

Los Angeles Counts 2020: A General Plan for a Regional Census Outreach Campaign¹

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The collection of accurate, timely, and comprehensive census data is crucial to the well-being of our nation. Census data inform smart decision-making in government, commerce, and the economy. Federal officials rely on the data to allocate billions of dollars in federal funds to local communities, as well as to determine the fair reapportionment of congressional seats. State and local officials use the data in redistricting processes to draw representative boundaries for federal, state, and local districts. They also use them to make decisions about infrastructure, such as where to build a new school or road. Similarly, local entrepreneurs utilize census data to decide whether and where to start or relocate a business.

At least since 1940, certain populations in our nation have been repeatedly undercounted in the decennial census. These populations include but are not limited to groups such as African Americans, Asian Americans, Latinos, Native Americans, Pacific Islanders, low-income communities, children, immigrants, people with disabilities, and people who are experiencing homelessness. “As a result,” as the executive director of the Bauman Foundation has stated, “many individuals have been denied an equal voice in their government, and many communities have been shortchanged on federal and state funding for schools, crime prevention, health care, and transportation.”²

For the 2010 Census, the Los Angeles region’s nonprofit sectors joined forces as part of California Counts, a statewide campaign to ensure that traditionally undercounted populations were counted. This coordinated effort, which resulted in short- and long-term successes, emerged in response to grim circumstances, including a drastic reduction in public funding for census outreach, the highest concentration of hard-to-count populations of any county in the nation, and widespread fear and uncertainty about how census data might be used.

As the 2020 Census approaches, the L.A. region finds itself facing circumstances that are equally if not more challenging than those of 2010. The demographic factors that made L.A. the most difficult county to enumerate have intensified. Additionally, in an effort to comply with a congressional mandate and save costs, the Census Bureau will administer a census unlike any in our country’s history. Given the county’s demographic conditions, these administrative shifts will exacerbate the region’s risk of an undercount. Policy shifts at the federal level will also exacerbate the risk.

These circumstances are creating an opportunity for the county’s nonprofit sectors to once again join forces to ensure a fair and accurate count of the region’s population. Building on lessons learned from 2010, stakeholders are already seizing this opportunity. Community organizations, in partnership with funders and local governments, are preparing for census outreach earlier than

¹ This document was commissioned by the California Community Foundation and written by John Dobard, Alejandra Ramírez-Zárate, and Leslie Poston of Advancement Project California. Data analyses for population and budget estimates were provided by Daniel Ichinose of Asian Americans Advancing Justice – Los Angeles.

² Gary D. Bass, *Census Policy Framework: Field and Communications Actions* (Washington, D.C.: Bauman Foundation, 2016), 1-2.

ever before. Through the following four sections, this document outlines a general plan for a coordinated 2020 census outreach campaign among nonprofit organizations in the L.A. region:

1. Overview of the 2010 California Counts Campaign in Los Angeles
2. Overview of the L.A. Region's High Risk of an Undercount in 2020
3. Goals, Objectives, Strategy, and Estimated Cost for 2020
4. The Role of Funders

1. Overview of the 2010 California Counts Campaign in Los Angeles

In 2000, the State of California (State) launched a groundbreaking outreach campaign for that year's decennial census. The impetus for the campaign was threefold:

1. The 1990 Census was one of the most inaccurate in U.S. history and California had the largest number (approximately 835,000) and percentage (2.7%) of people missed of any state;
2. The undercount resulted in California gaining seven rather than eight seats in the House of Representatives during the reapportionment process; and
3. The undercount resulted in California missing an estimated minimum of \$2 billion in federal funding during the 1990s.³

In order to avoid another undercount and an estimated loss of \$5 billion in federal funding over the decade, the State invested \$24.7 million in the development and implementation of a statewide census outreach campaign.

This campaign, which relied on nonprofit and community-based organizations to deploy "trusted messengers," was one of the most successful multilingual outreach efforts in the country. It resulted in California being first among only five states to meet the U.S. Census Bureau's "90 Plus Five" challenge, which encouraged states to increase their 2000 Census response rates by at least five percentage points over those in 1990. It also resulted in California gaining one additional congressional seat.

Leading up to the 2010 Census, the State prepared to develop and implement another outreach campaign. This was for good reason: California was at high risk of an undercount and the resulting loss of federal funds and congressional representation. One reason for the risk was that the Great Recession forced many people out of their homes and into unstable living situations. Another contributor was that some Latino religious leaders called for undocumented immigrants to boycott the census. The leading reason for the risk was California's demographics: The state had one of the highest concentrations of hard-to-count (HTC) populations in the nation. Census experts ranked California as the "hardest-to-count state," with approximately 10.4 million Californians living in hard-to-count areas.

³ Robert Ingenito, *California and the 2000 Census* (Sacramento: Legislative Analyst's Office, 1999). Available at http://lao.ca.gov/1999/0799_census2000.pdf.

Although the State proceeded with an outreach campaign to combat these factors, it did so with a significant reduction in funding. Instead of \$24.7 million or more for the effort, the State allocated \$2.1 million. Less funding resulted in a gap. Activating Californians to participate in the census, especially the millions living in hard-to-count areas, would require a robust and well-resourced outreach campaign; however, the State did not allocate enough funds to support such a campaign. Fortunately, and due in large part to the efforts of statewide and national advocacy organizations that had previously worked on the census, a group of California foundations stepped in to fill this gap.

The foundations provided over \$9 million to fund the California Counts campaign, which enhanced and worked in partnership with the State's campaign. California Counts had two goals: (1) ensure that hard-to-count populations were counted in the census; and (2) build strategic alliances and organizational capacities that could exist beyond the census. A seven-part strategy was developed to achieve these goals:

- Coordinate funding among foundations;
- Coordinate activities among foundations, state agencies, and the Census Bureau;
- Target outreach efforts in the 10 California counties with the highest rates of hard-to-count populations;⁴
- Rely on trusted community-based organizations to provide local outreach in the counties;
- Rely on trusted ethnic media to target populations in the counties;
- Develop a statewide network of intermediary organizations to provide coordination, training, and other resources to community-based organizations; and
- Develop data and mapping support for local outreach efforts.

A collection of 17 foundations and nearly 200 nonprofit organizations implemented this strategy.⁵ The L.A. region was especially significant, due to the scale of its challenges. Los Angeles was designated as the hardest-to-count county in the nation. An estimated 4.4 million residents lived in hard-to-count census tracts and comprised an extremely diverse mix of groups that traditionally participate in the census at lower rates (e.g., African Americans, Latinos, immigrants, individuals with limited English proficiency, and individuals living in poverty).⁶

Fear and uncertainty compounded the challenge of successfully encouraging the millions of hard-to-count residents to participate in the census. Fears related to immigrant status, illegal or improperly zoned housing arrangements, and overcrowded housing units were prevalent. Similarly, confusion about what the census actually is and how government agencies could legally use its data was also widespread.

