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POLITICS, POLICY AND THE 2010 DECENNIAL CENSUS

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**Panel Discussions:**

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**Closing Remarks:**

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## P R O C E E D I N G S

MR. REAMER: Good afternoon, everybody. I'm Andrew Reamer. I'm with the Brookings Metropolitan Policy Program, and on behalf of Brookings and our co-sponsor today, the National Association of Latino Elected and Appointed Officials, I'm pleased to welcome you to Politics, Policy and the 2010 Decennial Census, a discussion of the plans and issues regarding the coming census which takes place 12-1/2 months from today.

I'll open today's event by providing some context, the value of the 2010 census to the nation and what it takes to realize that value. Brookings Vice President and Director of Governance Studies Darrell West will discuss the 2010 census in light of current political realities, and then NPR Senior Washington editor Ron Elving will moderate presentations and discussion by our panel: Robert Goldenkoff of the Government Accountability Office; Terri Ann Lowenthal, a consultant specializing in the census and former staff director of the House Subcommittee on Census and Population; Frank Vitrano, the Chief of the Census Bureau's Decennial Management Division; and Arturo Vargas, the Executive Director of NALEAO and the catalyst for this event.

Essentially, the quality of our democracy, the effectiveness of public policy at all levels of government, and the health of our economy

are dependent on a decennial census that accurately determines how many people live in every corner of the nation by age, sex, race, and Hispanic origin. Regarding our democracy, as is well known the Constitution says that the seats in the House of Representatives are to be apportioned among the states according to a census taken every 10 years, and that apportionment in turn drives the distribution of state votes in the Electoral College. State legislatures rely on the census population data to redraw congressional and state legislative district boundaries. Local governments use these data to determine county and city council districts, school board districts, and voting precincts. In the redistricting process, census demographic data are used to ensure compliance with the Voting Rights Act.

Regarding public policy, the decennial census and the annual updates of population size and characteristics derived from the decennial census are essential for effective government performance. In 2007 by our analysis, \$377 billion in federal funds were distributed across the nation on the basis in whole or in part of these statistics, the census statistics. Census data provide key benchmarks for federal enforcement of civil rights laws and court decisions concerning work force and housing discrimination. Census data play an important role in a wide variety of federal programs and policies such as those concerned with adult

education, small business development, veteran and senior citizen health, affordable housing, transportation planning, women in the labor force, farm workers, immigrants, disabled students, and ground water contamination -- to give but a few examples.

Very importantly, state and local governments rely heavily on census data to make investment decisions regarding, for example, the needs for school buildings, highways, affordable housing, work force training, and access to health care. How best to deploy criminal justice resources and how to plan for and respond to disasters.

The census has a pervasive influence on our economy. Businesses of all types and sizes use census data to identify markets, select sites for operations, make investment decisions, determine the goods and services to be offered, and assess labor markets. Hospitals and communities service organizations use census data to better serve the needs of their constituencies, and census data are essential to state and local efforts to promote business development and job creation. No small thing in this day and age.

Census data then are essential to pretty much everything we care about. Well, maybe not everything but certainly democracy, public policy, and the economy. It's a lot. So, what's it take to achieve a good census? Essentially two things are necessary. One is getting the census

questionnaire into every household and group quarters in the nation; and the second is to get people to accurately complete the questionnaire. If the Census Bureau can do that, we're in good shape. But to do these things, of course, is no small matter, particularly among populations that traditionally have been harder to count, including Latinos and African-Americans. So, to obtain a good count, we need a widespread awareness of the importance of being counted; trust that being counted will not cause a problem; the act of collaboration of state and local governments to help identify addresses and promote participation; over a million capable census workers; census methods and technologies that work is intended; adherence to good plans and schedules; and, essential to all else, effective leadership.

So, with that ground setting, I am pleased to introduce my colleague, Darrell West. As I said, Darrell is Brookings' Vice President and Director of Governance Studies. Prior to coming to Brookings in 2008, Darrell was Professor Political Science and Public Policy and Director of the Taubman Center for Public Policy at Brown University, and he specializes in topics of politics, policies, and electronic government.

Darrell.

MR. WEST: Thank you, Andrew. It's a pleasure to be here.

I want to thank all of you for coming out. It's our pleasure to welcome you

to Brookings, and I want to acknowledge the assistance of the National Association of Latino Elected and Appointed Officials for helping us put together this event, and we really appreciate their help.

Now, I have to start with a confession. I've always had a complicated relationship with the U.S. Census Bureau. In 1980, I moved from Bloomington, Indiana, to Washington, D.C., to start a research fellowship at Brookings. Now, I was contacted by the Census authorities in Indiana right before I moved. So, as a patriotic American, I filled out the form. But then right after I arrived in D.C., there's a knock at my door and a D.C. Census Bureau guy was standing there saying we need to have you fill out this form. Now, I patiently explained to this individual that I've already filled out my census form in Indiana, but this person was very persistent and told me his job was to get a complete enumeration of my apartment building. We argued about this for a while, and finally, just to get rid of the guy, I said okay, let me fill out your form. So, I know there's been a lot of attention -- we'll be hearing about it today I'm sure -- on the part of various groups that worry about under-accounts on the part of the census. I know for a fact that there was an over-account of at least one person in the 1980 census, because I filled out that form twice.

But the census is one of those topics that deserves a lot more attention than it gets. You know, in the contemporary situation, it

sometimes seems easier to get coverage for Michele Obama's wardrobe or a personal confrontation between John Stewart and Jim Cramer than a serious policy topic like the census. Indeed, the census used to be a topic for policy geeks. You know, it deals with pretty technical aspects -- you know, who fills out forms and what shall we do about the people who aren't counted in the census, but I think it's important to recognize that the census has great ramifications for the political process, and the political process has ramifications for the census.

As Andrew mentioned, before I came to Brookings last year, I taught political science at Brown University, and at the time of the 2000 census, we had a dynamic mayor named Buddy Cianci. Buddy was a colorful character who later went to federal prison on corruption charges. And it was always interesting -- after he got out of prison, he referred to his prison time as a sabbatical, and of course now he's gone on to become a very popular radio talk show host in Rhode Island. But in 2000 Cianci treated the census almost like a war-time mobilization. He hired a bunch of people to work with the Census Bureau. He had liaisons with a wide variety of community organizations who would go out and tell everybody the importance of getting an accurate count. He went to the colleges, the retirement homes, and other institutions within the city, and his message was very simple. He wanted to make sure Providence got

the most complete count possible. Now, why did this become such a mission for the mayor of Providence? It's because he recognized that census numbers affect how much federal money each city gets. And there's one thing Buddy was good on, and that was counting the money. Indeed, Providence really prospered during his administration, because he made sure the city got every dime from the federal government that was possible. And I think that tells us something important about the census. It shows how crucial the census is for state and local government. It is not just a geek subject but, rather, something that everybody who should -- something everybody should be concerned with regardless of whether your interest is education, health care, housing, or any other domestic issue, because regardless of what your policy area is, the census is going to, in part, determine the funding the levels for those particular agencies.

Now, Mayor Cianci also understood the importance of the census for measuring the new demographics of Providence. Providence, like many other urban areas around the country, has seen a substantial growth in the Latino population over the course of the preceding decade. In fact, as a result of the 2000 census, we've learned for the first time in history that Providence had become a majority minority city, meaning that if you added up all the Latinos, the African-Americans, and the Asian-Americans, the number for the first time topped 50 percent.

Now, this led the mayor to make a number of policy and personnel changes. He started appointing more people of color to his administration. He made changes in various programs, especially in the areas of education and health care. So, the census numbers really reverberated throughout the political system. At the national level, we also have seen how politics sometimes has intruded into the Census Bureau. A few weeks ago when President Obama nominated Republican Senator Gregg to be the Commerce Secretary, we had a terrific illustration of this point. People in the Obama administration apparently forgot that it's the Commerce Secretary who has responsibility for the Census. Indeed, there is a statutory requirement that the census director report to the Commerce Secretary and not to the President of the United States. Now, after the Gregg appointment was announced, there was a lot of jockeying on Capitol Hill as well as among various groups in the community. It turned out that in 1998, Senator Gregg had taken a very tough stance against using statistical sampling to adjust the census numbers in areas where it was believed that there was an under-count. This worried Democrats and some outside groups who thought that Senator Gregg would not be the right guy to assume this position. So, there was a lot of partisan bickering, complaints about the appointment. Eventually Senator Gregg withdrew, and the rest is history as they say.

But I think, as Andrew pointed out, the key issue in all of this is getting an accurate count. We cannot lose the public trust in the census. The success of the 2010 decennial census depends on the 306 million Americans trusting one another. If we lose that trust, it's going to be devastating for the entire system.

Thank you.

MR. REAMER: Thanks, Darrell.

I'm pleased to introduce Ron Elving, who's Senior Washington Editor for NPR, National Public Radio news. Many of us are familiar with his voice. It's reeked heaven with us in person.

For NPR, Ron manages the flow of national political news, serves as an on-air analyst, writes the twice-weekly column "Watching Washington for npr.org," and produces a weekly podcast with Ken Rudin called "It's all Politics." Ron Elving, our moderator.

MR. ELVING: Thank you very much, Andrew, Professor West. I want to welcome you all here. There is no more important subject facing the nation than the integrity of the body politic, and the subject that we have before us today is one of the key tests of that integrity. It's the way we measure it. It's the way we account for each other. It's the way we account for our democratic reliance on each other. So, we could not have a better panel to talk about this, and I'd just like to introduce you very

quickly to the members of that panel.

Closest to me here is Robert Goldenkoff. He has over 20 years of program evaluation experience with the U.S. Government Accountability Office, the GAO. He is currently the Director of GAO's Strategic Issues Team, where he's responsible for many of their assessments of the decennial census, as well as the management of the federal work force. A sizeable task.

Right next to him we have Terri Ann Lowenthal. She is a consultant, specializing in issues related to the census, the federal statistical system, and the use of data for policy purposes. She has worked with nonprofit, corporate, and federal agency clients as well as with scientific associations, and she is currently a consultant to several 2010 census projects, including the Census Project, the Leadership Conference on Civil Rights' 2010 Census Project, and the 2010 Public Education Campaign, and the Funder Census Initiative. Another busy person.

At the next seat, just on the other side, we have Frank Vitrano. He is the Chief of the Decennial Management Division at the U.S. Census Bureau, and he provides the executive leadership and overall direction, planning, and coordination for the 2010 census. So we have the man.

