy Advocacy Network)
Equity Federation
Family Care Network
Family Economic Security Partnership
Family Service Agency of Santa Barbara County
Family Service Association
First 5 Association of California (Census Policy Advocacy Network)
First 5 Napa County
Food from the heart of Chico
Fresno Economic Opportunities Commission
Fresno Interdenominational Refugee Ministries
Friends of the San Luis Obispo Botanical Garden
Gardena Valley Japanese Cultural Institute
Girls on the Run Napa & Solano
Greater Long Beach Interfaith Community Organization
Greater Nonprofits



Greenfield Walking Group
Haven Neighborhood Services
Head Start California
Hi-Con Consulting
Hmong Cultural Center of Butte County
Hmong Innovating Politics
Hope Counseling Services
Housing California
Housing California (Census Policy Advocacy Network)
human-I-T
Impact Foundry
Imperial Valley Food Bank
Inland Empowerment
Inland Region Equality Network (IREN)
Interfaith Movement for Human Integrity
International Institute of Los Angeles
Island Block Radio
Iu Mien Community Services
Jakara Movement
Jewish Family Service of Los Angeles
Karen Organization of San Diego
Khmer Girls in Action
KIWA (Koreatown Immigrant Workers Alliance)
Korean American Coalition Los Angeles
Korean Community Services
Korean Resource Center
Koreatown Youth and Community Center
Kutturan Chamoru Foundation
L.A. Chinatown Firecracker Run Committee, Inc.
L.A. Works
LA Black Worker Center
Lao American Advancement Organization
Laotian American Community of Fresno
Laotian American National Alliance
League of Women Voters of California
League of Women Voters of Humboldt County
League of Women Voters of Los Angeles
League of Women Voters of Napa County
Legacy LA
Linda Vista Town Council
Little Tokyo Service Center (LTSC)
Long Beach Forward
Long Beach Gray Panthers



Lotus Outreach International
MALO-MOTIVATING ACTION LEADERSHIP OPPORTUNITY
Mana, College of San Mateo
Marshallese Youth of Orange County
Mentis
Merced Hispanic Chamber of Commerce
Merced Lao Family Community, Inc.
Mexican American Legal Defense and Educational Fund (MALDEF) (Census Policy Advocacy Network)
Mi Familia Vota Education Fund (Census Policy Advocacy Network)
NALEO Educational Fund (Census Policy Advocacy Network)
Napa Valley Community Foundation
NAPAFASA
New Genesis Housing Development
NextGen California
NHPI Alliance
Oakland Community Organizations
OCCCCO
Ombudsman International / National Ombudsman www.NationalOmbudsman.Org
On The Move
Opening Doors, Inc.
Orange County Asian and Pacific Islander Community Alliance (OCAPICA)
ORANGE COUNTY COMMUNITIES ORGANIZED FOR RESPONSIBLE DEVELOPMENT
Orange County United Way
our developing world
ParentsCAN
Pars Equality Center, Los Angeles
Partnership for the Advancement of New Americans (Census Policy Advocacy Network)
Peninsula Family Service
Philanthropy California
PICO California (Census Policy Advocacy Network)
Pilipino Workers Center of Southern California
POMONA ECONOMIC OPPORTUNITY CENTER
Praxsys Leadership
Progressive Woman of Napa Valley
Proteus Inc.
Regional Access Project Foundation
Rhythm Tap Hall of Fame
Rise Up Town
River City Food Bank
Rock the Vote
Roman Catholic Diocese of Fresno
Sacramento Region Community Foundation



San Diego Immigrant Rights Consortium
San Diego Youth Symphony and Conservatory
San Francisco Rising
Seacology
Search to Involve Pilipino Americans
Sequoia Consulting Associates, LLC
Services, Immigrant Rights and Education Network (SIREN)
Shasta Regional Community Foundation
Silicon Valley Community Foundation
Smokefree Air For Everyone (S.A.F.E.)
Solano County Computer & Digital Skills Center
Solano Pride Center
Southeast Asia Resource Action Center (SEARAC)
Southeast Los Angeles (SELA) Collaborative
Southern California Center for Nonprofit Management
Spectrum Community Services
Stone Soup Fresno
Street Level Health Project
Support for Families
Sure Helpline Crisis Center
Southwest Community Center (SWCC)
TASK
Taulama for Tongans
The Children's Partnership
The Fresno Center
The K.W. Lee Center for Leadership
The New Black Era
The Unity Council
Time for Change Foundation
TODEC Legal Center
TURN - The Utility Reform Network
UNION OF PAN ASIAN COMMUNITIES (UPAC)
United Cambodian Community
United Cerebral Palsy of Stanislaus County
United Way Fresno and Madera Counties
United Ways of California
UpValley Family Centers of Napa County
Urban Strategies Council
UTOPIA San Francisco
Vajrapani Institute for Wisdom Culture
VietRISE
Volunteer Center of Kern County
Warehouse Worker Resource Center



Western Center on Law and Poverty
Youth 2 Leaders Education Foundation

CC: Members, Senate Committee on Budget and Fiscal Review
Members, Assembly Committee on Budget
Senate President pro Tempore Toni Atkins
Assembly Speaker Anthony Rendon
Assemblymember Marc Berman, Chair of the Assembly Select Committee on the Census
Senator Richard Pan, Chair of the Senate Select Committee on 2020 United State Census
James Hacker, Consultant, Senate Budget and Fiscal Review Committee
Christian Griffith, Chief Consultant to Assembly Budget Committee
Angie Wei, Chief Deputy Cabinet Secretary of Policy Development at the Office of Governor Gavin Newsom
Vivek Viswanathan, Chief Deputy Director of Budget at Department of Finance
Ditas Katague, Director of California Complete Count Office