⁴ The counties were Alameda, Fresno, Kern, Los Angeles, Orange, Riverside, Sacramento, San Bernardino, San Diego, and San Francisco.

⁵ An anonymous donor also provided funding for outreach to Asian Americans and Pacific Islanders.

⁶ Teresa Watanabe, "Census outreach is critical in L.A. County," *Los Angeles Times*, August 31, 2009, available at: <http://articles.latimes.com/2009/aug/31/local/me-census31>.

Community organizations and funders rose to meet these challenges. The Census 2010 Initiative by the California Community Foundation (CCF) is illustrative. The initiative, which occurred over six months, was part of the larger California Counts campaign and developed in two separately funded phases. The first phase focused on raising public awareness, particularly in low-income communities, and providing assistance to residents in completing their census questionnaire. Twelve organizations engaged in various outreach activities, including but not limited to holding community events, canvassing neighborhoods, conducting trainings, phone banking, and hosting questionnaire assistance centers. Ethnic media outlets complemented these activities by disseminating public service announcements through television, radio, and the internet. The second phase, which launched during the Census Bureau's Nonresponse Followup Operation,⁷ focused on targeting households in census tracts that had low response rates after Census Day (April 1, 2010). For this phase, 11 organizations were involved, with nine providing intensive outreach on the ground, one providing media support, and one providing mapping and data support. Ultimately, the initiative reached approximately 440,000 residents and households (400,000 in the first phase and 40,000 in the second).⁸

More broadly, the regional results were mixed. Regarding the goal of ensuring that HTC populations were counted, it is difficult to determine whether the campaign in L.A. was collectively successful. This is partially because there appears to have been no shared metric of success. For example, although CCF and The California Endowment (TCE) were both members of the California Counts funders' collaborative and funded outreach efforts in the county, assessments of their respective efforts suggest that they did not have a shared metric. Relatedly, of the possible metrics available, it is unclear which mattered most to funders and their community partners. An assessment commissioned by TCE, for instance, notes that participation rates increased in many individual census tracts in South L.A. but that the average participation rate for census tracts in that region of the city declined by nearly one percent. It is unclear whether what mattered most to TCE and its partners, especially in terms of accountability, were the shifts at the individual tract level or the regional-level decline. Similarly, an assessment commissioned by CCF suggests that outreach efforts to impact the undercount were unsuccessful because of declines in the participation rate at the county level, hard-to-count census tract level, and the neighborhood level. Again, it is unclear which ultimately mattered most. For 2020, funders should absolutely have a participation goal for the campaign; however, they and their community partners should also have a shared understanding about the metric of success for that goal.

Regarding the goal of building strategic alliances and organizational capacities beyond the census, California Counts was a success. According to a report by the Program for Environmental and Regional Equity at the University of Southern California, the effort "created new acquaintances and new partnerships, . . . introduced many organizations to key intermediaries, . . . and represented an extraordinary moment in which foundations modeled what

⁷ The Census Bureau's Nonresponse Followup Operation (NRFU) involves the Bureau sending enumerators out to personally visit households that did not respond to the census questionnaire. NRFU is launched after Census Day.

⁸ Harder+Company, *Lessons Learned from the California Community Foundation's Census 2010 Initiative* (Los Angeles: Harder+Company, 2011).

they often call upon their grantees to do: collaborate, align efforts, and maximize impact.”⁹ Additionally, “[m]any organizations saw the census as more than an immediate opportunity and practiced new outreach strategies, lifted up other issues of concern to key constituencies, and laid the groundwork for new alliances.”¹⁰ These new partnerships and the ability to practice new outreach strategies had ripple effects beyond the census. For example, organizations leveraged these partnerships to facilitate community participation in California’s 2011 redistricting process, especially the process for the state’s inaugural Citizens Redistricting Committee.

Overall, California Counts was extremely valuable in facilitating movement building across the state and in the L.A. region, and it serves as a strong and amendable model for thinking about how the nonprofit community should approach the 2020 Census.

2. Overview of the L.A. Region’s High Risk of an Undercount in 2020

Much is at stake for the L.A. region in the 2020 Census. The California Department of Finance estimates that the county’s population will grow from about 10.3 million in 2018 to 10.8 million residents over the next ten years, an addition of approximately a half million residents.¹¹ This means that the county will need more, not fewer, financial resources from the federal government. These resources will be needed to pay for vital services and programs on issues ranging from education to health to transportation. Similarly, an increase in population means that multiple political districts for governing bodies (e.g., Congress, the state legislature, L.A. County Board of Supervisors, city councils, and school boards) will have to be redrawn to ensure equal representation.

In order for county residents to receive their fair share of federal funding and political representation in the decade after 2020, the Census Bureau must count them accurately; however, three factors are converging that will make it difficult for the Bureau to do that.

Risk Factor 1: The region’s demographics – The L.A. region is primarily at risk of an undercount because of its large number of hard-to-count residents. Based on an analysis by members of the Census Policy Advocacy Network,¹² California is home to an estimated minimum of 15.1 million hard-to-count residents. Over one-third of those residents (5.2 million) live in the L.A. region, which is approximately half of all county residents (Table 1). Many of

⁹ Jennifer Ito, Barbara Masters, Rhonda Ortiz, and Manuel Pastor, *Beyond the Count: Leveraging the 2010 Census to Build New Capacities for Civic Engagement and Social Change in California* (Los Angeles: University of Southern California, Program for Environmental and Regional Equity, 2011), 11. Available at: <https://dornsife.usc.edu/per/beyondthecount/>.

¹⁰ Ito et al., 44.

¹¹ California Department of Finance, P-1: State Population Projections (2010-2060): Total Population by County: (5-year increments), available at: <http://www.dof.ca.gov/Forecasting/Demographics/Projections/>.

