

MAKING THE CENSUS COUNT IN URBAN AMERICA

HEARING

BEFORE THE

FEDERAL FINANCIAL MANAGEMENT, GOVERNMENT
INFORMATION, FEDERAL SERVICES, AND INTER-
NATIONAL SECURITY SUBCOMMITTEE

OF THE

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HOMELAND SECURITY AND
GOVERNMENTAL AFFAIRS
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MONDAY, MAY 11, 2009

U.S. SENATE,
SUBCOMMITTEE ON FEDERAL FINANCIAL MANAGEMENT,
GOVERNMENT INFORMATION, FEDERAL SERVICES,
AND INTERNATIONAL SECURITY,
OF THE COMMITTEE ON HOMELAND SECURITY
AND GOVERNMENTAL AFFAIRS,
Philadelphia, PA

The Subcommittee met, pursuant to notice, at 1 p.m., in Kirby Auditorium, National Constitution Center, Philadelphia, PA, Hon. Thomas R. Carper, Chairman of the Subcommittee, presiding.
Present: Senator Carper and Representative Castle.

OPENING STATEMENT OF SENATOR CARPER

Senator CARPER. Welcome. It is an honor to be here at the National Constitution Center. I am Tom Carper, and I Chair a Subcommittee in the U.S. Senate that has jurisdiction over, among other things, the U.S. Census. And it is great that we are here at the Constitution Center because among the duties that are spelled out in the Constitution for us to undertake on an ongoing basis is every 10 years to conduct a Census and to count as best as we can the number of people who live in this country.

Earlier this morning, back in our home State, I and former Governor Castle visited a public school in our State. And as a congressman, he still visits a lot of our schools, as do I. And we held a town hall meeting, Mayor, right in your city, my city, where we had the fourth and fifth graders from Kuumba Academy, K through 5, a charter school, who came and was good enough to open up their school. And we had a great 60 minutes on the Constitution. And among the things that they learned was that in the Constitution, it actually says every 10 years you count the people that we have.

The kids asked great questions about why do we do this. What if somebody died the day before you do the count or after you do the count? What if a baby was born? Do you count people in jail? Do you count people that are homeless? How do you do all that? Great questions from fourth and fifth graders.

We are honored today to have the Mayor of Philadelphia, Michael Nutter. Mayor, welcome.

Dr. Camille Barnett, welcome. You should be welcoming us because this is your city. This is a great place, by the way, and I am delighted to be here with our mayor. Both the congressman and I live in the City of Wilmington. Jim Baker is our mayor.

Mayor, it is great to be here with you, as always.

I want to welcome one and all, including our audience, to the latest in a long series of hearings that our Subcommittee has held on the preparations for the 2010 Census. Today's hearing will focus on the challenges associated with accurately and cost-effectively counting America's cities. My thanks again to Mayor Nutter and to the National Constitution Center for hosting us.

The 2010 Census is rapidly approaching with Census Day now less than a year away. On April 1, 2010, one of my favorite days of the year—but on April 1, 2010, the Census Bureau will embark upon what many have described as the largest peacetime mobilization in American history. With a \$15 billion budget and an army of 1.3 million Census takers, the Census Bureau has the great responsibility to ensure that nearly 300 million residents of our country are correctly counted.

Finding and counting nearly 300 million individuals in the correct location is clearly a daunting task. Census taking has become even more challenging in recent years as our Nation's population has grown steadily larger, more diverse, and increasingly difficult to find. These challenges are compounded by the fact that, for a number of reasons, people have become more reluctant than they have been in the past to participate in the Census.

During the last Census in 2000, significant progress was made in improving response rates and reducing the number of Americans who went uncounted. Despite this success, undercounting remained a problem in some communities. The Census Bureau's own data revealed that in 2000, some 6.4 million people were missed and another 3.1 million were counted twice, producing a net undercount of some 3.3 million people.

Here in Philadelphia, the 2000 Census failed to count more than 19,000 residents. And in my home State of Delaware, more than 7,000 people living in New Castle County, home to the City of Wilmington, our largest city, were missed.

What makes these errors particularly problematic is their impact on a number of historically, hard to count populations. Minorities, renters and children, for example, are more likely to be undercounted by the Census, while more affluent groups, such as college students and individuals with vacation homes, are more likely to be counted more than once. In 2000, Asians were missed nearly twice as often as whites, African Americans missed nearly three times as often, and Hispanics were missed four times as often.

Reaching out to those who historically are hard to count is even more important when you consider that for every 1 percent of the population that does not respond to the Census, the Census will have to spend about \$90 million to go door-to-door in an effort to try to count every single person.

An inaccurate 2010 Census will also leave many States without their fair share of Federal dollars. The undercounting that occurred in Delaware in 2000 likely cost the State about \$1 million in Federal funding. At a time when localities are so desperate for funds, leaders like Mayor Nutter and Mayor Baker, are forced to raise taxes and fees, and consider difficult budget cuts. Making sure that all communities get the money that they deserve from the Federal

Government should be a priority. And by virtue of your presence here today, you are demonstrating that it is indeed a priority.

Finally, because Census data is used to apportion seats in the U.S. House of Representatives, inaccuracy results in undercounted communities being underrepresented in Washington.

So, as the Census Bureau begins its final preparation for 2010, we need to make sure that it is reaching out aggressively to historically undercounted groups. With less than a year until Census Day and the confirmation of our next Census Director, hopefully just a couple of weeks away, we look forward to the testimony of our witnesses and learning how Congress can best partner with the Census Bureau as it works for achieving its goals of a complete and accurate Census in 2010.

Normally, I would call on Congressman Castle to make his statement at this time. But the mayor of Philadelphia, Mayor Nutter, is in a tight schedule. We promised to get him out the door by 4 o'clock this afternoon—no, I am kidding. [Laughter.]

We promised to get him out the door by about 1:20. So I am going to yield to him and ask him to say whatever he would like to say. And we are honored that you are here. Delighted to be in your city. We know you are going through a tough time here, as we are, just about everywhere. We wish you well and look forward to working with you going forth.

Mayor Nutter.

STATEMENT OF HON. MICHAEL NUTTER,¹ MAYOR, CITY OF PHILADELPHIA

Mayor NUTTER. Mr. Chairman, Senator Carper, thank you so much for this wonderful opportunity and, of course, for the accommodation with regard to schedule. I teased Congressman Castle when we were in the back that I will be pretty brief and I will yield the balance of my time to the gentleman from Delaware. And so, I will move on, but I do really appreciate this opportunity to speak on such an important issue.

Mayor Baker, thank you so much for your great leadership and work. And I also I want to welcome our Managing Director, Camille Barnett, as well.

For the record, good afternoon. My name is Michael Nutter, Mayor of the City of Philadelphia. I would like to thank you for this opportunity to speak about the difficult challenges faced by the City of Philadelphia in trying to ensure an accurate population count in the 2010 Decennial Census.

A 1999 survey by the U.S. Conference of Mayors estimated that Philadelphia stands to forego \$2,263 in Federal and State funding for every person not counted in the Census. Given Philadelphia's current fiscal crisis, with a \$1.4 billion deficit over the next 5 years, it is imperative that we get the 2010 Census count right.

Getting an accurate population count means the Census Bureau must count every single person living in the City of Philadelphia by April 1, 2010. With a population of well over 1.4 million as of 2008, based on the most recent Census Bureau estimates, that is a daunting, enormous task. The two biggest challenges, as we see

¹The prepared statement of Mayor Nutter appears in the Appendix on page 41.

it, facing the Census Bureau for Philadelphia are the following: One, locating and contacting every household residing in the city regardless of their living situation and, two, once they are contacted, encouraging them to accurately respond to and return their Census forms.

Accurate address listings are critical to the success of this process. As you know, the Census Bureau uses a master address file based on the list of addresses from the U.S. Postal Service. Under the Local Update of Census Addresses (LUCA) program, local governments are afforded an opportunity to review the master address file for errors and omissions and to submit address corrections. The Philadelphia City Planning Commission began working with the Census Bureau on this process back in November 2007.

Most Philadelphians live in traditional housing units which will be easy to count. However, as a result of the policies incentivizing the conversion of vacant and deteriorated commercial and industrial buildings to multi-family residential properties, a substantial number of Philadelphian residents now live in non-traditional structures. We need to ensure that the addresses for all of these additional and sometimes hard-to-find units are recorded in the Census Bureau's master address file.

In addition, the City Planning Commission matches the Census Bureau's master address file against a combined file of other city address records. In April 2008, the city submitted to the Census Bureau almost 56,000 additional addresses not listed in the master address file. This represents roughly 10 percent of all city addresses. We are working to review and update all city records of new housing developments to ensure the master address file is the most accurate and complete postal mail address list possible.

The downturn in the economy also likely presents challenges to obtaining a complete population count. The displacement of people through job loss, mortgage foreclosures and housing abandonment will complicate the enumeration process. While Philadelphia has not seen the great increase in foreclosures experienced by other parts of the country, in some parts of our city it may be difficult for address canvassers to accurately identify occupied housing units amidst foreclosed properties. In neighborhoods that are plagued with vacant and abandoned structures, it will be difficult to get Census enumerators to follow up on Census forms that are not returned.