And Arturo Vargas. Known to many of you here, he is the Executive Director of the National Association of Latino Elected and Appointed Officials, a national membership organization of Latino policymakers and their supporters. He also serves as the Executive Director of the NALEO Educational Fund, an affiliated national nonprofit organization that strengthens the American democracy by promoting the full participation of Latinos in civic life.

And we will begin with Robert Goldenkoff.

MR. GOLDENKOFF: Well, thank you very much. It's a pleasure to be here today.

It was exactly one year ago this month that GAO first identified the 2010 census as a high-risk area, and what I'd like to do in my remarks today is talk about or provide an overview of the status of the decennial census, what's working, what's not, and what can be done about it; and my remarks -- two key points I want to stress today.

First, the Census Bureau goes to great lengths to accurately count the nation's population. This is why it's a pleasure to share the panel with Frank Vitrano. We've had a relationship with the Census Bureau going back, I don't know, 10, almost 20 years now since the 1990 census, and, really, everybody at the Census Bureau from the senior leadership down to the regional offices, local census offices, even the

temporary enumerators, are just incredibly committed to conducting an accurate count. But at the same time, there are a number of inherent challenges and newly emerging challenges that are unique to the 2010 census that have put the census at risk, and that's what I'd like to talk more about today.

First, if you get nothing more out of this presentation, just remember this slide, because this slide captures I think about 20 years worth of IG work, census work, GAO work. This is really one of the fundamental challenges facing the census today. Basically, the current approach of taking the census, which more or less -- the Census Bureau has been following the same approach since 1970 -- has reached the point of diminishing returns. It's costing more and more money to get essentially the same results, and what this slide shows is the cost per housing unit has gone up. Those are the bars. Everything is in 2010 dollars. So, you see what costs \$14 to count each household in 1970 today for the 2010 census will cost around \$100 per housing unit, okay? At the same time, by any measure of performance -- in this case the line shows response rate -- has declined or has flattened out. You can put error rates up against there. It still shows the same thing. The Census Bureau is spending more money and basically accomplishing the same results.

Another challenge facing the Census Bureau is reducing differential participation and under-counts. What this chart shows is the differential participation in the census, and you can see nationally the overall return rate was 74 percent, but you can see for different groups the return rate is much lower than that. Now, this doesn't mean that the different groups were entirely missed by the census. The Census Bureau has backup operations. The Census Bureau would send enumerators to each of these households to try and include all these different folks who didn't mail back their census forms. But the point is closing this gap represents an opportunity to increase the accuracy of the census because data collected by an enumerator, the Bureau has found, is less accurate than a self-completed questionnaire.

Another challenge facing the census is the diversity of our society. It's just becoming -- and this explains one of the reasons why it's becoming -- why we've reached the point of diminishing returns -- society has just become much more complex, more complex living arrangements. Back when the nation looked like Ozzie and Harriet, everybody lived like Ozzie and Harriet, the Census Bureau could count everybody cost effectively.

But we're no longer in an Ozzie and Harriet environment. We're in an Ozzie Osborn world, and so you see here just some examples

of the different living arrangements today. You see FEMA trailers after Katrina. This represents a challenge for the Bureau. Obviously there's a lot of vacant housing units but also people now are doubling up along the Gulf Coast, because of the hurricanes down there and also because of the foreclosures people are living in motels, people are living in basements, and so finding those people, the so-called hidden housing units, represents a challenge for the Bureau.

Other things -- here again, if you're not familiar with the census, you might say well, why is it costing so much money? Well, because people live in -- migrant farm workers in dormitories. The lower left-hand picture -- those are migrant farm worker dormitories, and I don't know -- I'm not sure if you read the sign there, but it says "No trespassing without written permission." Very intimidating, very difficult to get enumerators and address listers inside a compound like that. We came across one area. It was patrolled by a group of men with shotguns.

The picture on the lower right -- is that a group quarters? Many people living there? Or is it a single housing unit? Sometimes it's hard to determine.

Here's one of my favorite pictures. Again, you know, as the census is already underway, or will be in a couple of weeks, 140,000 address listers will be walking every street in the country to identify and

verify housing units. So, put yourself in the address lister's position. You come up to this house on the left, you see a shed in the backyard -- well, is that a shed, are there tools in there, or is there people living in there? Well, the decision that this temporary employee makes has implications either for cost or accuracy, dependent on whether they put it down as a shed or a housing unit.

The house on the right to, you know, a casual observer, that's your typical Cape Cod house. You would think it's a single-family housing unit, but upon closer examination, look at the detail there. Two doorbells. That's a clue that there's more than one family living in there. And they're probably in the basement. It's an illegally converted basement unit perhaps, and there was actually several on this particular block. But, you know, this is, again, why it costs so much money is that the Census Bureau needs operation after operation as a safety net. If they don't get you in one operation, they're going to get you in a subsequent operation. And why I like this picture is that, you know, there's a tendency to think, when you talk about the census, when you talk of hand-held computers, huge main-frame computers, GPS's, all this high-tech equipment, but from my view, I like -- I think it all comes down to doorbells, double doorbells, and other clues like that -- things like two names on a mailbox -- that could indicate that there's more than one family living in a particular household.

More broadly, these are some other reasons why the nation is getting increasingly difficult to count.

Okay, at the same time, there are some newly emerging challenges, challenges that are unique to the 2010 census. One thing, for example, there was a limited dress rehearsal. A dress rehearsal is a critical risk mitigation exercise for the census. Basically, it demonstrates that all the different activities and procedures will work in concert with one another, and it's a great confidence-building measure both for the Census Bureau and also for external parties, for Congress. Basically, it demonstrates that all these -- this complex machinery, all these moving parts will work together. Well, because of difficulties with a device called these hand-held computers, which I'll discuss in a minute, the dress rehearsal, which was planned for last year, was curtailed, so the Census Bureau did not get an opportunity to fully test, under operational conditions, many of the systems. Now, some of the operations the Bureau has done before, but at the same time some operations are new for 2010 and the Census Bureau has never used them in a census before. Fingerprinting for example. The Census Bureau will have to fingerprint all the thousands and thousands of employees that will be working for the agency. It's never been before. Is that going to be a choke point. Mailing a replacement questionnaire. It's a great idea in concept. It'll help boost

response rates. The Census Bureau had difficulties and wasn't able to do it for the 2000 census. As I said, it's a great idea for 2010. The question is can the Census Bureau remove those mail returns in time to get this second mailing out, and that's an open question.

Related to that was that TIT systems were not fully systems. There was limited integration and end-to-end testing. Basically, the handshakes between different systems were not tested under operational conditions. Plans for completing this system have not been developed. There was limited end-to-end testing of critical operations, such as nonresponse follow-up and group quarters. The Bureau lacked some master address lists of critical interfaces between systems. And not having this information this late in the decade is unacceptable. The Bureau's guidance on testing is neither mandatory nor specific enough to ensure consistency in testing, and so again whether or not these different IT systems will work in concert with one another is also an open question.

All these issues are set against a backdrop of a lack of precise cost estimates. We've seen cost estimates ranging between \$14 and 15 billion, the most expensive census in our nation's history. We've recommended the Census Bureau update some of the assumptions behind those cost estimates. Congress and the nation should know how much the census is going to cost. But so far the Census Bureau has not

done that. And we also have concerns about does the Census Bureau have staff cost estimators on board to do an accurate estimate of the cost of the cost of the census.

And then of course the schedule is compressed. Time is running out, and over the next 12 months the Census Bureau really needs to do three major things. They need to finalize plans for the census, implement operations for the census, as well as plan for 2020, and all this against the fact that there's no census director in place. And if you think of the decennial census as a Super Bowl of statistical programs, it's about the last five minutes of the game, there are no time-outs left, and there's no permanent coach in place.

So, moving forward, these are some things that we have recommended that the Census Bureau should concentrate on. First, strengthen executive-level oversight to model testing and manage risks; develop metrics to monitor the completion of IT tests; prioritize what the Census Bureau does by focusing on critical systems; and then focus on risk and cost management.

For our part, GAO will continue working constructively with the Census Bureau, working with Congress, working with Commerce IG; and our focus will be on the key ingredients of a successful census, basically those activities and operations that are the major drivers of cost

and accuracy -- things like developing a complete and accurate address list, marketing to boost participation, and get traditionally hard-to-count folks included in the census, effective IT systems, and then, of course, reliable cost model to estimate resources.

So, with that, I will turn it over to Terri Ann. Thank you very much.

MS. LOWENTHAL: Robert, do you want to turn this off? Oh, you're just leaving it?

MR. GOLDENKOFF: You can turn it off. I don't want to touch anything. I mean --

MS. LOWENTHAL: Everybody know how low-tech I am. I'm not sure I know how to turn off a laptop.

Thank you, Robert, that was a very useful overview of where the Census Bureau is at.

Good afternoon, and I just want to quickly thank Brookings Institution, which has been doing some really useful analysis of the importance of the census to local communities, to states and counties, especially in terms of federal fund allocation and the like, and also of course to NALEO, our good friends who have really played a leadership role in mobilizing stakeholder communities in support of not just this census but many past censuses.

I have been asked to talk about policy and politics. There's a short amount of time. There's a lot of ground to cover. And so I thought I would boil the issues down to an old move, The Good, The Bad, and The Ugly. I'm going to try to finish, though, on a positive note, so I'm going to start with the ugly, move to the bad, and try to finish with the good.

The ugly. I have two primary concerns. One is partisan politics, and the other is the economy. Now, partisan politics. Darrell, you made some mention of this -- the political controversy du jour. Whether the Obama White House will exercise improper influence over the next census and potentially bypass the Commerce secretary in overseeing the Census Bureau has dominated policy circles and the news media in the early weeks of this administration. And I think that's unfortunate, because it shifted focus away from the genuine challenges and concerns that confront us a year away from the start of the census.

I think that the suggestion that the White House -- the White House -- will somehow manipulate the census process for partisan gain is a red herring. I think the continual drumbeat along this is distraction from the genuine challenges that are facing the Census Bureau heading into 2010. And I can't help but wonder if the administration's critics want us to forget some of the troubling factors that put the 2010 Census on both GAO's and the Commerce Department's Inspector General's high risk list,

factors like an under funded paid media and campaign and partnership program, an IT contract that pretty much failed and forced the Census Bureau to throw out the play book late in the game, continued uncertainty about the performance capabilities of some of the technology Robert mentioned a few minutes ago, and significant turnover of the senior staff in the Decennial Census chain of command. And all of these factors do, in significant part, decisions made by the previous administration. You know what, I hope this President gets involved in the 2010 Census. I hope this President energizes and mobilizes Americans to participate in the Census, just the way he energized and mobilized people during the campaign, in a way we haven't seen in decades. I hope the President uses his bully pulpit to spark a higher level of engagement in the nation's civic life, just like he did during this campaign. Because the fact of the matter is that the kinds of people who were not involved in campaigns and elections and voting, who didn't feel connected to the country's processes of governance, are the same people who are more likely to be missed in the Census.