¹² The Census Policy Advocacy Network (CPAN) is a statewide coalition of organizations in California working to shape policy concerning the 2020 Census and the American Community Survey. The network’s goal is to educate policymakers and community leaders about the government investment and sound policies needed to ensure a fair and accurate census count in 2020. For more information, visit the following website: <http://advancementprojectca.org/what-we-do/political-voice/2020-census/census-policy-advocacy-network>.

those residents qualify as hard-to-count because they live in census tracts that, according to the Census Bureau, are more likely than others to have low self-response rates to the decennial census.¹³ Other residents qualify as hard-to-count because of unique characteristics, not because of where they live.¹⁴

Table 1: Los Angeles County’s Hard-to-Count Population by Race and Hispanic Origin

Group	Population Living in High and Very LRS Tracts¹⁵	HTC Population Living Outside High and Very High LRS Tracts¹⁶	Total Target Population¹⁷
Latino	2,940,240	266,858	3,207,098
Non-Hispanic White	435,601	185,559	621,160
Asian American	403,679	332,337	736,016
Black/African American	569,839	22,561	592,400
Native American	69,669	70,906	140,575
Pacific Islander	22,607	35,510	54,117
Total	4,320,739	909,731	5,230,470

It is not simply the large number of hard-to-count residents that makes the region’s demographics such a risk factor; it is also the diversity of our population. The region comprises a

¹³ For planning efforts in the 2010 Census, the Census Bureau sought to identify geographical areas that would be more likely than others to have low response rates by assigning census tracts a “Hard-to-Count” (HTC) score. Scores were based on an analysis of 12 variables, including percentage of racial and ethnic minorities, percentage of people below the poverty line, and percentage of foreign-born residents. By contrast, for the 2020 Census, the Bureau has created a new metric: the “Low-Response Score” (LRS). The LRS model uses 25 variables to predict a census geography’s non-response rate. The higher the LRS, the more difficult it will be to count a geographical area and thus more outreach resources will be needed to motivate people to respond.

¹⁴ According to the Census Bureau’s National Advisory Committee on Racial, Ethnic, and Other Populations (NAC), populations less likely to respond to the census irrespective of geography include but are not limited to racial and ethnic groups; people with limited English proficiency; people with lower incomes; people experiencing homelessness; undocumented immigrants; young people who are mobile; children; people who are angry at and/or distrust the government; and people who identify as lesbian, gay, bisexual, transgender, and/or queer. For more on this issue, see Census Bureau’s National Advisory Committee on Racial, Ethnic, and Other Populations, *Administrative Records, Internet, and Hard to Count Population Working Group Final Report* (2016), available at: https://www2.census.gov/cac/nac/reports/2016-07-admin_internet-wg-report.pdf.

¹⁵ U.S. Census Bureau, 2010 Census. Because the total population living in 'very high' or 'high' LRS tracts can be calculated independent of race measured as alone or in combination, the column will not sum to total.

¹⁶ U.S. Census Bureau, 2010 Census and 2015 American Community Survey 5-Year Estimates. Captures discrete hard-to-count populations living outside 'very high' or 'high' LRS tracts, including Latino noncitizens, Whites living below the poverty line, LEP Asian Americans, African Americans living below the poverty line, Native Americans, and Pacific Islanders. Because the HTC population living outside 'very high' or 'high' LRS tracts cannot be calculated independent of race measured as alone or in combination, the column will sum to total, but includes some negligible duplication of population.

¹⁷ Total target population sums all persons living in 'very high' or 'high' LRS tracts and discrete hard-to-count populations living outside those tracts to produce countywide totals by race. The countywide target population is the sum of the countywide population living in 'very high' or 'high' LRS tracts and the countywide HTC population living outside those tracts. Because the total population living in 'very high' or 'high' LRS tracts can be calculated independent of race measured as alone or in combination, the column will not sum to total.

wide range of sociodemographic groups, including but not limited to racial and ethnic populations, low-income communities, immigrants, young children, individuals experiencing homelessness, and LGBTQ people. This diversity means that there is a wide and complex range of regional barriers to census participation that will need to be addressed to achieve an accurate count.

Risk Factor 2: Shifts in how the census will be conducted – The region’s risk of an undercount is exacerbated by shifts in how the census will be conducted. The Census Bureau must comply with a congressional mandate to conduct the 2020 Census at a lower cost per household than the 2010 Census. To achieve these cost savings, the Bureau plans to implement several “innovations” to the 2020 Census, which includes the following:

- Using geographic information systems, aerial imagery, administrative records, and third-party data to update the Master Address File, instead of sending Census Bureau employees to walk and physically check 11 million census blocks;
- Using the internet as the primary response option for the 2020 Census questionnaire, instead of primarily relying on paper responses;
- Expanding the use of administrative records and third-party data to develop targeted advertising, validate respondent addresses, and help guide in-person follow-up the Bureau conducts with individuals who do not initially submit on-line or paper questionnaires; and
- Reducing the number of staff involved in various field activities, and centralizing many census operational components.

The Bureau’s reliance on the internet as the primary response option is particularly problematic for California. The Bureau intends to make responding to the census questionnaire convenient. However, access to broadband (high-speed) internet will determine how convenient an internet response will be for an individual. Many hard-to-count populations in our state have limited access to broadband internet. A 2016 survey found that certain Californian adults are less likely than others to have broadband access through either a computing device (desktop, laptop or tablet computer) or a smart phone. For instance, African Americans (77%) and Asian Americans (81%) have lower rates of access than Whites (90%); Spanish-speaking Latinos (69%) have much lower rates than English-speaking Latinos (90%); Californians with lower incomes (68%) have lower rates than those with higher incomes (97%); and non-high school graduates (63%) have much lower rates than college graduates (92%).¹⁸ If racial, linguistic, and socioeconomic disparities in broadband access continue, we should expect millions of Californians to be, at best, discouraged by responding to the census questionnaire or, at worst, simply nonresponsive.

This is especially concerning for stakeholders in the L.A. region since the county has a high concentration of populations less likely to have broadband access. For example, three-quarters

¹⁸ California Emerging Technology Fund, *Interconnectivity and the ‘Digital Divide’ in California Households: 2016* (San Francisco: California Emerging Technology Fund, 2016). Available at: http://www.cetfund.org/files/CETF_Annual_Survey_2016.pdf.

(74.6%) of the county's population are people of color; one in six (16.3%) county residents live in poverty; and over one-fifth (22.3%) did not graduate from high school.¹⁹

In addition to the “innovations” just mentioned, it is important to note the addition of a citizenship question to the 2020 Census questionnaire. On March 26, 2018, Commerce Secretary Wilbur Ross announced his decision directing the Census Bureau to add a citizenship question to the 2020 Census. This decision was formally in response to a request from the Department of Justice.²⁰ In his memo on the decision, Secretary Ross claims that it is necessary to obtain citizenship information to help the government obtain currently unavailable data on the population estimates of people who are eligible to vote, thereby helping to enforce the Voting Rights Act (VRA).