As I mentioned earlier, getting an accurate population count is dependent not only on contacting all residents but also on making sure they return their Census forms. Research by the Census Bureau notes that, traditionally, hard-to-count populations include economically disadvantaged populations; groups with high poverty rates; high unemployment and low educational attainment levels and linguistically isolated populations; and foreign-born populations with limited English-speaking skills living in ethnic enclaves. Based on this research, African Americans are disproportionately represented in the economically disadvantaged category and Latinos are disproportionately represented in the linguistically isolated category.

Reaching these disadvantaged populations to get an accurate and complete count will be difficult not only because of language bar-

riers but also because of suspicion over how these data will be used. Therefore, significant and continuous outreach efforts are needed to educate Philadelphia's African American, Latino, and other disadvantaged communities about the importance of the 2010 Census.

Because of the diversity of Philadelphia's foreign-born population, outreach efforts must also be multilingual. The Census Bureau must ensure that adequate multilingual Census materials and enumerators are available to assist the various foreign-speaking communities. They must also work with local partners to allay the concerns of foreign-born residents who may fear reporting to the INS, or deportation, or others who are just suspicious of government.

To respond to these challenges and achieve an accurate count, we are developing a comprehensive approach to improve on the city's 2000 Census response rate of 56 percent. The basic elements of this plan include, (1) issuing a mayoral executive order which will engage city departments and agencies in the planning and execution of outreach plans; (2) developing a citywide campaign, such as the Complete Count Committee, which will target education, marketing and outreach to hard-to-count populations; (3) establish a multicultural network on Census 2010, which will guide our efforts to reach immigrant and newcomer communities. This initiative will also target the LGBT community and populations in the city with high concentrations of undocumented residents. And last, work closely with our local school district to promote the Census Teaching Guide throughout our neighborhood schools.

We will, of course, continue our diligent efforts to ensure that the master address file is complete, accurate and includes all newly constructed and converted housing units so that Census forms are properly delivered; cooperate with institutions of higher education, city correctional officials and housing providers for elderly, ill or other disadvantaged populations to accurately record all group quarters' population, since many people living in the latter situation may also be eligible for programmatic assistance; and support comprehensive follow-up by Census enumerators to count the residents of neighborhoods most seriously impacted by the economic recession and property foreclosures.

Finally, it is critical that the Census Bureau begin to make partnership funds and other resources available to local communities for increasing public awareness about the upcoming Census. It is only through communication and public consciousness raising that we can hope to have a successful, accurate count.

In closing, the City of Philadelphia and my entire administration pledges to work closely with our local Census Bureau office to overcome the challenges I have described today and obtain a complete count in the 2010 Census.

Thank you very much.

Senator CARPER. Mayor, thank you very much for an excellent statement. Obviously, the City of Philadelphia has a great deal at stake in terms of getting an accurate account. And from what I have heard, what we have heard here this afternoon, a lot of the things that need to be done to ensure that we count here in Phila-

delphia, to the best of our ability, every single person, I think we are well underway.

Mayor Nutter. Thank you.

Senator CARPER. I know we promised we would excuse you so you can head on. I know you have an 1:30 engagement. You are good to come. These are tough times for government. We wish you the very best—

Mayor Nutter. Thank you.

Senator CARPER [continuing]. And look forward to working with you going forward.

Mayor NUTTER. Mr. Chairman, I look forward to working with you and, of course, Congressman Castle as well. The partnership and relationship between Philadelphia and, of course, Wilmington, Pennsylvania and Delaware is very strong. Thank you.

Senator CARPER. Congressman Castle, before I turn to you, I understand there is a 3-minute video that is being prepared to be shown.

Can somebody tell me whether or not we are ready to roll that now?

[Video played.]

Senator CARPER. Well, I sure am glad I do not have to follow that. That was great. But a man who is up to the task of following that video, and any video I can think of, is our dean of the Delaware delegation in the U.S. House of Representatives, former lieutenant governor, and my friend, Congressman Mike Castle.

**OPENING STATEMENT OF HON. MICHAEL N. CASTLE, A U.S.
REPRESENTATIVE FROM THE STATE OF DELAWARE**

Mr. CASTLE. Well, thank you, Senator Carper. I am very pleased to be here. I am not a member of this Subcommittee. In fact, I am not even a member of the Senate. So, I am very pleased to be able to be here with you and to be able to share some thoughts with our distinguished panelists we are going to hear from today, and to talk about the Census a little bit.

It is very interesting that we are in the Constitution Center, the basic structure by which our government is run, and Census is who we are. And this next Census is vitally important. They are all vitally important, but this next Census is vitally important. I think lessons have been learned from past Census difficulties, and I appreciate what I have been reading and hearing about some of the programs.

I did go to the opening of the Census office outside of Wilmington, Delaware and feel that the people I spoke to there were well prepared to move forward. And I think we have good people working in this. And I think some of the comments being made today by our panelists are extraordinarily important.

I mean, we need to understand the significance of the Census. We hear about earmarks, for example, in terms of Federal funding. But the bottom line is that most Federal funding for programs is done by population, not by earmarks. It is done by how many people may live in a State or how many people live in a city. And the decision is made that you get such a percentage of dollars, whatever that may be.

You heard Mayor Nutter. I am not sure I got the figure exactly right, but I think he said \$2,363 for every person not counted in terms of dollars lost in various programming. That is fundamentally accurate, even if my number is not quite right, because money is lost because people are not accurately counted. And when you are a city such as we have represented in this panel, you lose money from the Federal Government; you lose money from the State government. They are also dependent upon the Census checks.

The various cities in making decisions about where services are going to be are impacted by Census numbers. Businesses make decisions in terms of location, businesses, nonprofits, whatever. There is just a lot of dependency upon the Census in terms of where we are going as far as the future is concerned.

The issue of suspicion was raised by Mayor Nutter. Why don't people send back this form? There are a variety of reasons. I think they are all self-apparent, but we need to review them. One is that the people may not be here legally. They may not be properly entered into the United States of America or they may have a relative who is in that position and they make the decision of not sending in any forms to the Federal Government.

In reality, the Census has nothing to do with that and does not cross over into immigration issues, and that should not be a problem. But, nonetheless, it is a problem in the minds of a lot of people. In fact, I saw something in the newspaper this morning about a Hispanic group that was urging people not to fill in the Census form for that very reason. That needs to be discouraged.

He mentioned language as an issue, and that could be a problem. If people do not speak the language, and they receive a form in a language they do not speak, they may not want to go about getting it into their language, be it Spanish or something else. As a result, that form is not filled in.

Somebody may have a problem in their background. Perhaps they committed a crime or something. They are nervous about anything coming from the government. They are not inclined to fill in forms in these particular circumstances. Somebody else might be illiterate. They just may not understand what it is they received. It is nice that we have the mailing addresses, and I think the Census is doing a great job of doing that, but people simply do not want to necessarily respond in that particular circumstance. They do not quite know what to do, and they just go ahead and throw it out.

Then there are those who just do not care. Everyone of us probably, I know I have, have gotten forms in the mail and said, oh, the heck with this, and you throw it away because you just do not feel like fooling with it. I hope we do not do this with the Census checks. I try not to do that, by the way. But I hope we do not do that. So there are a lot of reasons, and there are probably others, why people do not necessarily respond to the initial mailing.

Then you get into the whole circumstance of how much we have to pay in order to get people to go out into neighborhoods, to knock on doors. But all the reasons that I have already given you, in many instances, apply to a person coming to the door. They still may not want to be helpful and cooperative. Perhaps the person answering the door could be counted, but perhaps there are eight

other people living there that never somehow get brought into it. So that is an issue as well.

So we need to do a lot. I think that the Census people are doing a great job. Some of the programs that we probably are going to hear about today, the Be Counted program, which makes Census questionnaires available at various public forums, as I understand it, is an important program. And the questionnaire assistance centers are important as well, so people can necessarily get help in getting their questions answered.

We have already heard something—I will not reiterate them—of people not counted, of dollars lost as a result of that. And I know that is a concern of Mayor Baker's as well as Mayor Nutter's, and it should be of all of us. That is an issue. And often, these are the very people who need the most help, by the way. And so, for that reason, we need to make sure that they are counted and we are moving forward.

I think we are all in this together. Now, I believe this country is best served by the fact that we count each and every person who is here and make sure the various division of money pursuant to Census and decisions made by other groups is followed up as a result of that.

For those of you who know Delaware, you realize that we only have one member of Congress. That is why the senator can call me the dean of the Delaware delegation. I am not remotely concerned about getting a second member of Congress. We have to almost get an increase of 400,000, or something of that nature. But I am very concerned that in Delaware, in Pennsylvania, and in every State in this country, we need, if possible, to count every single person. And, hopefully, today's session that Senator Carper has called will help do that, will dissuade people that this is problematic in any way, and will encourage everyone to get involved in doing something which I think is going to be a tremendous help in the governance and the fair apportionment of many different programs in this country.

I thank you for the time, Senator.

Senator CARPER. Congressman Castle, thanks so much. That was a great statement. And thank you very much for making time to be here. I was just thinking if we could maybe annex one county of Pennsylvania, get another 400,000 people, where you would have some company in our delegation there in the House. But I do not know. We will have to negotiate with the mayor and Governor Rendell.