And so I challenge the administration's critics to use their obvious interest in the Census, not to continue to sew seeds of doubt about the integrity of the process and the public consciousness, but instead, to join with the President in building public confidence in the

Census and in persuading all Americans to participate.

And second, the economy; I am very worried about the effects of the economic downturn on the Census Bureau's ability to produce an accurate count, conditions that didn't exist when the Census Bureau was planning this count.

The growing displacement of people due to job loss and loss of homes through foreclosure, abandonment of neighborhoods could pose multiple challenges to traditional counting methods. Address canvassers must decide if abandoned homes that have been stripped bear of plumbing and doors, appliances and other fixtures, you know, in a tanking economy, does that home meet the Census Bureau's definition of a housing unit? There was a recent New York Times magazine cover story about neighborhoods in several major cities, Atlanta, Minneapolis, Chicago, Denver among them, where one in five homes is vacant, and determining the status of a vacant home costs more money and takes more time.

And I can imagine there are some destitute neighborhoods where Census takers would rather not venture. And I am not yet confident that the Census Bureau has developed adequate strategies to meet these new conditions, to count people and their families displaced from their homes, or those facing the prospect of losing their homes and their

possessions, families that are doubled up, living with relatives or friends after losing their homes, people living in tense cities now after losing their jobs, families living in motels, again, after losing their homes, and families who are afraid to open their door to a stranger because they don't know if the next knock on the door is the marshal with a notice of foreclosure, you know, or perhaps the repo man.

And so I hope the Census Bureau will consider both communications and counting strategies to reach the segment of the population that does not fit neatly, if at all, into the current enumeration plans. All right. Now onto the bad, again, two concerns, one is preparation and one is leadership. The start of the Census is one year away. And Robert carefully outlined and GAO did in a very recent report presented to Congress that there are some major operational and processing systems for the 2010 Census that have not been fully tested and may not be before the Census starts.

And so I'm not going to comment on that in any detail except to say that I was somewhat taken aback after reading GAO's report about the breadth of testing that remains to be done. I don't think the Census Bureau has been in that situation this close to the Census in recent history.

And with the potential for system failure higher than in recent

decades, I think the importance of contingency planning is elevated, and I really urge the Congress to monitor final planning and preparations closely and frequently.

And then second, leadership, again, Robert and others alluded to this, even when the ship is sailing with a competent and dedicated crew, it's likely to drift if the captain's chair is empty. There is universal agreement that the President must name a new Census director quickly, someone to set priorities and make difficult decisions and work with other top government officials to address some of the unresolved operational issues, Robert mentioned fingerprinting, for example, someone to ensure that money that's allocated for the Census, and it's a significant amount, to be sure, is spent wisely, someone to be a champion for the Census Bureau and for this hard working staff, both at headquarters and in regional and local offices, and someone to carry the banner of a civic celebration out to the American people.

I don't have much to report on this front. I can note that the White House is carefully reviewing a list of candidates submitted by both stakeholders and members of Congress, and it's possible that they're getting close to a candidate. But I would say, most importantly, we need to say a collective prayer that a candidate with broad experience, strong management skills, and respected scientific credentials emerges soon.

And finally, I'll close with the good. There's always got to be a silver lining somewhere. Two bright spots I think that are factors that are key to overcoming the significant challenges going into the next Census; one, and I say this a little tentatively, is funding, and the second is stakeholder support funding. The Census Bureau finally has the money it needs for 2009, about \$2.7 billion for final 2010 Census preparations, including address canvassing, validation of group quarters, printing the questionnaires, and partnership activities. And there is more money in the pipeline this year, roughly a quarter of a billion dollars from the stimulus bill that will be used to expand partnership efforts significantly and to increase paid media buys in hard to count communities.

The funding picture for 2010 is a little fuzzier because the administration has not released a more detailed budget request and won't until next month. The President said in his budget outline that he is proposing full funding for Census operations in 2010 over and above the \$1 billion in total additional funds included in the stimulus package.

I'm hopeful that the remaining \$750 million in the stimulus money will be used primarily to reinforce the army of Census takers fanning out across the country next year, which is what I think Congress intended, to visit the unresponsive households, of course, because I think flooding low mail response areas with Census takers early in the follow-up

phase, next April, will help sustain the momentum that surrounds Census day, and it'll move the completion rates rapidly upward in many communities, which builds public confidence. It also results in more accurate data collection, to collect the data as close to Census day as possible, and it leaves more time and resources to count the most difficult households.

And in closing, stakeholder support. What does give me the most hope amid all this uncertainty surrounding the next Census are the efforts of stakeholders like NALEO and many other organizations represented in this room today. I think it's your voices, the trusted voices of opinion leaders and gatekeepers at the national, state, and local levels that will convince people of diverse cultural, linguistic, economic backgrounds that it's safe and it's important to participate in the Census.

You've launched 2010 Census be counted campaigns, you're hosting meetings, sharing information, education policy-makers, philanthropic organizations are stepping up to the plate in growing numbers, I'm pleased to report, to support public education and outreach efforts in hard to count communities, and Americans are applying for Census jobs in record numbers, perhaps not surprisingly. And I think that's where the focus needs to stay, on these stakeholder efforts, on outreach, on promotion, on partnership for the next year and a half, on

educating the public about the benefits of an accurate Census to one's community and family, on reassuring those with a skeptical view of government that the Census is confidential, and frankly, I think that it might help to tell people that the safest way to answer the Census or to participate is to mail back the form, because then a stranger with a government badge doesn't have to come knock on your door.

And, of course, outreach and promotion through culturally appropriate avenues of communication. There's a lot of work left to do, as always, and a lot of challenges to overcome, but I do remain hopeful that the momentum coming out of a historic election will help convince people who have been left out of this count for decade after decade that this Census, just like the election, is all about them, and that we have another chance to turn the tide of history and to be heard. So thank you very much, and I am pleased to turn this over to someone who actually has to do the job, and that's Frank Vitrano from the Census Bureau.

MR. VITRANO: Good afternoon. This afternoon I was asked to describe the research we've done regarding hard to count population groups and how it shapes the 2010 Census integrated communications plan. But first I want to provide just a brief update on where we are with the implementation of the 2010 Census and how the research for the communication plan fits into the broader Census effort.

I'd also like to acknowledge Nancy Bates, who prepared most of this presentation.

The 2010 Census has started. Over 11,500 state and local and tribal governments participated in the local update of Census addresses program or the LUCA program to review our address list in advance of our address canvassing operation.

Listers will begin being trained for the address canvassing operation next week, by April 6<sup>th</sup>. We will be in production for address canvassing in 100 early local Census offices nation-wide.

We're holding a kick-off meeting with our national partners on Monday, March 30<sup>th</sup>. In the meantime, the regional partnership staff, 680 people nation-wide, are in place. The folks we've hired so far speak a combined 55 languages. They're busy now meeting with local groups, helping them form complete count committees, and we are forming other partnership agreements which will help us tremendously in the months ahead. Operational system development and testing continues, and I think in Q and A I might come back to this topic given Robert's comments. We've completed all the dress rehearsal activities that we could. Additional system and operational tests will occur this spring and summer, that is absolutely true.

All of our major management processes are also in place.

This includes this weekly management of our integrated program schedule, which has over 11,000 activities in it. We've developed a risk management process that includes producing risk mitigation plans and contingency plans. All parts of the program are reviewed in program management reviews that occur at various intervals depending on the topic and the audience. Census day is one year and 14 days away, but who's counting.

A major goal with our planning for the 2010 Census is improving coverage of the population. That includes counting everyone once, only once, and in the right place. There are many components to the program that attempt to address this goal, I'm just going to mention a few of them now, improvements in our address list, in our geographic information system, improvements in our language program, including mailing out a bilingual form to around 13 million households. We've also expanded our coverage follow-up program from Census 2000, which involves recontacting households to collect additional information to make sure everyone was counted correctly. This includes recontacting large households since there's only room for up to six people on the basic Census form.

Recontacting households who may have responded yes to one of our new coverage questions on the form that are aimed at

determining if any households may have forgotten to include someone or may have included someone they shouldn't have.

There are other reasons that may lead us to recontacting households such as account discrepancy, when the households tells us there's a certain number of people in the household, but then they give us detailed data for a different number of people.

Last, but certainly not least, we plan to improve coverage in the Census through all of our efforts to encourage participation through the communications program, whose components include paid advertising, a public relations effort, a national and regional partnership program, and the Census in Schools program. Now I'm going to focus a little bit on how the communications program has been informed by the research we've been doing the past couple of years. I'm going to try to address four questions, what are the characteristics of the hard to count populations in 2010, what are the obstacles to counting those populations, how do research results translate into the communications campaign, and what are some specific insights into the hard to count Hispanic populations?

We've used a variety of sources to help answer these questions. I think you will see that the efforts in the communication program are much more data driven than we had going into Census 2000.

We've analyzed the Census 2000 Planning Data Base which provides Census track level information about mail return rates, hard to count scores, and socio demographic indicators.

We've also used data from the more recent American Community Survey. Using this actual behavioral data from Census 2000 and the American Community Survey is certainly an advancement over relying on the surrogate information that we used in 2000, which was basically a civic participation model, how active people were in civic activities. We've commissioned several rounds of focus groups for hard to count populations to address the creative platform and to conduct copy testing for the advertising that we're now developing. We've commissioned a special survey to understand motivators and barriers to participation in the Census.

I mentioned hard to count scores, let me describe this concept. Hard to count scores were developed by Census demographers. The scores are comprised of 12 Census track characteristics that are highly correlated and predictive of low mail back return rates and undercounted populations. The characteristics are on slide seven of the handout.

By studying this information, the goal is to understand or uncover the broader constructs that describe hard to count populations.

We can then use this knowledge to design targeted messages and approaches to reach these populations.