Before and since Secretary Ross's announcement, there has been strong opposition to adding a citizenship question.²¹ Opponents have noted that data from the American Community Survey have been sufficient for VRA enforcement. Furthermore, they argue, the Census Bureau rigorously tests the questions that it intends to include on decennial census questionnaires, but it has not tested and cannot sufficiently test the citizenship question at this late stage to determine its potential impact on response rates.

The prevailing concern among opponents is that the question will significantly depress census participation, especially among immigrants. Recently disclosed government documents confirmed this concern. Among the documents is a memo by John M. Abowd, the Census Bureau's chief scientist, warning Secretary Ross that adding a citizenship question would significantly decrease self-response, harm the quality of census data, and cost taxpayers at least \$27.5 million in unnecessary implementation expenses.²²

The L.A. region could be one of the regions most adversely affected by the citizenship question. The county is home to nearly 3.5 million immigrants, over 35 percent of the county's total population. Many of these immigrants live in mixed-status families that are extremely apprehensive about providing any information to the federal government because of fears about deportation. The citizenship question could exacerbate that fear, resulting in low levels of participation among the county's immigrant community, inaccurate population numbers, and ultimately inadequate resources for the region.

¹⁹ U.S. Census Bureau. 2012-2016 American Community Survey 5-Year Estimates.

²⁰ On June 21, 2018, Secretary Ross released a memo revealing that he and his staff had been considering the addition of a citizenship question on the 2020 Census prior to the request from the Department of Justice. The memo also revealed that Secretary Ross and his staff actually encouraged the Department of Justice to submit a formal request for the question.

²¹ Opponents are currently fighting to have the question removed through legal and legislative means. Lawsuits have been filed throughout the country, including in California and New York. The New York lawsuit is joined by 17 states, the District of Columbia, six cities, and the United States Conference of Mayors.

²² John M. Abowd, U.S. Census Bureau. [Subject: Technical Review of the Department of Justice Request to Add Citizenship Question to the 2020 Census]. Memorandum for Wilbur L. Ross, Jr., U.S. Department of Commerce; January 19, 2018, available at: <http://www.osec.doc.gov/opog/FOIA/Documents/AR%20-%20FINAL%20FILED%20-%20ALL%20DOCS%20%5bCERTIFICATION-INDEX-DOCUMENTS%5d%206.8.18.pdf#page=1289>.

Risk Factor 3: Shifts in the federal landscape – Beyond administrative shifts, four shifts in national politics are simultaneously increasing the risk of an undercount in California and the region:

- a. ***Changes to federal immigration policy***: President Donald Trump has issued several executive orders that make sweeping changes to our nation’s immigration policy, and the Department of Homeland Security (DHS) has issued memoranda detailing how the orders will be implemented. These orders call for a significant increase in immigration enforcement activity by the Administration, and they broaden the categories of undocumented immigrants that will be considered priorities for deportation by DHS. Additionally, a series of immigration enforcement activities in 2017 have incited immigrant fear and protests over the President’s plans to implement the new priorities. In light of these changes, many immigrant families in California are and will be concerned that the federal government will use any census information they provide in a detrimental manner. As mentioned, the L.A. region is home to a large number of immigrants. Factors that discourage immigrant participation in the census will undermine the region’s chance of an accurate count.
- b. ***Islamophobia***: Despite President Trump’s shift in tone on Islam in his trip to Saudi Arabia last year, he has largely taken a hostile stance toward the religion and Muslims. In December 2015, as a presidential candidate, President Trump called for the “total and complete shutdown of Muslims entering the United States.” One of his first actions in office was to issue a controversial executive order that banned people from several Muslim-majority countries from entering the United States. In June 2018, the Supreme Court upheld a third version of Trump’s “travel ban.” These actions have generated fear and anxiety in Muslim communities, including in California, which has the second largest number of mosques in the country.²³ This fear and anxiety could have ripple effects and dampen Muslim participation in the census among the estimated 500,000 Muslims in the Greater Los Angeles area.²⁴
- c. ***Continued underfunding of the Census Bureau***: Congress recently passed an appropriations bill that will fund federal agencies through the end of this fiscal year on September 30, 2018. The bill funds the Census Bureau at \$2.814 billion, which is nearly double the 2017 funding level of \$1.47 billion. This funding level is a marked improvement from the previous year’s dismal funding. This ramp up in funding will be necessary to carry out time-sensitive, cost-saving activities leading up to the decennial census.

²³ Ihsan Bagby, *The American Mosque 2011*, (Washington, D.C.: Council on American Islamic Relations, 2012). Available at: <https://www.cair.com/images/pdf/The-American-Mosque-2011-part-1.pdf>.

²⁴ Council on American-Islamic Relations, “CAIR-CA: LAPD Under Fire Over ‘Mapping’ Plan” (2015), available at <https://www.cair.com/press-center/cair-in-the-news/5275-cair-ca-lapd-under-fire-over-mapping-plan.html>

Although there is now clarity about funding for the 2018 fiscal year, funding uncertainties have already forced the Bureau to modify planning and preparation activities: Tests to evaluate new enumeration methods were cancelled and the opening of three out of its six Regional Census Centers was delayed. Without sufficient funding moving forward, the Bureau may have to modify additional activities, including those that assess the integration of critical systems and operations.

- d. **Resignation of Director John Thompson:** In June 2017, John Thompson resigned as director of the Census Bureau. Despite the appointment of an acting director, Thompson's resignation left the Bureau with a leadership void that will (1) slow down planning and testing, (2) leave the Bureau without a respected leader to advocate for adequate funding from Congress and the White House, and (3) potentially erode confidence in the census.²⁵

The Status of State and Local Preparation Efforts

These risk factors are daunting; fortunately, efforts are already underway at the state and local levels to mitigate them.

State

In 2017, the State began taking steps to prepare for the 2020 Census by hiring a census coordinator, allocating \$7 million for an incentive program to encourage local jurisdictions to participate in the Census Bureau's Local Update of Census Addresses (LUCA) Program,²⁶ and allocating \$3 million to begin planning the statewide outreach program, largely in response to calls from advocacy organizations.

Thus far, in 2018, the State has appointed a director and other leadership for its outreach program and established an advisory committee (California Complete Count Committee) to help guide development of the State's outreach strategy. In June 2018, and once again largely in response to calls from advocacy organizations, Governor Brown and the legislature approved the allocation of \$90.3 million for census outreach in the 2018-19 State budget. The funds, which will be expended over the next three fiscal years, will support outreach by community-based and other nonprofit organizations, media, state agencies, local governments, caseworkers, and schools. As of the writing of this report, it is unclear exactly how the State will distribute the funds among the various sources of outreach. This is a policy issue that the Census Policy Advocacy Network and others will continue to monitor.