Mr. Baker has been our mayor in Wilmington, where the congressman and I live, for over 8 years now. He and I both spent some time, in our younger part of our lives, in Ohio. I think he was born in Fostoria, and later on served in the Air Force. We were both veterans. And I appreciate and salute him for his service to our country. Elected to Wilmington City Council.

What year was it?

Mayor BAKER. In 1972.

Senator CARPER. One of the youngest ever elected to city council in the history of our State. I do not know if they had those child labor laws then, but he started at an early age, and became the first African American, I think in the history of our city and the

history of our State, to be elected as president of Wilmington City Council.

He has been a mayor for 8 years. We have had 8 good years under his leadership. And they are challenging now, as they are for Mayor Nutter and for all other kinds of people, but in terms of actually balancing our budget and running surpluses in terms of trying to make sure a lot more folks who wanted to be homeowners got to be homeowners, and expanding our business opportunities. And he does a great job down on the river front of the Christina River. We are just very pleased to be represented and led by him in the City of Wilmington.

I am going to call on Mayor Baker, and then I will introduce Dr. Barnett.

Mayor Baker, thank you so much for joining us today.

Mayor BAKER. Thank you very much.

Senator CARPER. We should have carpooled up here, the three of us. Congressman Castle and I joke about doing that a lot.

Mayor BAKER. Well, you guys keep changing positions, so I do not know how long that is going to work.

**STATEMENT OF HON. JAMES BAKER,¹ MAYOR, CITY OF
WILMINGTON**

Mayor BAKER. Thank you very much, Senator Carper. And it is good to see you, Representative Castle. I feel like we are still in Delaware, actually, talking to each other.

Senator CARPER. Well, this used to be Delaware.

Mayor BAKER. I know.

Senator CARPER. I tell people this used to be Delaware—

Mayor BAKER. The three counties, the lower counties, used to be part of Delaware.

Senator CARPER. You gave Pennsylvania its independence.

Mayor BAKER. One time I put in a bill to succeed from Delaware and go to Pennsylvania, but they would not let it pass.

But anyway, I appreciate you having me here this afternoon, to talk about the Census and how important it is. And I think Mayor Nutter hit most of the salient points as to why, but I will just go through some of the issues of Wilmington.

For example, our population is 65 percent non-white. We have 20 percent in terms of the population being below the poverty level. Twenty-six percent of our population is 17 years or younger. And the city's Hispanic population has increased 41 percent since 1990 to 2000, and it continues to grow. And the other problem is that it is not just from one Hispanic group; there are a variety of different ethnic Hispanics from different countries that are coming to our city also.

We also suffer from illegal conversions, which I think the mayor was talking about, people living in places that they ordinarily would not be living in, and also illegally. And there is a significant homeless population which has a transitory population to it. And we also have people that move by large numbers within short periods of time, such as 6 months in a location, at a residence or an apartment, and then they move to another location. And then with-

¹The prepared statement of Mayor Baker appears in the Appendix on page 45.

in a year, our population in the city shifts dramatically from 6 months to a year, and that keeps continuously transferring people in and out of our city and from neighborhood to neighborhood.

We also have a traditional undercount as most cities have suffered. We have all of the different groups that the Census has identified as undercounted in our city, but rental units usually make up most of the undercounted in our city. Fifty percent of our city's housing stock is rental. It used to be different. It was about 70 percent homeowners. Now, we are down to 50 percent homeowners, 50 percent rental. We have a huge population, 25 percent, headed by females, in terms of our city. And some of the things that we are recommending is certainly what the mayor has previously talked about, as updating information in terms of the Census Bureau leading up to the count in April.

We also believe that the well-funded—and I think he referenced that also—media campaign is critical to letting people know about the Census, what is and what is not, some of the things that Congressman Castle was speaking about that many people fear about the Census, that it is a way of finding information about them, private or otherwise.

The other problem is that the media efforts should not be just through radio and TV—the traditional modes. I really think that there needs to be a strong effort to do door-to-door, to do the mailings, and all the other things. Bilingual messaging as opposed to singular are critical. I think, just like in a political campaign, that we have all been in before, what do we need? We need people to hit the streets. We do not need a lot of messages going out on the telephone and on TV. Of course, I cannot afford TV; you guys can.

But anyways, we do not just need the TV messages in the traditional mode. We really need people who can go out on the street and understand the populations that they are dealing with. Sometimes it is the messenger that makes a difference as opposed to just having people talking to people. Also, we feel it is imperative to have a secretary appointed for the Commerce Department.

I do not need to repeat the Census in terms of the problems, in terms of education and all the rest, which we have found is a critical point as to why some people do not get involved in terms of filling out the information, and I will not give you those statistics.

The mayor actually helped me very much because I really cut down the—I was re-leafing through every page I could take out while he was talking. Most of you know me; I hate text. I hate reading speeches. And if I do not have to, I will not. I am sort of like Joe Biden. I get into trouble because I talk off the cuff.

Senator CARPER. You might have to run for vice president next time.

Mayor BAKER. But anyways, I think that we all know that it has to be well organized, everybody working together. We have worked with committees, the nonprofit community, the church community. I think one group that is left out of dealing with Census are the landlords. Landlords come in contact with their people all the time. Now, sometimes the landlords do not want anybody to know who they have in a house either because they know they are either into drugs or something else. And they get cash payments instead of real payments, so they do not have to declare it on their taxes. So

they do avoid sometimes the legal side of things just so they can make the money. But there are good landlords who—we have a group in our city that we work with on a regular basis. It would make a lot of difference in terms of who is there and who is not there and who can be contacted.

Last, we feel that the President can have a lot to do with promoting the whole issue of the Census because he is well respected, even though Fox and Rush Limbaugh and all those guys always beat up on him. But they are the minority now and who cares what they think.

So I think that it is very important because we lose a lot of money by not having the count correct. And we are willing to cooperate with the Census Bureau and others who wish to make this work out in a fine fashion so we can get a true figure of who is really there. And I think it makes a lot of difference for the schools as to what kind of resources they need to teach. It makes a lot of difference in terms of carrying out the law, in terms of law enforcement and understanding what things are and are not. It makes it easier to govern if you can understand all of your population as opposed to just part of the population.

So that is my take on it, and I appreciate very much having both of you here and thank Mayor Nutter for having us in his city. If Pennsylvania wants to give us some more people—of course, Mayor Nutter does not want another person down there running for Congress. He is perfectly happy being the only one.

So thank you very much for having me.

Senator CARPER. Mayor, thank you very much. That was a wonderful statement, and we are grateful that you made the time to be here. Thank you for your leadership of our city and for your testimony today.

Dr. Camille Barnett, I said to Mayor Nutter as he was getting ready to leave, and we shook hands here at the middle of the stage—I said to him, “You know, I could barely see Dr. Barnett’s lips move when you spoke, Mayor.” He acknowledged that he had been working on that for a while, and you have to be quite good at it.

But I understand you are the Managing Director for the City of Philadelphia.

Ms. BARNETT. I am.

Senator CARPER. And I am told that you have the responsibility for the management of all city operations, and you also have more than 10 years of experience in city management.

Would that be this city or other cities as well?

Ms. BARNETT. Other cities.

Senator CARPER. Well, what other cities?

Ms. BARNETT. What other cities? Sunnyvale, California; Dallas, Houston, Austin—

Senator CARPER. Did you say Sunnyvale, California?

Ms. BARNETT. Yes.

Senator CARPER. Where I used to live when I was a naval flight officer. How about that? We call it sunny Sunnyvale.

Ms. BARNETT. Sunnyvale. Lots of cities in Texas, and Washington, DC, and then here in Philadelphia.

Senator CARPER. Great. And how long have you been the city manager here now?

Ms. BARNETT. Since the mayor was elected, so a little over a year.

Senator CARPER. OK. Does it seem that long?

Ms. BARNETT. Yes. [Laughter.]

Senator CARPER. Would you care to tell us—

Ms. BARNETT. There has been a lot going on.

Senator CARPER. Well, we are glad you are here. Thanks for taking on a tough job, and you are recognized to speak.

Ms. BARNETT. Great. Thank you.

Senator CARPER. If you get into about the second hour, I will probably rein you in because we want to get to the second panel.

Ms. BARNETT. Actually, I think my job is also easier. I am just going to underscore some of the points that Mayor Nutter made.

**STATEMENT OF CAMILLE CATES BARNETT,¹ MANAGING
DIRECTOR, CITY OF PHILADELPHIA**

Ms. BARNETT. For the record, I am Camille Cates Barnett, and I am Managing Director for the City of Philadelphia. There are several reasons, that I think Mayor Nutter summarized, that an accurate account is important to the people in Philadelphia, and I think in most of the big cities, but particularly big cities that are on the East Coast.

The first reason that it is important to us in Philadelphia is like in the Federal and State Governments, we use the Census for our own political jurisdiction drawing. So for our city council districts, as well as many of our other administrative districts, we use the data from the Census. Our numbers are a little different than the one I saw in the film about the amount of Federal money that is distributed based on population counts. I guess the 2007 Brookings study estimated that it was \$377 billion. So you cannot ignore the importance of the Census data being correct for you to get allocations from Federal and State Governments that really do match your population.