A factor analysis uncovered three distinct constructs of the hard to count population. Factor one, this is on slide eight, economically disadvantaged. They had high factor loadings on vacant housing, poverty, unemployment, and less than high school education. Factor two are the unattached single mobiles. They had high factor loadings of multi units, renters, single person households, and high mobility, as defined by having moved last year. Factor three is high density areas with pockets of high linguistically isolated areas. These tracks have high factor loadings on crowded housing, linguistic isolation, and less than high school education.

Just by looking at the characteristics of these constructs, you can start to see some differences. Each may have below average Census mail participation, but we should approach each group a little differently.

Next I'm going to describe the 2010 Census campaign audience segmentation. Again, using the 12 variables that comprise the hard to count score, we tap the 2000 Planning Data Base and perform cluster analysis to develop eight clusters. We validated this by including more recent data from the American Community Survey, that is, we looked at more detailed socio demographic data such as income, age, foreign born, and also mail return rates from the American Community

Survey.

This research divides the nation's population into eight clusters to help us more effectively develop strategies, messages, and materials to target them. Each has its own distinguishing characteristics and consumes its own media. The eight identified clusters are presented on slide nine. The hard to count populations reside in five of these segments. Ethnic enclave was one and two, economically disadvantaged one and two, and single, unattached mobiles.

Census tracks in these clusters that had below average mail return rates in Census 2000 and also in the ACS and they have above average hard to count scores. Historically, undercounted populations are disproportionately located in these different clusters. For example, blacks are disproportionately represented in the economically disadvantaged one and two segments, Hispanics are disproportionately represented in ethnic enclaves one and two, Asians are disproportionately represented in ethnic enclave two and in the single, unattached mobile segment.

So now zooming in a little bit on the Hispanic audience profile by cluster, first, let's look at the percent of Hispanic households in each cluster, this is on slide ten. The first column of percentages provides the distribution of the Hispanic population across these clusters. The largest percent of the Hispanic population is located all around average

one, that cluster with 20.8 percent of the Hispanic households in this group. However, when you look at the make-up of each cluster, which is the second column percentages, you see that Hispanics make up a disproportionate amount of the ethnic enclave cluster one, 59.9 percent of that cluster made up of Hispanics, ethnic enclave two cluster, and the economically disadvantaged two cluster.

These clusters had mail response rates well below in Census 2000. These clusters represent where we find the hard to count Hispanic population.

The next slide shows a map that gives you a macro level sense of where and how clusters are distributed across the United States. This provides just some face validity to the research, it's not meant to be used for track level targeting, but messages could be rolled up for larger units for analysis.

You can see on this chart that – you can see some ethnic enclaves in southern Texas, and California, or Arizona, New Mexico, et cetera. So some of this sort of really does ring true when you look at the map.

Now, audience segmentation tells you where hard to count populations tend to reside, how large they are, and what they look like, but it doesn't tell you why these populations choose not to participate. To find

out the why, we commissioned a survey in the summer of 2008. We thought it was critical for us to understand where U.S. population was in our post 911 climate when it comes to potential Census participation.

We used a multi mode survey that over sampled hard to count populations. We asked about Census awareness, attitudes, knowledge, and intent to participate. We looked at respondent's beliefs regarding confidentiality, and we attempted to measure skepticism.

We also ascertained barriers to participation, as well as motivators. We had respondents rank potential messages as to whether the messages would make them more likely to participate, less likely to participate, or have no effect.

The result segmented the respondents into five different Census mindsets. Leading edge, these are positively predisposed, high knowledge of Census. High intent to participate, they tend to be affluent and educated. The head-nodders, positively predisposed and high intent to participate, however, they claim to know more than they do. They're easily swayed and they change their minds quickly. These folks were less affluent. The insulated, they have heard of the Census, but readily admit they don't know much. They don't know how the Census occurs, when, or why, and they don't believe it's confidential. The unacquainted are completely unaware of the Census, they've never heard of it, it contains

more foreign born who speak languages other than English at home. And then the cynical fifth, almost 20 percent of the total population are negatively predisposed, mistrust government, and don't believe Census is confidential, skeptical of Census benefits, yet they have high Census knowledge. This cuts across all race and ethnic groups.

The Hispanics are over represented in two of the mindsets, first, the unacquainted mindset. Again, they've never heard of the Census, they know nothing about it, low civic participation, almost half are non-U.S. born, most speak languages other than English in their homes. This group, among the different mindsets, have the largest households, they tend to have children in the household, and they're the least educated and lowest income.

Hispanics also over represent the insulated mindset. They have heard of the Census, but they don't know much about it. They question the impact of the Census because they haven't seen results in their neighborhood. Many don't speak English at home, less likely to have children, they do tend to have low incomes, and low education levels. So just to summarize this research, I realize it's a lot of numbers and a lot of research, but ultimately, it really does sort of drive for us, looking, again, just at the Hispanic hard to count populations, we can start to identify geographically where they are, as well as look at their characteristics. So

some of that's right on slides 15 and 16.

On 16, I'll just mention that regarding barriers to participation in the Census, education is key. Hispanic scores on knowledge questions to the survey was low. They don't know what the Census is or how it works, they may have never heard of the Census, they're completely unaware.

Confidentiality assurance is critical. Hispanics score low on confidentiality index. They believe answers can be used against them. We must use trusted sources to deliver the messages, for example, in language, talk radio, religious leaders, et cetera.

To succeed with these hard to count groups, the Census Bureau must also overcome language and literacy barriers. The majority of the ethnic enclave one and two are foreign born, 90 percent speak Spanish at home, greater than 50 percent have less than a high school education. The use of the bilingual questionnaire in some areas should greatly help out with this. Our use of questionnaire assistance centers all around the country also is intended to help with this.

Motivators, Hispanics have told us in the survey that personal Census benefits such as job training or health care, receiving their fair share, planning for future, would motivate them to participate in the Census. We need to be able to successfully convey that the Census

is safe and confidential.

So what's next? I've obviously focused on Hispanic hard to count populations, but similar analysis have been done for all demographic groups. And this information will service well as we go into our next phase of the communications program.

We've been in the middle of copy testing, we finished our first round of focus groups, and that's – we did that across the entire nation, very specific population groups included in that focus testing. For the Hispanic groups, we've included Mexican immigrants, Cuban immigrants, Central South American immigrants, and Puerto Ricans. Now the creative is being revised and there will be several rounds of review with the Census Bureau and with other stakeholders through the summer. The actual paid advertising campaign will be launched in January of 2010 and will run through June of 2010 to help our numerators do their jobs when they have to go out knocking on doors. And that concludes my presentation. Thank you. And I'll turn it over to Arturo.

MR. VARGAS: Thank you, Frank. I'd like to first begin by thanking the Brookings Institution for the opportunity to partner with you on this forum. It was our effort to try to elevate the conversation a little bit about what are the issues effecting preparations for the 2010 Census, and to my colleagues who are sharing the stage with me for taking the time to

be here for this conversation.

Now, the Census is absolutely important to NALEO, it is core to our mission of civic engagement of Latinos. If we don't have a full count of our community for other reasons that were enumerated earlier, we're unable to complete our mission. But the fact is that any one of my sister organizations who are working to achieve a full count could be here at this podium talking about the importance of the Census to the Asian American community, the Native American community, African American community, any one of the communities that are a part of our work to promote a full count of the Census. But with regard to the Latino community and why we think it's of particular importance to this population, the fact remains that Latinos now are the nation's second largest population group. We are roughly 14 percent of the population and about 45 million individuals residing in the United States.

Another undercount of the Latino community, of which there has been in every single Census, simply represents a failed Census. The Census cannot succeed if we do not have an accurate count of the Latino community. In fact, the Census Bureau has estimated that this nation grows by a person every 15 seconds. When we look at births and death and people who come into this country and leave this country, we grow by about a person every 15 seconds.

Every 30 seconds, that person is a Latino or a Latina, okay. So we've been in this room now for about an hour, this country has grown by about 240 people, 120 of them are Latinos and Latinas.

It is crucial to the mission of the Census Bureau to make sure this population is counted. Not only has this population grown over the past seven, eight years, and by 2010 significantly, it has become more diverse, it has become more foreign born, and all the factors that have been associated, as Frank discussed, with hard to count populations have become more pronounced over the past decade.

We have had a serious conversation in this country about immigration reform, and there is no resolution. We still don't have a resolution for some 12 million people living in this country who are constitutionally required to be counted by the Census Bureau in terms of the status of the United States.

They live in the shadows, they have reasonable fear of contact with law enforcement, reasonable fear of contact with local state government, and absolutely reasonable fear for contact with the federal government. Imagine the challenge we have to convince a population of immigrants who are here in undocumented fashion that they should fill out a form, write other names down of everybody who lives in their family, when they were born, their genders, if they're Hispanic, their race, and

then send it over to the federal government, and trust us, it's safe, we're not going to share it with anybody else, but that's the challenge we have. And it's not just undocumented immigrants that we're concerned about. The fact are that there are many Latino households and other household immigrant communities that are mixed households, where we have multi generational families, people who are U.S. citizens, born here, grandchildren of U.S. citizens, but maybe great grandparents who are immigrants. And there was a fear of whether or not enumerating everybody in that household would put that family at risk.

There are other challenges to the enumeration that presents itself to these populations. There are structural challenges to the Bureau, as Robert, thank you, Robert, discussed, about this being enumeration of households. Well, we know not everybody lives at a household with an address, and those addresses are the ones that are being now canvassed beginning next month.

Identifying those addresses, where people reside, those converted garages, two or three families living in a single household will represent a challenge to making sure that everybody in that home who receives a Census form by mail returns it.

But the economy and the impact of the recession on just that

method of counting people, I don't think we can underestimate. With people losing their homes, with people forced out of where they have lived, and we look at who those people have been, people with subprime mortgages, people who perhaps should not have been given a loan to begin with. They are going to be added to the hard to count population. These are individuals who feel that perhaps society has failed them. They tried to live the American Dream, and they had lost their home, they had lost their job. Many of them are retreating further away from society, and now we have the challenge to tell them come 2010: Come participate in this big civic event, or the 2010 census. That's the new challenge that we have in the economy.

Our fear at NALEO, with our sister organizations who are working together to promote a full count, is that the plans today to enumerate the population were developed in '06, '07, '08 that weren't developed for 2010 economy. They weren't developed for 2010 circumstances that are affecting our society, or will be, in a year.

So we have some challenges ahead of us. There are some positive elements when it comes to the enumeration of Latinos and other population groups. I don't want to estimate how important it is that finally, finally there will be a form that is in English and Spanish that would be mailed out to 13 million households. This is something that our

organization has been advocating for decades -- well, three years, but for decades in the sense it happens every 10 years.