²⁵ Haley Sweetland Edwards, "The Head of the Census Resigned. It Could Be as Serious as James Comey," *Time*, May 12, 2017, available at: <http://time.com/4774288/census-bureau-john-thompson-resigned/>.

²⁶ The LUCA Program is an opportunity for tribal, state, and local governments to review and update the U.S. Census Bureau's Master Address File.

County and City of Los Angeles

At the local level, the County of Los Angeles (County) and City of Los Angeles (City) have made the census a priority and will partner closely on preparation and outreach activities. Their strategy has five key components:

- **2020 Census Complete Count Committees:** The County and City jointly established a structure of local complete count committees to assist in planning efforts. These committees include a Health and Human Services Complete Count Committee, Transportation Complete Count Committee, and Countywide Outreach Complete Count Committee. For more details on the structure, see **appendix A**.
- **Communications and marketing:** The County and City will work with a consultant to develop countywide, multilingual messaging that can be disseminated through various media outlets.
- **Census Action Kiosks (CAKs):** The County and City will establish CAKs across the region where residents will be able to receive information and assistance in completing the 2020 Census questionnaire. CAKs will be located in County and City facilities; however, community organizations will also be able to house them.
- **Census goodwill ambassadors:** The County and City will recruit and train volunteers from government agencies and the community to assist with education and outreach.
- **Outreach and education:** Beyond the ambassadors that they recruit and train, the County and City will rely on a vast network of messengers to educate residents about the census and encourage them to participate. These messengers will include government agencies, community organizations, educational institutions, unions, and businesses.

To assist planning and outreach efforts, the County has developed a mapping application: the County Low Response Score (LRS) Mapping Tool. This customized application uses the Census Bureau's Planning Database and LRS data to identify census block groups that will be difficult to enumerate.

Local Philanthropy

Philanthropy within the region has also prioritized the 2020 Census. The California Community Foundation (CCF) has taken on a leadership role and already started funding local census planning efforts. Additionally, CCF is in the process of establishing a local philanthropic table to help support outreach efforts moving forward.

Los Angeles Regional Census Table

Finally, with the support of CCF, nonprofit organizations are laying the groundwork for a collaborative campaign and have established the Los Angeles Regional Census Table (LARCT). The LARCT plays a key role as a gathering space for community-based and other nonprofit

organizations. In that space, organizations are able to share knowledge and resources. They are also able to coordinate outreach efforts with each other and government agencies (i.e., Census Bureau, County of L.A., and City of L.A.) to ensure maximal coverage of HTC census tracts in the county. This table also serves as the Stakeholder Subcommittee of the 2020 Census Countywide Complete Count Committee.

These multiple efforts are promising, but coordination will be key if they are to have maximal effect. The remainder of this document outlines what that coordination could look like among the nonprofit sectors in the region.

3. Goals, Objectives, Strategy, and Estimated Cost for 2020

Goals

Following the 2010 California Counts campaign, the 2020 regional campaign should have two goals:

- Ensure that hard-to-count populations in the L.A. region are accurately counted; and
- Build a stronger movement infrastructure across the county that can improve opportunities and conditions for residents in the region who have been politically, economically, and socially marginalized.

These goals reflect the application of a “movement-building frame” to the census.²⁷ Applying such a frame fundamentally involves viewing the 2020 outreach campaign as both a short-term, issue-specific effort *and* an effort that can enhance the long-term work of systems change.²⁸

Objectives

With the movement-building frame and overarching goals in mind, the 2020 campaign should have the following high-level objectives:

- Increase participation rates among hard-to-count populations leading up to Census Day (April 1, 2020) and through the Nonresponse Followup Operation (April 2020 – July 2020);
- Ensure that hundreds of community-based and nonprofit organizations across the county develop and implement outreach campaigns;
- Ensure that these community-based and nonprofit organizations coordinate their outreach efforts with each other, government agencies, and media;
- Build strategic, organizational alliances across regions, demographic groups, and issues within the county; and
- Strengthen the capacity of organizations to build their skills and membership base.

²⁷ Ito et al., *Beyond the Count*.

²⁸ *Ibid.*

Strategy

To achieve these objectives, the regional strategy for 2020 should be similar to the statewide strategy for 2010. It should involve the following elements:

- Coordination of funding among regional philanthropic organizations;
- Coordination among philanthropic organizations, state agencies, local governments, community-based and nonprofit organizations, and the Census Bureau;
- Targeted outreach efforts in hard-to-count geographies and to hard-to-count populations throughout the county;
- Reliance on trusted community-based and nonprofit organizations to provide outreach in those geographies and to those populations;
- Reliance on trusted ethnic media to deliver targeted messaging in those geographies and to those populations;
- Development of a regional network of intermediary organizations to provide coordination, training, and other resources to community-based and nonprofit organizations; and
- Development of research, data, and mapping support for outreach efforts.

These elements should progress in four basic phases: (1) preparation, (2) education, (3) activation, and (4) follow-up (Table 2). These components reflect a strategic campaign that builds in intensity. See **appendix B** for more detailed information about the strategy, including information on preliminary target geographies, target populations, necessary resources, and necessary research. See **appendix C** for more details about outreach tactics.

The central actors in carrying out this particular strategy will be funders, community-based organizations/nonprofit organizations (e.g. local community organizations, volunteer networks, and direct service providers), intermediary organizations (e.g., statewide CBO alliances and civil rights organizations), media, and researchers. However, other partners include the Census Bureau, California Complete Count, the County's Chief Executive Office, the City of L.A.'s Census 2020 Initiative and other cities in the region, schools (e.g., Los Angeles Unified School District), labor (e.g., unions), and business.