There are over 170, at current count, Federal and State programs, that use population in their funding formulas, and this is before we count anything with the Recovery Act. So these are just the ones that we have been dealing with since before the Recovery Act.

The figure that the mayor quoted is from a 1999 survey from the U.S. Conference of Mayors, and it really brought this funding formula down to the very level of our local economy. For every person that we miss in the Census, the U.S. Conference of Mayors estimates that Philadelphia foregoes \$2,263. And as the point has been made before, often the people who are missed are the people who are most in need of the funding that is missed. So it is doubly important to get these traditionally undercounted populations served.

We have also been using the Census information in our own planning and programming effort. One of the things that we have started with this new Administration is a program called Philly Stat, which is like a city stat program in other places, where we

¹The prepared statement of Ms. Barnett appears in the Appendix on page 47.

look at population trends and city distribution of services and what results we are producing. All of that information uses Census information for us to analyze our own effectiveness by neighborhoods. So we need to know not only the baseline of where we have been but also to track our progress.

All of us are interested in economic recovery, and it is important to notice and to note that the Census data is also used by the private sector in ways that very much influence the economic health of large cities because this is how they decide a lot about their investment decisions, the number of people and also educational level, where the population is. There are many pieces of information that the Census collects that really is important in terms of location and expansion decisions that the private sector makes.

Alyssa Stewart Lee, in her article from the Brookings and Urban Market Initiative, cites the U.S. Census Bureau as being “the foundation of private sector demographic data used for retail decisions.” So in this time when we are really interested in the health of our business communities, having accurate information from the Census is important.

We also know that this is not a small task, but we know that it is one of our most important. In fact, I brought along the Philadelphia plan, which is our one-page strategic plan that we have put on a business card. And one of the things that we do is to have measures of how well we are doing. Because we know that people vote with their feet, it is important for us to use our total population as one of our key performance indicators. In fact, for Mayor Nutter’s recovery and jobs objective, which is one of four that we have for this city, one of the key performance measures is to add 75,000 people in population in the next 5 to 10 years.

It is important, particularly for cities that have gone through economic transition and population downturns, to be able to demonstrate that we are on the way back. And the way that we can demonstrate that is to be sure that everyone who is here is counted fairly. So for a number of reasons, it is important for us that the Census number is right.

Now, as the mayor said, there are two major challenges that Philadelphia faces that I do not think are different from other places, but we certainly see them here. One is locating each household, and two is getting the form returned. So one of the things that we have been working with in terms of the local Census Bureau here is getting those address lists complete.

One of the things that the mayor mentioned that I think is worth emphasizing is that, particularly in the redevelopment of Philadelphia, a lot of our redevelopment strategy has the use of non-traditional structures for housing. So these are economic development activities, not only the kinds of non-standard ways that the mayor talked about from Delaware, but really part of our way of re-using buildings and getting the population to stay in the city. And these are the kinds of multi-unit, non-traditional places that are typically undercounted. So because of our particular development pattern and our particular economic strategies over the last decade or so, it is particularly important to the City of Philadelphia that these residential units be counted. We have estimated that since the last Census, since 2000, we have added more than 22,000 of these con-

verted units. So it will represent a large portion of the address file that we need to make sure is complete.

I think the mayor mentioned that for this and other reasons, we have already given the Census Bureau an additional 56,000 addresses for Philadelphia alone. Just as a way of estimating that, that is about 10 percent of all of our addresses. So it is a significant amount for the City of Philadelphia.

Once this process is completed and we get started, we do not have, as you know, but 120 days to complete the master address file and to update and review all the recordings. We want to be sure that we have as complete a count as possible and are really looking forward to working in close partnership with the Census Bureau here to make sure that that is accurate.

So we also want to be sure that we get people that are not only living in our traditional whole units or these converted housing units, but also residents who live in group quarters, such as school or colleges, which we have a lot of in this area, nursing homes, boarding homes, correctional facilities, and shelters for the homeless, several of the kinds of populations that this hearing has already indicated are traditionally undercounted.

So these are the things that I think are of interest to us. But I think one of the things that has really been brought to mind recently is how much this particular process affects us now that we have a downturn in the economy. Because one of the things that we notice in this downturn is that it also means displacement for people. So when people lose their job, or have their mortgages foreclosed, or abandon housing, this is going to complicate the counting process.

So Philadelphia has not seen as large an impact in terms of these negative effects of the economic downturn as other cities have, but I do not think there is a single large city in the country that has not had some of this. And a strategy so that it is fairly accounted for in the population count is something that I think is in all of our best interest.

So one of the things that we also know is that from the research on what is undercounted, Philadelphia as a city, as was talked about in Delaware and other major cities, the people who live in cities are the people who are most likely to be undercounted, those who are poor and those who are linguistically isolated. One of the things that I think is important to recognize is that 44 percent of all current Philadelphians are black and 29 percent live in poverty. The reported unemployment is about 9 percent in this population, and we believe the number is probably higher.

So our black population also has a lower level of educational attainment; 23 percent have a high school diploma, and only 13 percent have college degrees. You will notice on our Philadelphia plan, these are things that the mayor has targeted as changes that we want to produce in the City of Philadelphia, but we also know that while we are getting the Census data, that we need to be cognizant that these are people that need special outreach.

You have already talked about Latinos being disproportionately represented. In the linguistically isolated category, Latinos in Philadelphia count for 11 percent of our estimated population, which is almost 155,000 Latinos. Three-quarters of this population,

which is a little over 110,000, is from Puerto Rico. For Philadelphia Latinos, 43 percent live in poverty; reported unemployment is 7 percent. And, again, the true number is probably much higher. And educational attainment for the Latino population also trails the citywide average; that is 39 percent have less than a high school diploma and only 10 percent have college degrees. And very significantly, over a third of this population speaks English less than well.

One of the things that we have done is to pay a lot of attention recently, in an initiative called Global Philadelphia, to address the language capacity of many of the people that we serve. And we know from the work that we have done to try to make our own local government services accessible to these populations, that we are not just talking about Spanish. We have many different languages that are regularly spoken in Philadelphia, and they include things like Vietnamese, Chinese, and Ukrainian. There are many of these populations that we are struggling to reach, and I expect that we will have not only linguistic but cultural barriers in many of these populations to get full participation. So we want to respond to these challenges to receive the accurate count.

In Philadelphia, the last Census we had a 56 percent response rate. We want that to be higher. We think it needs to be higher to really be confident in the count. And so, Mayor Nutter has instructed us to do several things to help that.

First of all, he plans to issue a mayor's executive order, which will instruct city departments and agencies to continue their planning and the execution of these outreach plans. The mayor's executive order will also develop a city-wide campaign, which is much like your complete count committees that you talk about, to reach these hard-to-count populations.

We will also establish a multicultural network on Census 2010 to guide our efforts to reach immigrants and new-coming communities. This initiative will also target the lesbian, gay, bisexual, and transgender communities and populations in the city with high concentrations of undocumented residents. And we will be working closely with the school district, as the mayor said, to promote the Census Teaching Guide throughout all of our neighborhood schools.

We will continue our work on the master address file to be sure that everyone is counted. We will work with our institutions of higher education, correctional officials, and other places where groups of people live to be sure that we are counting all of those. And we will support a comprehensive follow-up by the Census counters to count the residents of neighborhoods that are most seriously impacted by poverty, foreclosures, and other issues.

Finally, as the mayor said, we think it is important that the Census Bureau begin to make partnership funds and other resources available to local communities. You can appreciate that there is not a lot of extra money around to begin some of the outreach that is really needed to have an accurate count by April 1, 2010. So we want to participate very closely in the communication process and the public consciousness raising so that we can all achieve a successful count.

In closing, I want to thank our local Census Bureau for their cooperation and outreach to us and to pledge our support to them

and to you to be sure that Philadelphia is a model of how a big city can get the count right. Thank you.

Senator CARPER. Dr. Barnett, thank you so much. A wonderful statement as well.

Let me ask a couple of questions, and then I will kick it over to Congressman Castle. But this is one for each of you.

When you think of the things that we need to be doing with the Federal Government, we need to be doing within the Census Bureau, to enable you to do a better job to ensure that we fully count the people, whether it is Philadelphia, Wilmington, or what are one or two of the things that you believe the Census Bureau needs to do more of, less of, so that we can empower you?

Mayor BAKER. Well, actually, over the last Census, it really came down to people being able to go out and directly contact people. It worked out very well because you had so many partners working together with the city and with the Census Bureau, and I think that is critical. And the media, just a heavy concentration of information, and I think that made the difference as to what we did get.

I think ours was in the 60 percentile, 63 percent, compared to the State, which was 70. We were about 7 percent off from the State. But that would not have happened without all the energy and the resources available to go out and get people and to contact them.

Senator CARPER. And let me just revise that question a little bit.

Dr. Barnett, I am not sure where you were working 10 years ago, or even 20 years ago, but if you will recall the cities and towns that you were working in during the 1990 Census, maybe the 2000 Census, lessons learned, things that are particularly helpful, maybe you do not see happening this time. It may still be early, but things that were really helpful in those jurisdictions to count as best we could every person.

Anything come to mind?