Finally, in 2010 there will be a form mailed out to households, but only 13 million households, and there are many more Spanish-speaking households than 13 million. So not everybody where Spanish is spoken will receive a form that is in English and Spanish. And, of course, the forms will only be mailed out in those -- there is only one bilingual form, English and Spanish.

I see Terri out here from the Asian American Justice Center. She has been an incredible advocate for making sure that more language materials are made available to the diversity of languages that exist in the Asian American community.

The fact that the economy has affected states and localities should not be lost upon us as well. In the 2000 census, many states, counties, and cities launched their own outreach campaigns to compliment what the Census Bureau was doing. Census Bureaus paid advertising campaign in 2000 was incredibly effective, but so was the resources that were put in by states like California, who invested nearly \$30 million to do a full-count campaign throughout that state. And it shows results. California had a higher than average mail response rate than other states did. But California is broke. California is not going to be able to invest any

money in the census.

The irony is that those populations that most stand to benefit from a full enumeration because of how funds are distributed based on census counts and because of how the House is reapportioned, those states today are the ones that stand to lose the most.

So we have a job to do, and rest assured that our organizations are doing all we can to compliment the efforts of the census. My organization, NALEO, has joined with the Leadership Conference of Civil Rights, and organizations like the Asian American Justice Center, the NAACP, the National Congress of American Indians to launch a coordinated effort to reach individuals in our communities through advertising, through community outreach, through efforts that we know need to be undertaken.

We are told by the Census Bureau that we are the trusted messengers, we are the trusted voices, but we know there are many, many more voices out there that need to be brought into this participation. And within the Latino community itself, we are launching a more in-depth effort. We have been coordinating with Spanish language media a campaign now over the past three years to engender a sense of civic engagement among all Latinos living in the United States.

We saw an incredible interest in people wanting to have a

voice in public policy in 2006 when millions of immigrants, and immigrant and supporters of immigrants, took to the streets of America in a way this country has never seen before when they asked for justice in requesting comprehensive immigration reform. Millions took to the streets in America in 2006. We try to capture that enthusiasm and try to channel that then into action.

Since 2007 we launched a campaign called, "Ya es hora ¡Ciudadanía," which translates into: "It's Time. Citizenship!" And we try to capture that enthusiasm with people taking to the streets and say, "You're right. You need to have a voice in this process. Marching is important, but if you're eligible to become a citizen, so is naturalizing."

So working with Spanish language media, (Spanish) Communications, Intervision Communications, and Informedia, and with sister organizations like NCLR and SEIU, and 400 community-based organizations, we did an aero-campaign, a ground campaign to encourage people to apply for naturalization. And the UCIS attributes the historic 1.4 million applications submitted in 2007 to this campaign that we were able to mobilize so many immigrants to apply for U.S. citizenship, and for the first time in naturalization roles Latin American origin legal permit residents were the single largest group of immigrants asking to become U.S. citizens. A million of them became citizens in time to vote on November

4th of last year.

We transitioned that campaign of civil engagement with a message of voting. If you're a citizen and you're of voting age, you have to have a voice in this country, so we went from "Ya es hora ¡Ciudadanía!" to "Ya es hora, ve y vota!" "It's time to go and vote."

And we'll take some credit for those 10 million Latinos that came out and voted in November, and we actually have a much greater impact on the primary season, but that's a different conversation. We're now transitioning that campaign to the next phase. We know we can mobilize people to take to the streets using Spanish language media and trusted voices like radio and, actually, technology and texting. And that's how many young people were able to motivate so many millions of people to take to the streets.

We know we can motivate people to apply for citizenship. We know we can motivate people to vote. We have a trusted and reliable formula; we're not going to test that with the census. So we're going in onto the next phase which is called "Ya es hora, Hágase contar!" "It's time, make yourself count."

And it's an effort to try to build on that in same enthusiasm we find in 2006 of those millions who took to the streets, and we hope to come back to them with the message of: It doesn't matter if you're eligible

to become a citizen or not. It doesn't matter if you're 18 years old and you're a citizen. It doesn't matter what your legal status is. What matters is that if you live in this country, the Constitution requires you and obligates the Census Bureau to make sure you get counted in 2010.

So that's going to be our message as we move forward working with our sister organizations in the Latino community like the mentioned NCLR, SEIU, LULAC, and others who are joining in this effort, but we also have a role to play as advocates in holding the Census Bureau accountable. We're not just here to compliment the efforts of the Census Bureau; we're here to make sure that the job gets done.

And, as Terri Ann pointed out, and what she pointed out was good about the funding, well, we're hoping that the funding comes through. The fact is that we don't believe that the plan that had been developed over the past several years is the plan that we need to be implemented in 2010. We are advocating that the Census Bureau in fact get more resources because we believe that the kind of circumstances that have changed over the past few years of this recession and the increased adversity by community will require a much greater enumerator work force than the Census Bureau has been planning for.

We also believe that they need more resources for a much greater paid advertising campaign. It worked in 2000, but the states and

the cities are now putting in their money this year. We need more resources than the feds put in in 2000. We want the census to succeed; we need the census to succeed. That's why we're here this afternoon, and that's why we need to get to work together to ensure that 2010 works.

Thank you.

(Applause)

MR. REAMER: Thank you. I want to begin by thanking each of the panelists and all of the panelists for presenting in such interesting fashion so much material, so much substantive material, and so many interesting questions for the rest of us to now try to deal with.

I was struck -- I must first of all thank Frank for the Mindsets for Messaging. This is a wonderful breakdown, a wonderful set of categories. I particularly liked the Cynical Fifth, the last 19 percent. I think I can say most of the members of my profession in the media are drawn from this one. I think 99 percent are from that 19 percent.

(Laughter)

But I also was struck by the head-nodders. As you were describing the head-nodders, I noticed that many of us on the platform and in the audience, heads were nodding. Perhaps this would be as larger category even than has been ascertained to date.

There are lots of things that I'd like to begin by, giving each

of the panelists a chance to respond a little bit to what we've just heard because I felt as though, while there was a great deal here to feel challenged by and to chew on as a difficult task before us in the next couple of years, I also felt a certain sense of hope and even a little bit of excitement about this challenge and about trying to meet it in what each of you had to say.

So let me just throw it open to the panelist, anything that you were struck by and what you've just heard from your fellow panelists that you'd like to respond to.

Frank?

MR. VITRANO: A couple of things I wanted to mention, I seem, with my notes here, first in the context of our testing. We are not where we would have liked to have been. I did want to clarify with the dress rehearsal that most of the operations in the dress rehearsal really, that got cancelled, had more to do with the funding situation, not with the contract.

When, unfortunately, we were really counting on doing a nonresponse follow-up, which is our big operation to knock on the doors on the hand-held computers, so that later that winter when this all -- when this issues with the contract occurred that really did cause to have to cancel that operation.

But we really -- we have, I think, the staff of the Bureau has done a phenomenal job of trying to test every possible thing they could. When we decided to go back to paper with nonresponse follow-up, one headquarter staff in a paper environment was responsible for delineating the geographic areas that enumerators use for their assignments, the assignment areas. In the automated world, that would have been done by the contractor.

Well, when the operation was cancelled, they went right into planning that, developing it, and we actually tested that development of the assignment areas even though there was no operation to be implemented. So we really went about as far as we could with all the testings that was available to us. We do have a lot more testing to do. We have many testing plans in place.

There are challenges, but I think the Bureau disagrees a little bit with GAO, although we agree with all of the recommendations in as far as the assessment.

On cost estimates, we have updated cost estimates, but, of course, we cannot provide the 2010 cost estimates to GAO until we provide them to Congress. So that's the situation we're in right now. And we do agree with their recommendations regarding their new guidelines for cost estimations, and we've moving towards that. Unfortunately, it is

too late for the 2010 census to implement those recommendations. We're doing what we can.

On the economy, I just wanted to mention a couple thing. Address canvassing, the canvassers are not challenged with trying to determine if something meets the definition of a housing unit; they're basically expected to list anything that could potentially be a housing unit in 2010. So I'm not saying that makes it easy. It makes it a little easier than having to really worry about: If there's no door, if there's no plumbing, do I include this on the list? If the structure is there, it really should be included on the list if it's a place where somebody could live.

There are --

MS. LOWENTHAL: It needs a street address, some of that's missing, you know, so some of that could be a challenge.

MR. VITRANO: It needs a physical location at a minimum. We may not be able to mail to it.

The economy really has all kinds of implications for the census. Many of these, operationally we now how to deal with on a smaller scale; the challenge is that it's a much bigger scale and every day we're learning new things. I'm learning new things; I'm sure some of our regional directors know these things already.

I think two nights ago NBC did a new story about, you know,

extensive people living in their cars in California. And Santa Barbara actually has locations that are identified where people can park their cars and stay for up to 12 hours. I think we've got to build that into some of our operations that we already have in place for counting people in tent cities and those kinds of things that are not solid housing.

There will be more vacant homes which means that the field -- big field operation is going to be bigger because we're not going to get as many forms mailed back. We will have to hit the ground running.

But an interesting, on the other side you mentioned recruitment, of course, with the economy we're having great success with recruiting, but the other thing is the cost of the operation makes some assumptions about how many hours a week a person is willing to work for us. And going into the census, that was an average of 18 hours a week.

MS. LOWENTHAL: Right.

MR. VITRANO: We now believe what we're going to see in adverse canvassing is a much larger workload, willing to work many more hours in a week, which means that there are, with the staff we're planning to hire, we should get the job done. Staff there for something like adverse canvassing, and I think we'll have more people available to do that big job in the following spring.

And finally, I just want to mention that there's no way we can

get the census done without people like Arturo. The partnership effort, the private sector, local governments just absolutely critical to get the census done. We don't assume for a minute that we'll somehow get it done without their effort. We absolutely rely heavily on that. And there will be challenges with some of those partners being able to help us this decade because of the economic situation they're in, and we just have to look closely at that.

MS. LOWENTHAL: Ron, if I could just mention to Suzanne about the partnerships. Your slide mentioned the correct original number of partnership specialists that you planned which was roughly 680. But the stimulus money, at least the first quarter billion of that that will be spent on -- starting in 2009 -- will allow the Census Bureau to hire an additional 2,000 partnership specialists. And that is in the works is my understanding. As some of you know, I serve with David MacMillan on the transition team on this, so, right, so that is being expanded --

SPEAKER: The partnership program, the advertisement the media buys absolutely is greatly expanded because of the stimulus.