Table 2: Four-Phased Outreach Strategy

Phase	Timing	Activities/Tactics
<p>1. Preparation: Focus on developing and preparing to execute field outreach plans</p>	<p>July 2018 – March 2019</p>	<ul style="list-style-type: none"> • Funders: Develop funding strategy; provide grants for outreach planning and research; establish spaces for coordination among funders and, separately, among community-based organizations (CBOs)/nonprofit organizations (NPOs) • CBOs/NPOs: Develop organizational outreach plans; build organizational capacity; identify and secure resources • Intermediaries: Develop organizational outreach plans; build organizational capacity; identify and secure resources; support CBOs/NPOs in developing outreach plans; provide subgrants to CBOs/NPOs • Media: Develop media outreach plans; build organizational capacity; identify and secure resources • Researchers: Conduct first wave of research on barriers for and effective messaging to hard-to-count populations; provide data and mapping support for CBO/NPO planning efforts
<p>2. Education: Focus on public education and consciousness raising about the census</p>	<p>April 2019 – December 2019</p>	<ul style="list-style-type: none"> • Funders: Provide grants for outreach and maintain spaces for coordination • CBOs/NPOs: Conduct public education workshops/presentation; conduct train-the-trainer sessions for anyone who will engage with residents during the activation phase; launch media messaging; distribute educational materials • Intermediaries: Conduct educational workshops/presentations for CBOs/NPOs; conduct train-the-trainer sessions for CBOs/NPOs; coordinate coalition activities for CBOs/NPOs; develop materials for CBOs/NPOs; provide subgrants to CBOs/NPOs; launch media messaging • Media: Launch media messaging

		<ul style="list-style-type: none"> • Researchers: Conduct second wave of research on barriers for and effective messaging to hard-to-count populations to account for any shifts in the sociopolitical environment
<p>3. Activation: Focus on ramping up the intensity of outreach and providing direct support to community residents</p>	<p>January 2020 – April 2020</p>	<ul style="list-style-type: none"> • Funders: Continue to provide grants for outreach; continue to maintain spaces for coordination; prepare to provide grants for evaluation • CBOs/NPOs: Continue public education workshops/presentations; continue media messaging; continue distributing materials; engage in direct contact via neighborhood canvassing and phone banking; provide technical assistance by hosting Census Action Kiosks (CAKs) • Intermediaries: Continue educational workshops/presentations for CBOs/NPOs; conduct train-the-trainer sessions for CBOs/NPOs; coordinate coalition activities for CBOs/NPOs; develop materials for CBOs/NPOs; continue media messaging • Media: Continue media messaging • Researchers: Provide data and mapping support
<p>4. Follow-Up: Focus on educating residents about the Census Bureau’s Nonresponse Followup Operation (NRFU) and providing targeted outreach to geographies with low response rates</p>	<p>April 2020 – July 2020</p> <ul style="list-style-type: none"> • Early NRFU will occur in April and will focus on blocks surrounding colleges and universities. • The main NRFU operation will begin in May. 	<ul style="list-style-type: none"> • Funders: Continue to provide grants for outreach; continue to maintain spaces for coordination; provide grants for evaluation • CBOs/NPOs: Continue public education workshops/presentations; continue media messaging; continue distributing materials; engage in direct contact via neighborhood canvassing and phone banking; provide technical assistance by hosting CAKs • Intermediaries: Continue educational workshops/presentations for CBOs/NPOs; conduct train-the-trainer sessions for CBOs/NPOs; coordinate coalition activities for CBOs/NPOs; develop materials for CBOs/NPOs; continue media messaging • Media: Continue media messaging • Researchers: Provide data and mapping support; develop and launch plans for post-outreach evaluation

Estimated Cost for Outreach Activities

Based on an analysis by members of the Census Policy Advocacy Network, it will cost \$40.2 million to reach the estimated minimum of 5.2 million hard-to-count residents in the county through the outreach activities listed in the strategy. This amount derives from cost-per-person estimates specifically for outreach by community-based and nonprofit organizations. These cost-per-person estimates are based on factors including but not limited to the cost of specific outreach activities (e.g., material distribution and neighborhood canvassing), the cost to conduct those activities in ways targeted to specific HTC populations, staffing, operating costs, technology, travel, and translation.

Funding should come from two sources. The primary source should be the State. As mentioned, the State has allocated \$90.3 million for an outreach program and those funds will support outreach by community-based and nonprofit organizations, media, state agencies, local governments, caseworkers, and schools. However, also as mentioned, it is currently unclear exactly how the State will distribute the funds among the various sources of outreach.

The other source of funding should be philanthropy. Philanthropy should be prepared to fill gaps left by the State. The following are some potential funding gaps: organizations that sit on the California Complete Count committee and are therefore ineligible for State funds; intermediary organizations that may be excluded from the scope of organizations eligible for State funds; and organizations that can conduct census-related research, provide technical assistance on data and mapping, and/or conduct evaluations of regional outreach efforts.

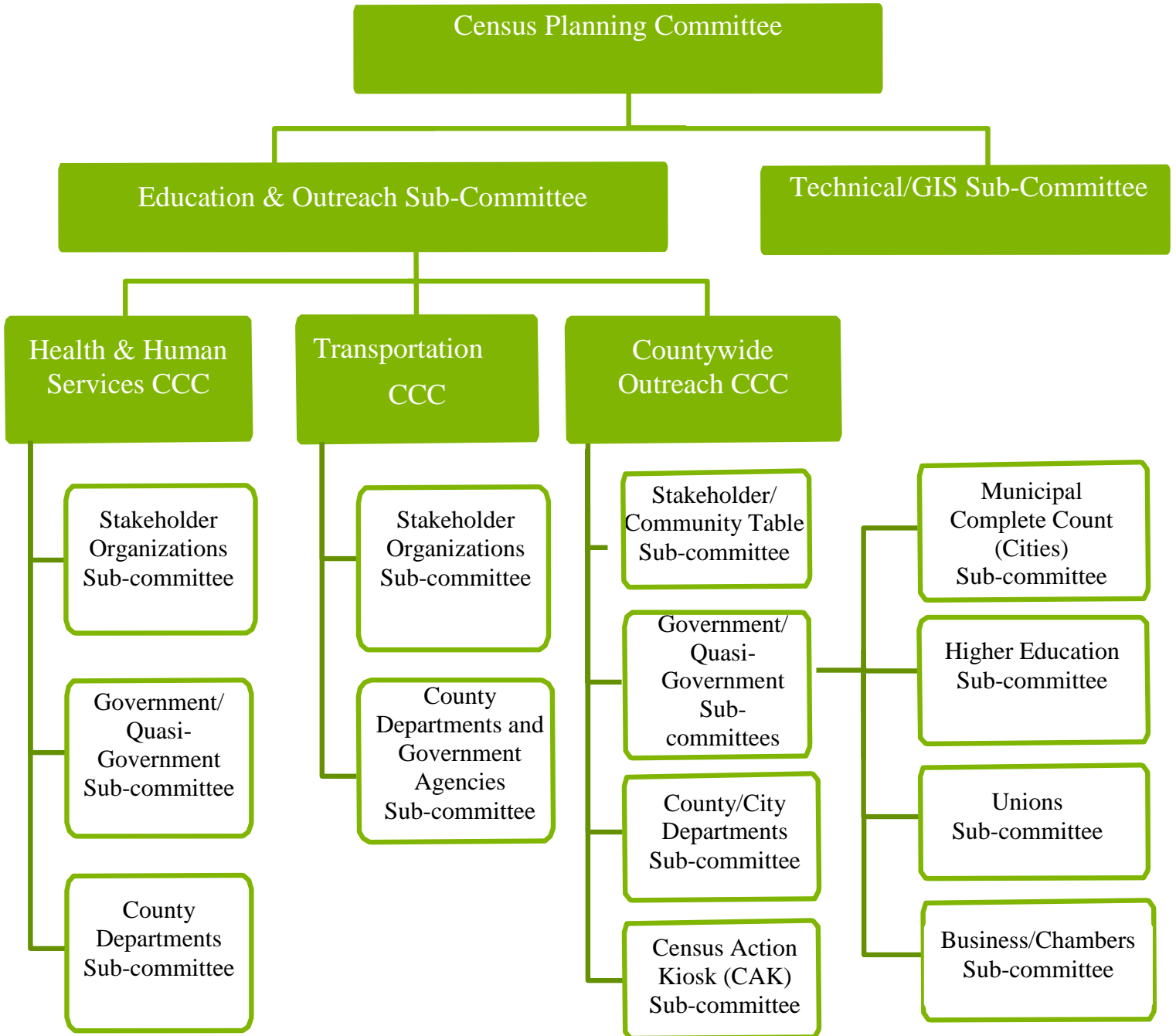
4. The Role of Funders (July 2018 – July 2020)