Ms. BARNETT. Well, probably 20 years ago, I would like to say that I was not working in another city, but I was, and had been for quite a while. And most of my career to that point had been in Sunbelt cities, Dallas, Houston, Austin, and also in California. And I think the major issue in those cities had to do with being sure that there was an accurate reflection of the growth. And so, since those were areas where populations were booming, there was a real interest in making sure that all the new population was counted, from the immigration, from other cities in the country, as well as other parts of the world.

But the issues are the same in terms of the concerns about who is counted and who is not. It may vary from one jurisdiction to another in terms of what the makeup is, but the cities in this country now are quite diverse. So you can expect the linguistic problem to be there. You can expect the poverty problem to be there. You can expect the cultural issues about concerns of returning forms to be there.

So I think there is, actually from my experience, more continuity and concern than there is in differences and concern, although they may be for different purposes. We do not want to look like we have lost or gained in population more than we have, but it is important that we get an accurate count. So those are the things.

Just to comment also on the first question that you asked about what I think would be useful to do, the preparations so far have been, I think, the kinds that we would expect that are appropriate. It would be useful to have some of the money to do some of the communications earlier rather than later. But I also think that there is a significant new amount of data that is going to be developed very quickly through the Recovery Act. Cities will be reporting on this money, where it goes, what jobs are created. And that set of data can also be helpful in double-checking us in terms of other data that we have to count population.

People who are doing weatherization, for example, will be going to many of these houses before the Census Bureau needs to go. And so, making sure that the information that is available and is being developed is used, I think will be something that you can help us with at the Federal level. And the State and the local level need to do the same thing.

Senator CARPER. All right. Thank you. I have some more questions, but Congressman Castle, please join in.

Mr. CASTLE. Let me ask you this question.

I appreciate, Dr. Barnett, your listing various things we could do on a local level, but one thing that struck me, as, actually, Mayor Baker was talking, that we saw in Delaware last month I think, was something that our U.S. Marshal, Dave Thomas, organized, working with ministers and going to them, and then organizing a session whereby they were able to have a lot of people who had committed crimes, perhaps owed fines, or had not reported on probation, whatever, relatively minor things, come in and be resolved on the spot.

I was stunned at the number who came in. In fact, people with more serious issues came in, could probably expose themselves to prison or whatever it may be. But the ministers got behind this. They had all the necessary personnel there to resolve issues right on the spot. And I thought it was highly effective. And it just occurred to me—and I agree with everything you are saying about all we should do, but I am trying to think sort of outside the box a little bit about what we can do locally in our major cities and towns, especially on the East Coast.

Is something like that even practical—and maybe I should be asking this of the Census folks—or is this going beyond the norm? It seems to me that if you could organize sessions with the Census people, if you got the ministers and community activists involved, suggesting that there are not repercussions to all this, we just want to make sure everybody is counted; you had people there who could speak whatever the languages are, which are essential to count people in particular circumstances, and outreach, in our case, the Latin American community center, whatever—and try to get people to come forward that way who might otherwise be shy about coming forward.

I mean, maybe they are not parallel programs and maybe that would not work. But is that another way of trying to bring people out who might otherwise be hesitant about coming forward and being counted when they get something in the mail?

Ms. BARNETT. Yes. We were very successful with that initiative in terms of trying to clear up some of the backlog in our criminal

justice system. Our faith-based community is certainly one of the groups that we would use for outreach because they are actively involved.

I think one of the points that the mayor made is important, too, which is to look beyond traditional media outreach, so not only the person-to-person that you would get through the faith-based community, but not forgetting that radio and face-to-face communication through community activities that people are already involved in really help the trust level in this area.

So I think, yes. I think we should be innovative in a way that we try to get the information out as well as getting the information back. A lot of it will depend on our hiring policies for the enumerators. We want the people that we hire to be able to be a credible representative in their community. So diversity in the hiring is also a critical component in what we are going to do for outreach.

Mayor BAKER. I concur with most of that. I think the other thing that should be considered is that as long as you got this non-fear of what will happen if I do this, if I fill it out or send it back or whatever, if that could be diminished amongst a lot of people—and it is not just people who speak different languages that fear this. It is people who have been born in the United States or whatever. They think it is going to be used against them.

If we could diminish the fear issues and use all these innovations, I think it would, obviously, get us more people who would respond to it. But the non-fear that we are not going to arrest you if you come in and get your stuff cleared up made hundreds of people—I mean, it was around the block and everything, people from all over. We had 100,000 KPS's out on people. So I think that if we could clear up that kind of thing, and, of course, meeting the different populations, it would make a lot of difference.

Mr. CASTLE. The other thing that struck me in your comments was the use of landlords. That is a little tricky I suppose, but the bottom line is, in both of our cities, you do have a lot of landlords who own properties, single-family homes as well as big apartment buildings, who could probably be very helpful if they are willing to share information in terms of knowing who lives there or whatever it may be. I do not know, first of all, what the legality of all that is, and, second, how cooperative they would be. But that is an interesting source for trying to determine who could respond or who does not respond. I do not know how that could be put together.

Mayor BAKER. Well, I think if they would work with their tenants as opposed to their giving a list of these who are all the people that I rent to—and provide information back and forth, and make it as non-threatening as could be, it could work, as opposed to having them as the teller of the information.

Mr. CASTLE. Thank you very much. That is very helpful.

Senator CARPER. I am going to ask you a couple of questions that you have spoken to either directly or indirectly. But I want to go ahead and repeat them. I will ask you to just respond to them very briefly, please.

In my opening statement, I said that both Delaware and Pennsylvania are among the places for which there is a significant undercount. I think 2000 Census shorted the Pennsylvania population by about 100,000 people, and of those, almost 20,000 lived

right here in Philadelphia. There are about 12,000 folks in Delaware who were missed.

Based on your knowledge, what impact did the undercount have on your respective cities?

This is difficult, Ms. Barnett. I am not sure where you were 10 years ago, but you could use that as an example if you would like. And, Mayor, I think 10 years ago you were the president of the city council.

Mayor BAKER. Well, I think we lose a lot of money from the Federal Government because of all those programs that require population. And I think when you look at a small State and a relatively small city like Wilmington, it means a great deal because those are things you cannot do. So funds for one person or a staff person doing a street, or whatever it might be, is significant. So losing those numbers makes a lot of difference to us. And we cannot make it up, and we do not want to—like you were saying, we do not want to have false figures, but we certainly want to be accurate in terms of having the numbers and not get cheated out of money that the government keeps and not give us.

Senator CARPER. All right. Thank you. Dr. Barnett.

Ms. BARNETT. One of the things that we have talked about is the impact of just the overall number. And I think that it does mean that we have an inaccurate view of what is going on in this city and we also get less money, but there are also some effects of the detail of the population that we have not spoken to specifically, particularly things like educational level. That is used significantly in location decisions for the kind of economy that we have now. And so, having that misrepresented has kind of a double-whammy effect because people look at what kind of workforce is available in the city or the region and make location decisions based on that. So it is important not only to get the total count right, but it is important to get the other information that the Census collects, and to get that right as well.

I mentioned in my testimony the work that we are doing trying to track our results in terms of the people who live in Philadelphia. And in many of our services, the thing that drives our own allocation has to do with the information about poverty and other kinds of activities, other kinds of information that is available through the Census.

Senator CARPER. All right. Thank you.

Again, for both of you, I think it has been proven that the partnership program was an effective tool in reaching out to communities of color. We have talked about that. One of the ways in which local governments can help, and in this case are helping, is by participating in the local update of a Census address program to ensure that all addresses and maps that the Census Bureau will use to deliver the questionnaire and conduct non-response follow-up are current, and, hopefully, that they are accurate.

Would you just briefly describe your overall experience in participating in the address update program and explain why it is important for local governments to have input in this process, if you would, please?

Mayor BAKER. Well, I think all the things that were said before makes a lot of difference. We have our planning department, and

other departments are working on this right now to make sure that we can get as much accuracy as possible. But it takes a lot of people. I mean, we cannot just take our planning department or our other departments and say all these people are totally responsible for something else when they have other responsibilities.

So it does intervene in that. But the important fact is that we are cooperating, and it has been such a good relationship—I remember the 2000 Census. It was a good relationship between the various people from the Census Bureau on down. And I think it makes a difference if we are working together early on and dealing with each because every community is a little different no matter how we want to look at it.

In Wilmington, we are used to knowing each other from top to bottom, so it is a little bit different. But we do know that there are a lot of new people, growing populations, that we would like to know. The Mexican population in Wilmington is growing astronomically. We have people from Jamaica. We have people from all the different islands and South America. And we have the Korean population, Chinese population. All these populations are there in one form or another, and it would be good to know. And by working together, I think that is the main thing that has helped us.

Ms. BARNETT. Just a quick comment on the mayor's comment about it is hard to get the people who do this to be dedicated to all the Census work when they have everything else going on. And that is one of the things that I think might be something that could be taken into account when you are thinking about doing this.

If you look at cities, now, with the economic downturn, there is very little money to fund the kind of analysis that makes it possible to have these accurate counts. We are extremely fortunate in Philadelphia that we have a strong foundation of community. And one of our foundations has indicated that because of the tremendous economic and social impact of the Census information, they are willing to help us in terms of doing some of the statistical analysis and verification that will help us get an accurate count. And that little bit of money goes a long way, and that is certainly something that might be something that could be facilitated at the Federal level.