MR. VARGAS: Could I just get --

MR. REAMER: Yes, Arturo?

MR. VARGAS: One of the challenges, though, with the partnership program is that an estimate of what the Bureau does is

approaches community-based organizations and say: Can you sign this form saying that you're going to be a partner with the census?

And that committee group enthusiastically says: Of course, we're going to work with you. But there's no resources for that group to do any of the work. And we know philanthropy is pulling back today, endowments have just -- have disappeared for foundations; funding has been cut for nonprofit organizations; and now we're going to be going to those same organizations because they are the trusted messengers. They're the ones who are -- had their sense of the pulse of the community, and we're going to go to them and say we need you now to take on this work of communicating the census at a time when they're probably going to be laying off people.

SPEAKER: And that concern that GAO has as well is that at a time when state governments, local governments, their budgets are strained. We didn't mention it, but there's a census from a school program which is also part of the integrated communications campaign. Schools will be used to help spread the word about the census, particularly to younger children as a way of reaching their parent. Will school systems have the resources to do this?

So again, it's a great idea, but it's an open question whether or not they'll have the resources available.

MR. REAMER: Indeed. And reference was made earlier by Darrell earlier to the issue that's been with us in the last several censuses of statistical samplings and its uses. Now, as I understand it, the Supreme Court has ruled out the use of statistical sampling insofar as it affects the apportionment of seats for Congress to the various states. But statistical sampling still has a role to play. Can you bring us up to date on where that stands in the Census Bureau today, Frank?

MR. VITRANO: Our plans for the 2010 census do not account for being able to use the sort of coverage measurement results to adjust the census count for those purposes at this point.

MR. REAMER: So you have no statistical sampling in your account whatsoever?

MR. VITRANO: No.

MR. REAMER: And the existence of this technology, because of the controversy that's been attached to it, is not available for any of the other purposes of the census such as allocation of funds under certain programs?

MR. VITRANO: One of the things we learned in 2000 was the timing it takes to collect this information. And you can't just collect it; you have this additional information to consider the possibility of adjustment. You also have to be able to evaluate that data to make sure

that that data and the actual use of it to adjust the count would give you more accurate counts than not adjusting. And the calendar time is not there for redistricting.

MR. REAMER: For redistricting I understand, though. Is there any possibility of this re-entering your calculation at some later date for other purposes after, say, the Census Day in 2010?

MR. VITRANO: There would have to be a fair number of changes to our current plans, I think, to make that happen. So it's not our current plan.

MR. REAMER: I understand.

MS. LOWENTHAL: I think it's important to point out that not only is it not part of the plan for 2010. You haven't heard stakeholders on putting that at the top of their advocacy agenda. I mean they understand that the Census Bureau under the previous administration simply did not do additional research and development to potentially address some of the concerns that were raised about the use of statistical sampling methods to correct the count in 2000.

So the capacity simply isn't there, and I think those two again who are suggesting that that issue might come up again, that this White House could somehow use statistical sampling methods to manipulate the data, I think it's a red herring. I think to some degree -- I'll go out on a limb

here -- I think they are purposely trying to, you know, create some public confusion and perhaps undermine public confidence, you know, among people who tend not to be reached.

In the meantime, because there will not be the opportunity for a potential statistical adjustment, all of the focus has to be on all of these other methods, to get down on the ground, put boots on the ground, and really start to get people who have been left out decade after decade.

I think that's where the focus needs to be. And all of this other, you know, this other fog and clouds about what the White House may or may not do, again as I think meant to distract, meant to confuse, and I think we need to return the focus, you know, back to getting to the hard-to-count communities.

SPEAKER: Just for having as much accuracy as possible on the day instead.

MS. LOWENTHAL: Yes.

MR. REAMER: This might be, perhaps, a little bit inside baseball, but how do you decide on -- how do you deal with the necessity of the magic of Census Day, that single day on which we ascertain how many people there are in the country when, obviously, it cannot be done in a 24-hour period? It's sort of like Santa Claus having to deliver everything.

MR. VITRANO: It's a lot like Santa Claus, actually. It's as

reference point is the main, I think the main thing to say. It is the point at which we're attempting to count the population. But I'll quickly admit that we make it challenging to consider it that. We mail census forms out mid-March, and we strongly encourage people to mail them back as soon as possible, which precedes --

MS. LOWENTHAL: Before April 1st.

MR. VITRANO: And, you know, we were thinking about that nonresponse follow-up operation that is huge, and the sooner we get back forms the better.

So it is -- it's a reference point more so than any kind of assumption that we're really trying -- that we do -- that we somehow fool ourselves into thinking we're counting everyone literally as of that day.

SPEAKER: Well, we actually do want to do some magic around that day in the sense that working with our Spanish language media partner, we actually want to do some kind of form completion of that on April 1st or whatever day makes sense around that time.

And the plan is that, you know, television, on television working with NBC on, that we'll have a half-hour television show that will be advertised days in advance saying, Okay, folks, you've received your census forms in the mail. Turn on your television sets on Sunday morning at 10:00 a.m., and we're all going to fill out our census forms together.

Let's go through it step by step. And that's what we're planning to do in terms of making Census Day meaningful and making as much a community-wide event so that people, everybody, feels connected in a state in 2010.

MR. REAMER: Robert, is there anything that you'd like to add?

MR. GOLDENKOFF: I think that's a great idea, anything that all organizations can do to get the word out. We've always said that a key ingredient of a successful census is it's a shared national undertaking. It's not the Bureau's responsibility, it's not Congress' responsibility solely; it's everybody has a responsibility to participate. And so to the extent that we get this steady drumbeat that this is a national enterprise, something that's so important for the country, then the entire effort will be that much more effective.

MR. REAMER: Have you had outreach to and/or perhaps any kind of commerce role with some of the other political organizations in the country, perhaps the political parties themselves? Do they try to keep hands off of this, or do they -- do they feel it's a partisan --

MR. GOLDENKOFF: Yeah, I don't think we recap to the parties. I know that in one important aspect of the census is the redistricting effort, and we go out to every state, every state legislature.

We meet with the governors, we meet with both parties to talk about the redistricting plans to make sure everyone's on the same page about where we're headed with that.

So from that perspective I think there are some paying attention to political parties. But we don't -- I don't think that's an effort that we purposefully reach out for, specifically, that I can think of.

MR. REAMER: Trying to tap into any other organizational resources that might be available in that world, through the Internet, through all their preexisting and funding with and so forth.

MR. VITRANO: I don't think so, and I'm not so sure that would be a great idea.

MS. LOWENTHAL: No.

SPEAKER: I mean there's a danger in that, too. You want to keep an arms length relationship from any kind of partisan --

MS. LOWENTHAL: Partisan, right, no.

SPEAKER: Exactly.

MS. LOWENTHAL: Yeah. I have not heard either party speak up yet. I mean again you hear it in a partisan context in Congress right now, very partisan, but I certainly have not hear either of the parties issue anything at this point.

SPEAKER: You did mention technology though, and one

thing to keep in mind is that despite how pervasive the Internet has become, you will not be able to fill out your census form on line. So it is a paper method, and you will need to use the U.S. Mail to be counted.

So I'm hoping that's an innovation that could be introduced by 2020 in terms of using on line technology.

One other improvement in the census that I think that will help is that it's a short form only census. The long form has been eliminated, replaced by the American Community Survey. So come April 1, 2010, one out of seven households is not going to get the long form asking how many bathrooms you have, just six basic questions the people who live there.

MR. REAMER: Tell me as little bit about that other survey, the one our out seven. I mean I guess they're not going to send that out.

SPEAKER: Well, the American Community Survey, it's a rolling survey of three millions households that's conducted every year, and there are five-year estimates that get produced. And it's not so much counting the population as it is providing characteristics of the population. That's where we capture rich data such as levels of education, language use, in fact some of the American Community results -- American Community Survey results -- already have been connected with other legislation.

For example, with the Voting Rights Act, jurisdictions now must use the five-year results of the American Community Survey to determine when they're required to comply with Section 203 to make language assistance available in voting.

MR. REAMER: I imagine this is about consent to popular demand because the long form is a little bit like being called for federal grand jury duty. It took, as I recall, several days to fill out the year I got the long form. It was quite a task. Is that the origin of the change?

SPEAKER: The origin of the change, really, is having more up-to-date information. I mean to be able to produce this data, you know, on an annual basis now instead of once every 10 years. I mean Arturo is right. To get down to lowest levels of geography, the lowest population groups, you need to take an average of five years' worth of data, but the following year you have a new five-year average. So you really get more current information as opposed to the once every 10 years. And then, yes, spreading it out over the decade makes sort of the whole -- it makes the census itself much simpler to take.

MR. REAMER: Well, we're hoping that will be one thing going for us come 2010.

SPEAKER: I think that's a big plus.

MR. REAMER: All right. We are ready for your questions.

We have a couple of microphones, so as soon as you've raised your hand and we can get a microphone to you, we'll begin taking questions.

How about right here? I think this is closest to the mike, and then, sir, will be next. Yes, ma'am?

MS. : I'm thinking about the civic event as that (inaudible). I wondered if there was any thought of doing something like, you know, the "I Voted" stickers that you see a lot on Election Day, have an "I've Been Counted," and really have everyone from the president to all elected officials, people on TV, people in the street trying to get everybody to have a sticker or a ribbon or something on a poll 1, or for a week or so afterwards.

SPEAKER: Absolutely, yes, we're thinking about all kinds of strategies, you know, free Big Macs (inaudible).

SPEAKER: We will not be providing free Big Macs. Our government will not be providing the free Big Macs, no.

MS. : But I think --

MR. GOLDENKOFF: I'm sorry --

MR. REAMER: Yes, sir, Robert, go ahead.

MR. GOLDENKOFF: I didn't mean to cut you off. I was going to say that these are all great examples, the TV program where everybody fills it out, if it wants the possibility of using these little stickers

are just excellent examples of how organizations should really think outside the box and really think creatively of how they can leverage what they do with what other organization do to take a more effective census.

I forget which locale it was, but, for example, they used their city employees, their sanitation workers, their utility workers. Those folks are walking the streets every day anyway as part of their job, but the city got them, which actually trained them to how to identify where there might be hidden housing units, again looking for those double doorbells with two names on the mailbox. So it's just another example of using these partnerships in a creative way to take a more completely and accurate census. So I really encourage that type of thinking.

MR. REAMER: Um-hmm. Yes, sir?