Funders will be central to the success of the general strategy just outlined. In line with what is happening at the state level, regional funders should develop and implement a coordinated grantmaking strategy and should take action in the following categories:

- **Strategic alignment:** A clear network of funders will be needed to provide support for census activities. This network should develop an overarching strategy that guides the alignment and coordination of grantmaking in the region. As mentioned, the California Community Foundation will establish a regional philanthropic table and will play a key role in coordinating efforts.
- **Grantmaking:** Organizations will need financial resources to carry out the outreach-related activities in all four phases mentioned above. Funders should provide grants for that work. Here are some suggested funding priorities by year:
 - 2018 – Funding for organizational planning and capacity building, spaces for coordination, the first wave of research on barriers for and effective messaging to hard-to-count populations, and technical assistance on data and mapping.

- 2019 – Funding for the execution of plans (particularly the education and activation phases), spaces for coordination, and the second wave of research.
 - 2020 – Funding for the execution of plans (particularly the follow-up phase), spaces for coordination, technical assistance on data and mapping, and evaluation.
- **Convening:** Convening will be necessary for building strategic, organizational alliances and coordinating efforts. Funders can add value to the campaign by bringing nonprofit organizations, local government agencies, and the Census Bureau together to ensure strategic coordination in planning and execution.
- **Evaluation:** The California Endowment commissioned two evaluations of the 2010 campaign: one assessed the collaborations and outreach strategies used to encourage participation in the census; the other assessed how well the census campaign facilitated movement building. These and similar assessments are valuable sources of information for future efforts. Funders should commission evaluations of the regional 2020 campaign.

Appendix A: LA County 2020 Census Organizational Chart: Complete Count Committees and Sub-committees



Appendix B: List of Preliminary Target Geographies, Target Populations, Necessary Resources, and Necessary Research

Regions within the County of L.A.	Cities/Areas
Antelope Valley	East Palmdale; Lancaster; Palmdale
Arroyo Verdugo	Glendale
Gateway Cities	Artesia; Bell; Bell Gardens; Bellflower; Cerritos; Commerce; Compton; Huntington Park; La Mirada; Lakewood; Long Beach; Maywood; Montebello; Norwalk; Paramount; Pico Rivera; South Gate; Whittier
San Gabriel Valley	Alhambra; Arcadia; Baldwin Park; Claremont; Diamond Bar; El Monte; Monterey Park; Pasadena; Pomona; Rosemead; San Dimas; San Gabriel; South El Monte; Temple City; Walnut; West Covina
Santa Clarita Valley	Santa Clarita
South Bay	Carson; Gardena; Hawthorne; Inglewood; Lawndale; Lomita; Palos Verdes; Redondo Beach; Torrance
Unincorporated Areas	Altadena; Belvedere Gardens; East L.A.; East Rancho Dominguez; Florence/Firestone; Hacienda Heights; Rowland Heights; Willowbrook;
West LA County	Culver City; Marina Del Rey; Westwood

Regions within the City of L.A.	Neighborhoods
Central	Angelino Heights; Historic Filipinotown; Hollywood; Koreatown; Little Armenia; Little Bangladesh; Thaitown
Downtown	Chinatown; Little Tokyo; Skid Row
Eastside	Boyle Heights; Lincoln Heights
Harbor Area	
Northeast	
San Fernando Valley	Arleta; North Hollywood; Northridge; Pacoima; Panorama City; Reseda; San Fernando; Sun Valley; Sylmar; Van Nuys;
South LA	Baldwin Hills; Baldwin Village; Central Alameda; Crenshaw; Green Meadows; Hyde Park; Jefferson; King Estates; Ladera Heights; Leimert Park; Park Mesa Heights; University Park; Vermont Harbor; Vermont Knowlles/Vista; Watts; Westmont/West Athens;
Westside	Palms; Venice

Target Populations	
Children (foster children; parents)	People who are LGBTQ
Elders	People who are formerly incarcerated
Immigrants (documented; undocumented; recently arrived; Black immigrants/refugees)	People with disabilities
Low-income communities	People with limited English proficiency
Faith-based communities (Jews; Muslims; Christians)	Racial and ethnic groups (African Americans; Arabs; Asian Americans; Latinos; Native Americans; Pacific Islanders)
People living in group quarters (prisons; jails; shelters)	Young adults (age 18-30; college students)
People who are homeless	Opioid Users
Women and families	People who live in accessory dwelling units

Necessary Resources
Printed materials (how-to guides; campaign placards/lawn signs; media toolkits)
Train-the-trainer sessions
Personnel (phone bankers; canvassers)
Electronic devices (computers/laptops; phones)
Technical assistance with L.A. County LRS tool and other mapping tools
Data and mapping support (data tracking)
Collaboration with other CBOs/NPOs in the area engaging in similar efforts
Incentives (food; special events)

Necessary Research
Barriers (e.g., access to computer/internet)
Message testing (e.g., population specific language)
HTC sub-populations census data (e.g., disaggregating Asian Americans)
Detailed mapping (e.g., mapping of specific neighborhoods)
Lessons learned from prior Census efforts (e.g., prior outreach to faith communities)
Fear of ICE/DHS (e.g., can ICE/DHS impersonate census enumerators?)