Senator CARPER. All right, good.

A related question. You have already, at least partly, answered this question as well. But in addition to participating in the local update of Census address programs, what other roles do you believe are vital for local government in the implementation of the 2010 Census? Again, you have spoken to these in part. Just briefly mention them again and any others that come to mind, please.

Mayor BAKER. I think we have pretty well hit it; if the resource is there and we start early enough, we organize well, and we do the multi-informational source, actually people touching people, using churches, whatever format is out there for us to use. That is what we do best, is to know that community and who and what can do the job best. And I think that is where the Federal Government then ties into that because we do not have the resources. Our downturn—in 3 months, we went from a bad surplus to a big deficit. It was just like falling off the cliff.

So we do not have all the resources that we used to have available to us, so we do have to depend on others to do it. But I think that is the best that we can do, is get all that kind of work done.

Senator CARPER. Do you want to add anything, Dr. Barnett?

Ms. BARNETT. No, that is fine.

Senator CARPER. Dr. Barnett, in your testimony, and also in Mayor Nutter's testimony, you raised the issue of non-traditional housing patterns, particularly in multi-unit buildings, some of which were not historically residences but served other purposes. But you talked about how a situation can pose unique challenges to the Census Bureau and address canvassing, and also in non-response follow-up activities.

For many of these residences, mailed questionnaires, actually, just may never reach the intended recipient because unit numbers are confusing or in some cases not even in existence. As a result, communities with a high proportion of such residences are at an unusually high risk of undercount.

What specific challenges do you believe the Census Bureau will face with respect to housing units of this nature, and what adjustments will you recommend that the Census Bureau make in order to address these challenges?

Ms. BARNETT. Well, I think the first thing is to be sure that the master address file is correct. So the partnership that we are working with in terms of identifying these structures and the number of units that they represent, and making sure that we all know where they are, is important in the master address file. And then I suspect that we will have to come up with some new ways of making sure people get the form and get it returned, and that may be a place where owners of the buildings or managers of the buildings may be important for certain populations, as well as community groups, community development corporations and other community organizations that know about and have facilitated these kinds of conversions, could be very helpful to us in terms of credibility of what we are doing and why it is important to turn the form back in.

Senator CARPER. All right, good. Congressman Castle, any further questions?

Mr. CASTLE. No. Thank you.

Senator CARPER. All right.

We want to thank you both very much, and certainly to Mayor Nutter as well, for taking time in your schedules to be here with us today. As it turns out, both the City of Wilmington and the City of Philadelphia, as well as our respective States and other States and cities, have a whole lot at stake here. And it is important that we get this right to the best of our ability.

To the extent that we get more people to respond initially to the mailings, that reduces our cost and improves the likelihood for a better outcome. But in a situation where we have not just funding decisions for State and Federal Government that flows to cities and States, that grow out of our Census, but also the election of members of Congress, county government, city government, there is a whole lot at stake. And, clearly, you have that in mind, and we appreciate very much the attitude with which you are approaching

this part of your duties, given everything else that you have on your plates.

So thank you very much. With that, we will bring on our second panel.

We are delighted that you have joined us. I appreciate, especially—Mr. Mesenbourg, I appreciate your being here and listening to the first panel. And I hope that was of some value to you and to the folks that you lead.

It is Mesenbourg, right? Is that correct?

Mr. MESENBURG. Yes.

Senator CARPER. Has your name ever been mispronounced?

Mr. MESENBURG. Maybe once or twice.

Senator CARPER. But you serve today as the Acting Director of the Census Bureau, and you have been serving in that capacity for I believe about 4 months; is that correct? Currently overseeing the planning and implementation and the operations for the 2010 Census. You previously served as Associate Director for Economic Programs at the Census Bureau, where you managed the Census Bureau's economic Census, the Census of government, and over 100 monthly, quarterly, and annual surveys. Mr. Mesenbourg received his masters in economics from Penn State, a local product, and did his undergraduate work at Boston University.

Thank you for being here today and for your service.

Norman Bristol, do you pronounce your name Colón?

Mr. COLÓN. That is right, Colón.

Senator CARPER. Bienvenido.

Mr. COLÓN. Gracias.

Senator CARPER. Welcome.

Appointed by Pennsylvania Governor Ed Rendell as Executive Director to the Governor's Advisory Commission on Latino Affairs; Commonwealth's Advocate Agency for its Latino residents. In this role, Mr. Colón makes recommendations to the governor, to State agencies, to legislature, local and county governments on issues of importance to the Latino community in Pennsylvania. And he also serves as the governor's liaison for the Latino community, ensuring that State government is accessible, accountable, and responsive to the needs of Latinos.

Welcome.

Pat Coulter was appointed President and the Chief Executive Officer of the Urban League of Philadelphia in 2002. She is the first woman, I understand, to lead the Philadelphia organization in its 90-year history. Ms. Coulter also serves on various nonprofit boards and associations. She holds a Bachelor of Science degree in music from Knoxville College and a masters in education from the University of Louisville, the home of the Cardinals, as I recall.

Finally, we have Wanda Lopez. Ms. Lopez is Chair of Governor Jack Markell's Consortium on Hispanic Affairs, which is focused on increasing access to education and improving the quality of life for our State's Hispanic population. She is also the Executive Director of the Governor's Advisory Council on Hispanic Affairs.

Delighted to see you again. Thank you so much for coming up here to Philadelphia and spending this time with all of us.

We are going to call on Mr. Mesenbourg first. If you would lead us off, and then we will just go right down the table, Mr. Colón, Ms. Coulter, and Ms. Lopez. Thank you.

**STATEMENT OF THOMAS MESENBURG,¹ ACTING DIRECTOR,
U.S. CENSUS BUREAU, U.S. DEPARTMENT OF COMMERCE**

Mr. MESENBURG. Thank you, Senator Carper and Congressman Castle. It is an honor to participate in this hearing.

Two hundred and twenty-two years ago, the Founding Fathers recognized that a complete and accurate count of the population was a cornerstone of democracy. And the 2010 Census marks the twenty-third time the Nation has undertaken this great national and civic responsibility.

Mr. Chairman, your invitation letter cited two concerns from the 2000 Census, an undercount in Philadelphia and a low mail-back response rate in Wilmington, Delaware. Counting everyone once and only once, reducing the differential undercount, and increasing the mail-back response rate are our top priorities. Let me quickly describe the keys to achieving these objectives.

First, as was mentioned earlier, the Census really is an enumeration of addresses, so our first job is to ensure that our address list is complete, comprehensive and up to date. The first critical production operation of the 2010 Census, address canvassing is now underway. At peak, we had 140,000 employees walking the 9 million blocks in the United States and validating and updating 145 million addresses. I am pleased to announce that the hand-held computers have performed exceptionally well and operations are running well ahead of schedule and are almost complete in Philadelphia and in Delaware.

This fall, for the first time, we will conduct the address canvassing of some 270,000 group quarters. Those include nursing homes, dormitories, etc. We also are working with local government and advocacy groups, in cities such as Philadelphia and Wilmington, to identify an update our roster of shelters, soup kitchens, and mobile food stations as we prepare for our service-based enumeration program next March.

Other innovations that will improve the 2010 count include the first short-form only Census, 10 questions, 10 minutes; the first use of English-Spanish bilingual report forms, and we will mail those to 13 million Hispanic households. Questionnaires will also be available upon request in Chinese, Korean, Vietnamese, and Russian.

This will also be the first time we do a replacement mailing of 2010 Census forms to traditionally low mail-back response rates, and we have added two new coverage questions to the 2010 form that we hope will help include incorrect omissions or duplicates.

We are in the process of establishing 30,000 questionnaire assistance centers and 40,000 be-counted sites. And our language guides will be available at the questionnaire assistance centers in 59 different languages.

Well, getting households to respond requires that they understand that filing their Census form is easy, it is important, and it

¹The prepared statement of Mr. Mesenbourg appears in the Appendix on page 52.

is safe. And these messages are core to our much improved and expanded communication campaign. This campaign is multifaceted, employing and integrating paid advertising, public relations, a very robust partnership program, as well as an expanded Census in Schools program. Our goal is to deliver the right message, through the right media, in the appropriate language, at the right time.

The Recovery Act provided an additional \$100 million for the communications contract and an additional \$120 million for partnership programs. These funds will be directed primarily to reaching and motivating hard-to-count segments of the population. While paid advertising can educate, inform, and motivate households and individuals, the Census 2000 experience demonstrated that Census Bureau partners serve as a powerful and trusted advocate that can effectively reach segments of the population not persuaded by advertising. Our partners, who are trusted voices in their community, can work with local organizations, and they have credibility in terms of the safety and the importance of the Census.

Elected officials in the Philadelphia region already have committed to establish 95 complete-count committees, made up of leaders from government, business, social organizations, faith-based organizations, and local community groups. And I believe my esteemed fellow witnesses earlier testified or are considering establishing complete-count committees, and we thank them for that.