SPEAKER: Yes. You outlined what characteristics of a hard-to-count Latino population looks like, but I'd be interested in getting your perspective on what an easy-to-count population would look like and some of those characteristics so that we have a benchmark.

And second, I'd like to ask about what is being done to make sure that we count communities like Puerto Rico, Guam territories. Apparently, there's been some discrepancies in the way the forms have been used in the past and that undercounts that population.

SPEAKER: Well, on the second point, yes, we absolutely

have a full effort to conduct the count in Puerto Rico. On the island areas, actually we provide assistance to the island areas, but they actually conduct the census themselves with our guidance, with our help. And, obviously, and language is important. I mean, you know, we might have English forms if people needed them in Puerto Rico, but we actually have a whole staff that's focused entirely on the Puerto Rico enumeration, so that's important.

On your question about easier to count. I don't know if I can get some help. I don't know if any helpers here from the Bureau who could answer that question.

MS. BATES: I can try to answer your question.

So if I understand your question, was basically of the easier to count Hispanic populations what might be some of the characteristics of those? And I guess generally, again, in terms of the audience segmentation, the largest percentage of Hispanic headed households actually are in, I think, the all around average one. And so basically what we are talking about here they tend to be more suburban, they tend to be more homeowners, tend to be more affluent. When we look at their media usage they tend to use the internet more.

So that would be kind of a really rough characteristic of the easier to count Hispanic population.

SPEAKER: That's Nancy Bates.

MR. VETRANO: I was actually going to ask you if Nancy Bates was here.

SPEAKER: Yes.

MR. ELVING: If we could ask her to stand up and acknowledge her authorship. All right. Who is closest to the mic here? Perhaps this gentleman right here, in the fourth row.

AUDIENCE MEMBER: Good afternoon. I'm interested in knowing what NALEO, what sort of intervention NALEO is doing with Homeland Security, namely ICEE to ensure that there is a moratorium with respect to unnecessary raids. That's question number one.

And question number two, I'm interested in knowing what the Census is doing with respect to helping communities educate themselves with respect to racial identification? As you know, in the Census, in the last Census Puerto Rico declared itself 90 percent white, which does not concur with the knowledge that I know of my island.

So I'm very interested in knowing what you guys are doing. Thank you.

MR. VARGAS: Well, with regard to the raids I think it's a much larger issue than the Census. It's something that we hope this administration is going to tackle now, so that they revisit the policies so

that come 2010 it's not an issue. Because we don't want it just to be about don't do it around these months. It's look at how you are enforcing this policy. Don't terrorize communities. This isn't effective enforcement. Do it in a way that makes sense. Come up with a new model of law enforcement so that ultimately people who need to trust government won't have a reason to fear it when an enumerator comes knocking on your door.

And as far as the issue on the racial question, I think there is a tremendous amount of education that needs to go into how to actually fill out the form because one of the questions that everybody will be asked is, what is your race? And one of the things is that there is a "Some other race" category and almost every single person who identifies themselves as of "some other race" also identifies as Latino.

So that is a conundrum within the Census and with the Hispanic origin question we're hoping as well that there have been some improvements because in 2000 there was a huge increase in the number of Latinos who identified themselves as "Other Latinos" and a huge decrease in groups like Dominicans. And what happened was, because of the lack of examples when someone was asked to fill out if you're Hispanic and the options were Yes, Mexican; Yes, Puerto Rican; Yes, Cuban; Yes, Other; there were no examples as to what was meant by

Other. So people just wrote Latino or Raza or whatever and there was – we didn't get that kind of specificity on national origin. Examples had been returned to the Hispanic origin question, so we're hoping that there'll be that rich data collected.

MR. VETRANO: Arturo answered that question better than I ever could for what the Census Bureau is doing. I will add just a little but to that. That is part of our Experimentation Program during 2010, every Census we do some experiments embedded in the Census and some samples of the population will get mailed forms that have alternative ways of asking the race and Hispanic origin question. In some cases, a combined question specifically to try to erase some of this confusion.

We're not there yet, but we're absolutely committed to testing it and to move us forward as we go into the next Census.

MR. GOLDENKOFF: But that question, the sequence of the question, that's something the Bureau has struggled with for decades now.

MS. BATES: One of the most sensitive issues surrounding the Census every decade.

MR. GOLDENKOFF: And with every Census there are still some uncertainties about the results.

MR. ELVING: Perhaps not a perfect resolution ever, but

we'll see.

MR. VARGAS: That's pretty much the case.

MR. ELVING: All right. Who are you closest to on this side. Let's get you, perhaps this lady in the front or -- well, that's probably easier.

AUDIENCE MEMBER: As a Latina and a Marketer, I'm very interested in the marketing communication piece, but I'm also cognizant that because we're talking about people who really need to trust the messenger. I really believe that this calls for grassroots, very similar to what Obama did. And I'm very interested since our population is very heavily young, we have a very large youth group.

I'd like to see what we're doing in terms of text messaging and doing the Obama-like campaign, grassroots campaign management that was so successful for him.

How can we make it work for us?

MR. VARGAS: Right. Well, those are exactly the kind of strategies that we need to look at and try to employ. But the people with the money to do this are the people over here and I would really like to hear in terms of how those kinds of methods are being integrated into the communications point.

MR. VETRANO: And I'm going to once again turn to a

colleague, this time Tasha Boone from the Census Bureau who is from our Communications Office.

MS. BOONE: Hi. Good afternoon, I'm glad to be with you today.

That's a very important question and our marketing mix includes advertising in many different media forms. It's print, broadcast, radio, out of home, and in addition, the interactives are online. So the contractor that we've hired DraftFCB is the primary contractor and we have two contractors that are reaching out to the Hispanic audience, it's GlobalHue Latino, as well as D'Exposito and Partners and they are working very hard to come up with that media mix that's going to best reach the Hispanic population.

It also includes reaching out to the younger population as you've mentioned through texting, blogs, Tweeter. We're doing a variety of methods that was employed by the Obama Administration that worked so well.

MR. ELVING: Yes, sir.

AUDIENCE MEMBER: Even though you said it was red herring, I want to ask about the White House exerting greater control over the Census; because it seems like most of your assurances about that were specific to the Obama Administration. You said that you hope the

President gets more involved because he was so great at getting underserved communities civically engaged. And Dr. Reamer's article, which we got, said that Democrats have more political interest in having an accurate count than do Republicans. But I wonder if you could talk about the issue more in principle considering the fact that in 2020 we could have a Conservative Republican in the White House.

MS. LOWENTHAL: Well first of all, the Census operates in a political context. To suggest that the Census is in no way political is really just off the mark. The Census is in the Constitution for political purposes so we do have to keep that in mind.

The Census Bureau is part of a federal department, which is part of the Executive Branch. So there is nothing wrong in my opinion with the White House taking an interest in the Census. It's been done through administrations, including the previous one.

I do think that the White House spokesperson spoke quite inartfully at first blush when confronted by the media with concerns from some stakeholder organizations about Senator Gregg's potential support for the Census and the Census Bureau. If you look at the subsequent White House statements though, I mean, they made very clear that it was not their intention to remove the Census Bureau from the Commerce Department from the chain of command.

As many times as the White House now says that, their critics keep pounding on that. And again, at some point you have to let it go, but you can only let it go if you have something else good to talk about.

Go ahead.

MR. GOLDENKOFF: I was going to add to that. It's, we've, as I started off my presentation the Decennial Census is a high risk area, there is just so much at stake: Monetary; \$14 to \$15 billion. The quality of the count is at stake.

So because of all of these operational issues it's certainly not inappropriate for the White House to oversee Management and Operations. This happened during the Bush Administration. It's, you know, a very powerful tool when you have the Census Director called in and folks from the Commerce Department called in and say, "Hey how are things going? What are you going to do to address GAO and other oversight organizations concerned about the Census?"

What the Administration needs to be careful about is that there's not even the appearance of political manipulation of the results of the Census. And so, that it doesn't cross that line and the appropriate safeguards are in place. But in terms of a focus on the management of the Census Bureau, the operations, the budgetary issues, that sort of thing

it's probably even desirable.

MS. LOWENTHAL: Right. Exactly. And I think this whole -- this narrow suggestion that maybe political staff at the White House could, as Robert said, manipulate the results. I mean, there's no evidence that that would ever happen. And I don't really think the critics really believe that. I think just raising it, you know, creates some doubt publically and you have to remember there's any number of decisions that an administration can make that politically influence the outcome of the Census.

The decision not to request money for partnerships in the comparable year ending in 8 going into this Census, would if Congress had not restored some of the funding that has consequences for how well the Census Bureau can reach traditionally hard-to-count populations.

So there is any number of decisions that are made that one could say are political.

And again, that's where I think the focus needs to go back to where it can really make some difference and that's on what people are doing on the ground getting the Census Bureau ready in the absence of some testing that some people feel, you know, really needs to be done. It's a real operational decisions and obviously getting some leadership in there.

MR. ELVING: I believe we had some other questions in that immediate area.

AUDIENCE MEMBER: I just have one quick one here, maybe two.

Back to the Census in Schools focus with the National Education Association and our own Census project. I think the advisory committees recommended that schools as part of the Census in Schools project be, as we did in 2000, be provided materials for not only teaching but as smaller scale technical assistance centers, we'd support that. I think the advisory committees support that. But I haven't heard whether that decision has been made to do that.

We see schools as sanctuaries. A place where people will come and feel comfortable in the place where we will keep building on literacy just like our event for Read Across America at the start of this month. So we have a heavy interest in working with you on that.

Secondly, the Complete Count Committees. It's a little bit opaque around where those are happening and where they're successful and all of that. So I would encourage through your website or some other means to get the information out about who is still missing and are you targeting educators, faith-based groups, media groups. You want a full functioning complete count committee in 3,142 counties to begin with.

We'd like to be there, we just need to know where we might be missing.

Thank you.

MR. VETRANO: On the first question, I don't believe we are looking at schools as assistance centers for the Census itself, but that's -- I don't know the reasoning behind that given earlier advice given on that. I just don't know.

On the second, certainly information about the partnership program and how to participate in either Complete Count Committees, et cetera will be on the internet. I don't know if we ultimately identify where we will, where we have those committees and where we don't.

Tasha, do you?

MS. BOONE: We do have a partnership communications area that we plan on launching very soon. This will be an interactive portal, web-based, that partners will have the opportunity to go to once we've established partnerships with you, that you can go to. Get a password and be able to see the latest update information about the Census, who we have established partnerships with. The latest news where you can actually exchange information with each other. Do best practices.