Appendix C: Additional Information on Outreach Tactics by Implementation Phase

Education Phase: April 2019 – December 2019

This phase is the first of three implementation stages and should focus on public education and consciousness raising about the census. This phase begins before, but also corresponds to, launch of the Census Bureau's advertising campaign, which will begin in November 2019. Activities include:

- **Public education workshops/presentations:** Census education workshops or classes hosted by CBOs, NPOs, and intermediary organizations may serve as the most effective vehicle for delivering information to communities that may not be knowledgeable about the census or who are fearful about how their information may be used. These workshops can serve to alleviate fears and anxiety among community residents.
- **Trainings:** Train-the-trainer sessions for staff, volunteers and others who will be engaging with community members during the activation phase will be especially helpful. These trainings will also help disseminate information to other CBOs and NPOs in the area.
- **Media messaging:** Effective outreach to HTC populations will require robust and coordinated outreach by individuals who can validate government messages and alleviate anxiety about responding to the questionnaire or enumerators. What residents hear from these trusted messengers will undoubtedly influence their decision to participate in the 2020 Census. Because of this, coordinated leveraging of social media and other types of media is critically important.
 - **Social media:** As a growing number of residents obtain at least part of their news consumption from social media platforms, these platforms will undoubtedly play a key role in any communications outreach strategy.
 - **Media:** Partnerships with ethnic media outlets and other types of media trusted by hard-to-count populations will be critical to delivering targeted audience-specific messages to residents that may require additional motivation to participate.
- **Distribution of materials:** CBOs and NPOs should distribute relevant census materials in the corresponding language for each community. This can take place during community meetings, fairs, webinars, and school events. To ensure linguistically and culturally appropriate translation of materials, organizations should work with the community to avoid any confusion.

Activation Phase: January 2020 – March 2020

This is the second stage of implementation and corresponds to the Bureau's launch of enumeration activities. The phase involves ramping up the intensity of outreach and providing direct support to community residents in filling out census questionnaires. The objective is to have a high surge of residents self-respond by Census Day (April 1, 2020). Activities include:

- **Public education workshops/presentations:** Census education workshops or classes should continue with an urgent call to action.
- **Direct contact:** At this point, organizations should begin canvassing activities and phone banking.
- **Media messaging:** Media messaging should be intensified.
- **Technical Assistance:** During this intensive outreach, CBOs and NPOs should provide direct assistance to residents in completing their forms. This can include hosting and/or staffing a one of the County/City Census Action Kiosks.²⁹
- **Distribution of materials:** CBOs and NPOs should distribute relevant census materials in the corresponding language for each community. This can take place during community meetings, fairs, webinars, and school events. To ensure linguistically and culturally appropriate translation of materials, organizations should work with the community to avoid any confusion.

Follow-Up Phase: April 2020 – July 2020

This is the third stage of implementation and corresponds to the Bureau's launch of the Nonresponse Followup Operation (NRFU), at which point it begins contacting people who did not self-respond to the census questionnaire by Census Day. Similar to the Activation Phase, this stage involves intensive education and outreach; however, using the live response mapping tool that the State intends to create, it can be much more targeted to census geographies with low response rates. The following activities continue:

- **Public education workshops/presentations:** Census education workshops or classes should continue with a focus on informing residents about the NRFU operation and with an urgent call to action.
- **Direct contact:** Canvassing and phone banking would continue in this phase but could be more geographically targeted to those census block groups that continue to have low response rates after Census Day.

²⁹ The Census Action Kiosks Subcommittee will consider whether organizations will need certification to host a Census Action Kiosk.

- **Media messaging:** During this phase, the messaging should now shift to convey a sense of urgency in completing the questionnaire, if residents want to avoid a Census Bureau Enumerator knocking on their door. Continued partnerships with media will help to reach HTC populations in a linguistically and culturally appropriate manner.
- **Technical Assistance:** During this intensive outreach, CBOs and NPOs should continue to provide direct assistance to residents in completing their forms. CAKs will still be necessary, but they could be geographically targeted to be in census tracts with persistent low response rates after Census Day.

Appendix D: The Process

This report was developed with input from 43 different entities, primarily community-based and nonprofit organizations that work with and on behalf of a wide range of populations throughout the L.A. region, including African Americans, Arab Americans, Asian Americans, Latinos, Native Americans, Pacific Islanders, low-income communities, faith-based communities, women and girls, immigrants, children, LGBTQ (lesbian, gay, bisexual, transgender, queer) people, people with disabilities, and people experiencing homelessness.

Entities primarily provided input through participation in the Los Angeles Regional Census Table (LARCT). In partnership with the California Community Foundation, various members of the Census Policy Advocacy Network, and the County and City of Los Angeles, Advancement Project California convened the LARCT for three in-person meetings and one conference call to discuss and provide feedback on elements of the report, particularly elements related to the goals, objectives, and strategy for 2020 Census outreach.

The following is a list of entities that participated in the process:

1. A New Way of Life
2. AARP California
3. Action Civics LA
4. Advancement Project California
5. Alliance of Californians for Community Empowerment
6. AltaMed Health Services Corporation
7. Antelope Valley Hispanic Chamber of Commerce
8. Asian Pacific Policy and Planning Council
9. Asian Americans Advancing Justice – Los Angeles
10. Bienestar Human Services
11. Black Women for Wellness
12. Border Angels
13. California Association of Nonprofits
14. California Calls
15. California Common Cause
16. California Native Vote Project
17. California Rural Legal Assistance, Inc.
18. California Women's Law Center
19. Child360
20. Children Now
21. City of Baldwin Park
22. City of Los Angeles
23. Clergy and Laity United for Economic Justice
24. Coalition for Humane Immigrant Rights (CHIRLA)
25. Community Coalition

26. Council of Mexican Federations
27. Council on American Islamic Relations – Los Angeles
28. County of Los Angeles
29. Empowering Pacific Islander Communities
30. Equality California
31. InnerCity Struggle
32. Jakara Movement
33. Los Angeles Black Worker Center
34. Los Angeles Unified School District SEPA Center
35. LA Voice
36. Mi Familia Vota Education Fund
37. Mobilize the Immigrant Vote
38. NALEO Educational Fund
39. Pacoima Beautiful
40. PICO California
41. South Asian Network
42. Southeast Community Development Corporation
43. YMCA of Metropolitan Los Angeles