In Pennsylvania, partnership staff have already obtained commitments from over 350 community organizations and leaders, with 89 in Philadelphia. In Delaware, 70 partnerships, including 35 in Wilmington, have either been entered into or are pending. Well, thanks to the Recovery Act, we will be tripling our partnership staff in the Philadelphia region from 54 to 145 staff. Those people will be hired by the end of July. Additional partnership staff hired locally will permit us to reach out to many more local organizations. These trusted voices can allay fears and convince members of the local community to complete and return their 2010 Census form.

Mr. Chairman, Congressman Castle, we are well positioned to achieve our constitutional mandate of counting everyone in the U.S. and its territories. Our operations are not designed to count most of us; they are designed to count all of us. This is a daunting task, but we are prepared to fulfill it. So thank you.

Senator CARPER. Mr. Mesenbourg, thank you so much, and thanks again for your leadership. We are having a hearing I think this coming Friday with the gentleman who has been nominated to be the new Census Bureau director. And we will hopefully have someone there to give you some backup and some additional leadership. But thank you for stepping up in the interim.

Mr. Colón, please proceed. I am going to ask you to move your name tag in so it faces the audience just a little more directly. I want everybody to know who you are.

STATEMENT OF NORMAN BRISTOL COLÓN,¹ EXECUTIVE DIRECTOR, GOVERNOR'S ADVISORY COMMISSION ON LATINO AFFAIRS, OFFICE OF GOVERNOR EDWARD G. RENDELL

Mr. COLÓN. Chairman Thomas R. Carper, Congressman Michael Castle, I will be remiss if I do not mention that you are the sole member of the Subcommittee on Federal Financial Management, Government Information, Federal Services, and International Security that is here with us today in Pennsylvania. That shows a lot of commitment.

Ladies and gentlemen, good afternoon and welcome to Pennsylvania. I would like to commend the presence of Fernando Armstrong, who is the regional director of the U.S. Census Bureau office here in Philadelphia, and, of course, a partner that has been working with us for more than a year, Thomas Mesenbourg and the staff of the U.S. Census Bureau.

Mr. Chairman, I am Norman Bristol Colón, Executive Director of the Governor's Advisory Commission on Latino Affairs for the Commonwealth of Pennsylvania. I am grateful to you for inviting me to this so important and timely hearing. It is symbolic that this hearing is taking place in this landmark city and in this landmark building for such an important discussion, and the relevance of the U.S. Census work for generations of Latinos and urban America.

According to the Pew Hispanic Center, the population of Latinos in the United States changed from 35 million to about 45 million in 2007, representing 15 percent of the U.S. population. Sixty percent of Latinos are native born, and this population growth has been noted and has created challenges and enormous opportunities.

Today, we have more Puerto Ricans living in the U.S. mainland than on the commonwealth island of Puerto Rico. As national chair of the U.S. Council of Latino Affairs, representatives from various U.S. State Latino councils and commissions, we support and partner with the U.S. Census Bureau, the U.S. Hispanic Leadership Institute and other local, State and national organizations in pushing for an accurate and successful decennial 2010 Census through the national aggressive awareness campaign *Hazte Contar* Census 2010: Makes Dollars and Cents.

The result of the Census plays a key role in determining funding for the placement of schools, roads, hospitals, and child care, among other things. It also contributes to supporting the need for social services programs based on current population at the local and State level. As representatives of the Latino Affairs offices across the country, we are committed to working together with the U.S. Census Bureau to ensure a full count of our Latino communities in 2010, and thus effectively meeting the needs of our Latino constituents.

Ensuring that every Latino is accurately counted in the 2010 Census is an integral part of a greater agenda for social justice, political representation and community empowerment. An undercount will have an economic and educational disadvantage to our community, a community that today is the largest minority ethnic group in the Nation, yet, Mr. Chairman, it also has the highest high school dropout rates and unemployment rates in America.

¹The prepared statement of Mr. Colón appears in the Appendix on page 58.

I quote a statement by Angelo Falcon from the National Latino Census Network. Mr. Falcon recently said that “the challenges facing an accurate Latino count by 2010 Census, in light of the negative environment created by anti-immigrant and anti-Latino sentiments in this country, will be enormous.” Other challenges that will have a great impact that was noted before is that this community is a very mobile community due to many factors: Lack of trust in government; hiring practices by the U.S. Census; the socio-economic and educational levels, to name a few.

Mr. Chairman, I urge you to request the U.S. Census Bureau develop a plan that will reach the undocumented and the documented the same way. Through your sincere dedication, Mr. Chairman, we trust you will make sure that every Latino in Pennsylvania and around the Nation is accurately counted in the 2010 Census by urging Congress to use its congressional power to make sure the Federal Government adheres to the constitutional mandate to count every person in the United States of America; identify strategies for Census 2010 bilingual marketing; and seek for assurance that information collected in the 2010 Census will be completely private and confidential and not be reported to the U.S. Immigration and Customs Enforcement.

If current trends continue, the U.S. population will grow to about 430 million in 2050. Eighty-two percent of this increase will be due to immigrants arriving from 2005 to 2050 and their U.S. born descendants. The Latino population is the Nation’s largest minority group and is expected to triple in size and account for most of the population growth from 2005 to 2050. Latinos will make up 29 percent of America’s population in 2050. And if we have an undercount, Mr. Chairman, today, in the 2010 Census, it will diminish the potential of this community and it will have a great impact on future generations of Latinos in this country.

In Pennsylvania, the Latino population has grown steadily since 1990, 31 times faster than the rest of the population, and has accounted for more than 50 percent of the population growth in the past 8 years. Data collected in the U.S. Census affects how billions of dollars in Federal and State funding is given to communities that are suffering, especially the Latino community that I am honored to represent in the Commonwealth of Pennsylvania.

In the last Census, Mr. Chairman, more than 1 million Latinos were not counted in the United States. Over the past decade, Latinos have become the fastest growing demographic in the Commonwealth of Pennsylvania. With more than 560,000 Latino residents and the trends pointing to a continuation of that growth, the 2010 Census would publicly demonstrate the prevalence of Latinos across the country. Additionally, to better assess what Latinos need in the next Census, it is important to examine what provisions currently exist in the U.S. Census Bureau.

History shows that an incomplete and inaccurate Census denies Latinos a right granted by the Constitution of the United States, a right to fair representation at all levels of government. An error in population data deprives Latinos further resources needed to assist communities in forming public policy.

Many times we have friends in the U.S. Congress like yourselves, like you, Senator, and the congressman, but if we do not draft pub-

lic policy, whether you are in office or not, our potential as a community will be diminished if we do not have the good friends that we have in both of you.

As the decennial measurement draws closer, some major issues face Latinos, and this includes ensuring that Latinos are fairly and properly included in the counting—to make the Census forms accessible so that they may be completed by as many residents as possible; the influx of illegal immigration in certain areas; finding a way to encourage Latinos to register with the Census, independent of the issues regarding immigration and anti-Latino sentiment that some areas like Hazelton, Pennsylvania are undergoing today.

While the Latino population has been long concentrated in the south and west, there is a strong possibility that as work becomes available, the northeastern States could undergo an influx of Latino migration between now and 2010 and 2020.

Besides having an accurate count of Latinos in the Commonwealth and country, there are several key benefits to a Latino-inclusive Census. Redistricting will include districts that better represent the prevalence of the Latino community. And for us in Pennsylvania, this is so important. We have more than 560,000 Latinos in the Commonwealth today. Yet, we only have one Latino in the Pennsylvania legislature. These districts are more likely to yield public officials that reflect the Latino background and will better address the issues facing the community.

A proper count of Latinos could heavily improve the community's political stature and create a better environment in which Latinos can lobby for legislation that pertain to their causes. The rise in population, prevalence, and representation will lead to more economic and political development, which can help produce better legislation.

Mr. Chairman, let me tell you, when we improve the living, social, economic, and educational condition of Latinos, we are improving the living, educational, and social and economic conditions of all Americans. Twenty-five percent of the Nation's early childhood education population today is Latino in the United States. So if we look at that 25 percent, we can say that 25 percent of the Nation's future as of today is going to be Latino. If we miss out counting this population, a generation will lose out to enjoy the benefit of a fair and accurate count.

I urge you to prevent the Census from becoming a political tool that will impact greatly the Nation's Latino population. The Census can and will bring Latinos out of the shadows.

Mr. Chairman, let me conclude by saying that today, Latinos know they can make a difference in the direction of our country. In cities like Lancaster, Reading, Allentown, Bethlehem, York, Harrisburg, Lebanon, Latino students are soon to be, or already are, the majority of the student population. An accurate count in these areas of the State will help us provide better educational opportunities for these kids and a pathway to their hopes, dreams, and aspirations. I strongly believe that an accurate count will level the playing field and will bring our community much closer to the American dream.

Mr. Chairman, thank you for you time.

Senator CARPER. Mr. Colón, thank you for your testimony. Thank you very much.

Ms. Coulter, you are recognized. And your entire statement will be made part of the record. If you wish to summarize it, you may do so, Ms. Coulter.

**STATEMENT OF PATRICIA A. COULTER,¹ PRESIDENT AND CEO,
URBAN LEAGUE OF PHILADELPHIA**

Ms. COULTER. Good afternoon. Senator Carper and Congressman Castle, thank you very much for having me here today. I am pleased to be invited to testify today on Making the Census Count in Urban America. For the record, my name is Patricia A. Coulter, and I am President and CEO of the Urban League in Philadelphia.