So we are hoping to have a very interactive center that will

be used by many partners. So I hope that helped --

MR. VETRANO: Could I just add, on the Census in the Schools, that was one of the most effective programs in the 2000 Census because teachers taught children about the importance of the Census and the children went home and asked their parents about the Census forms. So that is something that we'll be doing again in 2010 and we need to replicate and really ensure that schools actually teach the Census.

MS. BOONE: Yes, we will have a Census in Schools program similar in size and scope to what we had in Census 2000. We have materials for educators. We actually have a principal letter that's going out to all principals very soon. We have materials that we are developing not only for the educators and the teachers to teach from, but also materials that they can pass out to the students to learn about the Census; more like activity sheets and lesson plans.

And then we will have materials that will actually be sent home with the students that they can share with their parents.

MS. LOWENTHAL: And Ron if I could just mention quickly about Complete Count Committees. The poor economy is taking some toll there. The Census Bureau really encourages all, you know, local, county, state governments to form Complete Count Committees and provide some assistance, but it's really up to the top local elected official,

right Tash?

MS. BOONE: Yes.

MS. LOWENTHAL: To actually form that committee and get it going and get it staffed.

What we're finding in the philanthropic committee right now is that fewer, we are hearing about fewer instances where states, counties, mayors actually have the funds to do this. Some of the foundations have done an informal survey of states and I don't have hard and fast numbers, but I've heard just in the last 24 hours that are only four states so far that have established Complete Count Committees where last time, I think, the vast majority if not all of them did.

MR. VETRANO: But I don't know if they were all up and running at this point.

MS. LOWENTHAL: That I don't know, but it does seem to me that with one year to go they may be a little behind. And in terms of funding, for example, we do know that the State of California allocated \$25 million of its own funds in 2000 to help promote the Census in that state, supplementing what the Census Bureau was doing. They're allocating zero this time around. The money is just not there and the same presumably is happening at the city levels.

So that's a real concern.

MR. ELVING: I think we have two more questions here in the front row and another one here on the left.

AUDIENCE MEMBER: Yes, I was wondering if you could give us a bit more of a flavor of your sense -- this is actually for Frank.

I mean, you had to make this change from using or planning to use this handheld technology to do the actual Census counting. Do you have a sense of how the systems, like, the quality of the systems in place at this point and what sort of barriers you're finding in the systems? Whether it be from, you know, fingerprinting folks to dealing with personnel and so on.

MR. VETRANO: Well, the fingerprinting we're implementing on a large scale for the first time during the address canvassing operation that we are doing right now. We are specifically measuring various things at that point to get us ready for next year, about, you know, all of the issues associated with it. Because it is, you know, the Census is pretty insane. There is a date in 2010 when on that day 35,000 training sessions will be going on across the country and fingerprints will be collected at all 35,000 training sessions, pretty much on the same day.

And then they all have to come in, make their way to the FBI, get information back. It's not been done before. Address canvassing is a great task, it's not on that scale, but it's a very large scale. So we're going

to look very closely at that.

Our biggest issue, I think, with going back to paper with nonresponse follow-up is the office control system that is used in the local offices to sort of manage the work. To get the work, to get labels printed to put on questionnaires, to get maps printed to go out with the enumerators, to make the assignments so that, you know, this particular enumerator has this particular geographic area.

We first made the decision to go back to paper, which I mean, these decisions have all been about risk reduction in the Census. We recognize that making these decisions came with risks because of late developments, schedule, et cetera. But matched against the risks of where we were with the contract, with our ability to explain our requirements to the contractor. This was the least risk. And the problem with the Census is the calendar is never forgiving. So you really have to just make decisions and then do it.

We are well on our way, I think, internally with our development plans for this office control system that will be used for all of the paper operations starting next January. But the proof's in the pudding. We've got to develop, we've got to test, you know, and we will but it's not done yet so that's the biggest risk.

MR. ELVING: This gentleman right here.

AUDIENCE MEMBER: Yeah, thanks very much. I think there's a lot of public confusion among maybe people in the media, some leading edge people who think, who are actually head noddors perhaps, about what the Census can and can't do. And I'm thinking particularly about undercount among disadvantaged populations, within Native American populations, Asian American populations, populations in rural areas. This idea of walking from house-to-house and checking how many doorbells there are on the Navajo nation or in rural Kentucky or wherever it might be is not exactly the reality that we can expect.

So I wonder, even in the context of this conversation about statistical sampling and how we understand the extent of the undercount and who we're actually mission on Census Day and beyond that as ACS data goes to that five year cycle. What are the opportunities and challenges that you guys see for 2010 and beyond?

MR. VETRANO: We focused on Hispanics in our talk, but absolutely there's an awful lot of very specific things that we have to do with the American Indian population, both on or off reservations. You're right the rural problems tend to not be how many doorbells are there, but you would be surprised actually in some areas where if there isn't much housing, how that housing ends up getting used.

And what we do, we create what we call toolkits. Basically

there is specific training that is done in specific areas because of the issues at hand.

On reservations we don't mail out forms, wait for responses and then go out and knock on doors. We actually conduct the entire Census on most reservations just in person. It's just the way the tribes want to work with the federal government. We just go out there. We work with the local leaders. Again, through partnership programs, et cetera. There is a major effort to -- because gaining trust of reservations is not an easy thing to do. And we specifically test enumeration on reservation.

And the rural areas create different challenges for us in terms of finding the right address. I mean, you go for miles before you come across anything and that can be confusing along the way.

I don't think I'm prepared to answer how we deal with this in all areas, but there are very specific things that we do regarding every segment of the population; both demographically and geographically.

Remote Alaska is done differently than how we do the Census in LA.

MR. GOLDENKOFF: You also mention at 2010 and beyond, and I think that's a key question, too and this goes back to the first slide that I had showing the diminishing returns. And, you know, we have a \$14 to \$15 billion Census this go around. Is that sustainable over time? A hundred dollars per housing unit right now. What's it going to be come

2020?

It's essentially, you know, there have been some changes around the margins in terms of technology. But we're taking the same Census, the approach is fundamentally the same as the Census that was taken back in 1970 and of course, the world has changed. And so, this is something that the Bureau needs to do is really re-examine its approach to taking the Census; the use of administrative records, the use of the internet. The basic rules of taking the Census doesn't make sense given the complex society that we live in today to go back during nonresponse follow-up and knock on a door six times. Do you reach a point after, say three times, when you don't get them on those first three times you're not going to get them on the next set of three.

So all of those things need to be re-examined going into 2020 and have an Experimentation Program now and an Evaluation Program to help inform those decisions going forward.

MR. VETRANO: 2020 planning has started.

MR. ELVING: That is good to hear. We have one more question, I think, right here on the left.

AUDIENCE MEMBER: Hi, I have a question about whether the research you've done on communications and the message development process. Are you sharing those results with NGOs like

NALEO to help develop common messages?

MR. VETRANO: Right.

AUDIENCE MEMBER: Or are you doing that separately with consultants and not sharing the information?

MR. VETRANO: No, we certainly start with, you know, with our contractor whose expertise is in this field, but there is a rather critical component of testing this and sharing it with stakeholders. Our major emphasis, we have a whole series of advisory committees with the Census that include representatives from various race, ethnic group but also various segments of the population and we have sort of a group made up of folks from all of those committees who will be very involved in reviews of the copy testing, reviews -- as we move forward with developing the actually messaging materials. So we use those advisory committees very heavily in this area.

AUDIENCE MEMBER: Can I have a follow up?

Are you sharing the information also so that the other groups can develop their messages?

MR. VETRANO: Once we, certainly once we develop the messages I think there are methods that others can make use of those; the logos, the tag lines, et cetera.

Tasha, do you want to say a little bit more about that?

MS. BOONE: We are working with organizations and working specifically with Arturo to share our messages as well as the outreach that we are doing with different communities across all of the race and ethnic groups; as they call us, we come in and we present. Because like Arturo and I were speaking earlier, it's about making sure the messages that they develop in the campaign in integrated and it's consistent across the board.

So we are working very closely to try to make sure that there's integration and that there's consistency.

One of the things that we're doing this time around that was a lesson learned from Census 2000, just to show you how we do plan and prepare for the next Census, is that we heard from many partners that it would be really great, like Jackie Bowers . That it would be really great if we had customizable ads that we could use and get the messages out and put our logo on, with the Census logo and get those messages out.

And so we're creating customizable ads that we'll have on this Partner Portal that I talked about that we'll share with our partners that they can download and use and customize. We're doing it in a variety of different languages. There are over 19 languages that we're using and hopefully we'll be expanding those languages. It's already been discussed how in the regions that they are expanding on those languages for

partnership materials, as well as the ads.

Does that help?

MR. ELVING: Thank you Tasha.

I'm afraid our time has expired. We appreciate you questions and on behalf of all of the panel members let me say thank you all for being here. Thank you very much.

(Applause.)

MR. ELVING: My thanks to Brookings for sponsoring this event. I'll turn you back over to Andrew Reamer.

MR. REAMER: Well, we were enlightened by a number of ways by the presentations --

MS. LOWENTHAL: I don't think that's on.

MR. REAMER: --complexity and the details of the planning and implementation for the Census. And the passions and the politics about the Census, it's a really interesting mixture. The Census itself brings together, you know, political passions and technical geekdom all in one place.

And I think Terri Ann said it very directly, you know, the need is to get beyond the distractions of politics; recognize the importance politics, get beyond the distractions, and her term was acidic celebration. Robert's term was a shared undertaking.

I think we heard that from all of the panelists and from members of the audience, the need -- that this is really a collective effort among government, the non-profit sector communities, state and local governments to make a good count and achieve that for all of the reasons that we know are important.

So with that I want to thank our presenters today. Darrell West, Ron Elving, our Moderator, Robert Goldenkoff, Terri Ann Lowenthal, Frank Vitrano, Arturo Vargas, and his team from NALEO, Rosalind Gold, William Ramos, Mark Glaze, and the Metro Brookings Events and Communications Staff, Susan Kellam, Lael Harris, and Ellen Ochs.

In the weeks and months ahead, the Brookings Metro Program will continue our work on demographic, social and economic trends in metropolitan areas. Next week for instance, we will be releasing *Getting Current: A Snapshot of Today's Demographic Trends*. If you want to follow Brookings' Metro work and know that our analyses on the Census and these various releases, you can sign up for our newsletter outside. There are forms to fill out or you can leave a business card at the desk.

Thank you all for coming. Thanks again, please give a thank you to our panelists.

(Applause.)

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