The National Urban League, with its 100 affiliates nationwide, and the U.S. Census Bureau have a history that dates back to 1970 in the Census project of that year. The mission of the Urban League is to empower African Americans to secure economic self-reliance, parity, power, and civil rights. We carry out that mission by closing equality gaps in five key areas: Economics, education, health, civic engagement, and social justice.

According to the Urban League of Philadelphia's recent State of Black Philadelphia report, African Americans comprise 44 percent of the population in Philadelphia. This report statistically measures these five disparities between blacks and whites in Philadelphia.

Philadelphia Inquirer journalist, Dick Polman, reported back in February 2009 that the Census is a flashpoint. Numbers are power. The population count determines who will most benefit from the billions in Federal aid and where it will go. It determines which States will gain congressional seats and which will lose seats. "Both political parties have a huge stake in the Census," says Mr. Polman.

Census data directly affects African Americans in virtually all decisions made in education, employment, veterans' services, public health care, transportation, and housing. Using the Census data to develop, evaluate and implement programs means that the data is used to determine how to divvy up more than \$300 billion each year.

These facts underscore the importance of African Americans being counted. In fact, Philadelphia has a unique history with regard to counting African Americans for the Census. In 1837, the Pennsylvania Abolition Society (PAS) appointed a committee to conduct a Census of the entire black population in Philadelphia and the surrounding suburbs. The Constitution that existed was ambiguous with respect to the right of blacks to vote. To remove the ambiguity, Ben Martin, a delegate to the Reform Convention to amend the State constitution, proposed that voting rights be limited specifically to whites.

The PAS actively lobbied to prevent this change to the Constitution, and the African American Census was an important component of these efforts. The Census was intended to demonstrate that blacks were valuable contributors to their communities, however,

¹The prepared statement of Ms. Coulter appears in the Appendix on page 66.

despite the efforts of the PAS and other activists, the Constitution, which was ratified in October 1838, excluded blacks from the franchise. Well, today, as it was, the Census data is used to prevent African Americans from being disenfranchised.

African Americans have been systematically and disproportionately undercounted by the Census. Urban centers and high poverty areas, immigrant and minority communities, are most susceptible to miscounts. The 1990 Census included a net undercount of 4 million. Most of those left out were urban, non-white, and generally poorer than the mean of those counted. The consequences of the undercount could be serious in many urban areas. According to the former Philadelphia deputy city planning commissioner, David Baldinger, the 1990 undercount cost the city \$10 to \$15 million annually.

Federal funding for employment and training is one of the primary policy responses directed at racial inequality in employment. The undercount has a major impact on the distribution of Federal funds for employment and training. The formula for distributing employment and training funds could be significantly distorted by the undercount in urban areas that could reduce the funds available for job training in cities like Philadelphia.

Minorities tend to be undercounted because some are mistrustful of and avoid sharing information with the government. Many people, frankly, just do not feel a part of the American system; therefore, we need community organizations to be a bridge, to be a connector to these undercounted communities.

According to Robert Hill, in the initial planning for the 2010 Census, he says that the Stimulus Bill stipulates that the Census Bureau can spend up to \$250 million for its partnership program. I heard a person here say \$100 million, but the Stimulus Bill can spend up to \$250 million in partnership programs and outreach efforts to minority communities and hard-to-reach populations. With adequate resources, community-based partnerships can reach the undercounted through their current services and programs, as well as direct outreach to neighborhoods and constituents.

The Census Bureau will hire 1.4 million temporary workers to help collect the data and follow up with households that do not return their forms. Community-based organizations could be partners for the Census Bureau to ensure an ethically and racially-diverse workforce, from the staff in the district offices to the enumerators in the neighborhoods and barrios.

In conclusion, with this history and with these numbers as a backdrop, making the Census count in urban America is critically important for African Americans and other minority groups. I thank you for this opportunity to share my views on this important issue.

Senator CARPER. You are welcome, and we thank you for sharing your views with us today.

Now, direct from Delaware, the first State, the State that started our Nation, ratified that constitution and was first drafted here in the City of Brotherly Love, Wanda Lopez.

**STATEMENT OF WANDA M. LOPEZ,¹ EXECUTIVE DIRECTOR,
GOVERNOR'S ADVISORY COUNCIL ON HISPANIC AFFAIRS**

Ms. LOPEZ. It is great to be with so many Delaware representatives here today.

Good afternoon, Mr. Chairman, and Congressman Castle. I wanted to also acknowledge Mayor Baker and Mayor Nutter for hosting us in this city today, and all the other participants here today, especially some of the familiar Census representatives that are becoming familiar faces. I appreciate the opportunity to testify on behalf of the Delaware Governor's Advisory Council on Hispanic Affairs (GACHA) and share recommendations from council and community members.

I have a quote written by one of our GACHA members, Margaret Reyes, "We as a Nation has always been and will always remain greater than the sum of our parts. But we as a people must know the amount and the sum of these parts, who and where we are. In this way, we move forward together as a united Nation of many. In this way, the founders wisely decided the decennial enumeration be done." It is in the spirit and with this in mind that I am here before you today.

Good afternoon. My name is Wanda Lopez, and I have served as the Executive Director of GACHA since 2003. The Council has existed for 31 years and our members make recommendations to the State as they relate to our five active committees: Education, health, social justice, economic development, and historical and cultural affairs.

For the last 3 years, I have had the opportunity to meet with other Hispanic Latino Affairs directors during the U.S. Hispanic Leadership Institute Annual Conference at the invitation of Dr. Juan Andrade, the USHLI president. We were provided with this venue where we were able to share best practices around policy and organizational development. And this year we formed the U.S. Council on Latino Affairs, and we held an election, and Norman Bristol Colón is our chairperson, actually.

Our latest gathering was in April in Washington. We had an education summit and 23 Hispanic State affairs directors attended, all making a commitment to work on the Census as our national project under the Hazte Contar campaign that Mr. Colón spoke of.

GACHA began its partnership with the Census Bureau last year, and we formally announced that partnership during our Hispanic Heritage Month proclamation on September 15, 2008. And former Governor Minner was in attendance, along with Fernando Armstrong, regional Census director, who is here with us today. The commitment was to raise awareness on the importance of being counted, and GACHA became a community complete-count committee member, launching a local campaign that we call Cuenta Conmigo, Count on Me.

The goal is that through our established network of contacts, we refer to the Census partnership specialists, various community, and faith-based leaders throughout the State. These connections have led to Census staff meetings with local emergency service pro-

¹The prepared statement of Ms. Lopez appears in the Appendix on page 69.

viders, ensuring physical locales are properly verified and pockets of communities are properly located.

Identifying these areas is the critical first step. The next critical step is to hire the right people to enumerate their own communities. We feel confident that if partnerships are formed with these organizations State-wide, the community will receive the message from trusted messengers and participate in the Census.

By creating the Census storefront sites within existing organizations in each county, and placing Census personnel in service provider locales, community and faith-based sites, this could be very effective in capturing the historically undercounted population of Hispanics. Relying on volunteers to accomplish this task would be a mistake, as too many nonprofits are understaffed and underfunded.

In order to garner the trust of these sensitive populations, it is imperative that test scores alone not be the sole criteria for the selection of the Census workforce in these work areas. We highly recommend that additional criteria, like language ability, cultural sensitivity, knowledge of community, and experience from living and working within the hard-to-count areas, be the final determining factor for hires.

The Hispanic population must receive messages from trusted sources, like church leaders, service providers, the local Spanish media, in order to fully grasp the importance of the Census. We are all here today to fully understand that the Census is the sole basis for the distribution of political power and the distribution of Federal funds. The general population as a whole, and the Hispanic population specifically, needs to understand how that impacts their daily lives, why their participation is critical for their future. Those messages must come from trusted and familiar sources.

We all know that agribusiness relies heavily on migrant workers and the undocumented workforce population that live in rural areas. These are traditionally hard-to-count areas, and, therefore, historically undercounted communities. Thus, this presence within the corporations where they work and partnerships with service providers and their community will be instrumental to count these groups. Stepped-up immigration raids and hate crimes focusing on immigrant workers has driven this community further underground, making this tumultuous task more challenging.

The Census Bureau now has the unenviable task of having less than 1 year to undo the erosion of trust resulting from immigration policies of the previous Administration, focused on workers not employers. This community has difficulty in understanding the difference between the mission of the U.S. Census Bureau and ICE, U.S. Immigration and Customs Enforcement, two very separate branches of government. It is for this reason that the only solution to a successful count is to work with people they trust within their communities.

We also hope to see cooperation from other agencies to support the Census Bureau in dealing with a sensitive population. The absolute key is working with trusted faces in the community where they learn, work, play, and pray. Working with the Department of Education to incorporate the Census into the curriculum, not only K through 12, but adult ESL, which has already been accomplished

in Delaware; working with employers to hold Census awareness sessions on site; working with service providers to assist with questionnaires; working with soccer league coordinators to carry the message on the field; and working with the media and the faith-based leaders to incorporate the message within their programs, will ultimately ensure that these folks are captured in their community during the course of their daily lives.

Although Delaware is a small State, we are capable of producing great results, as evidenced recently on the political scene and here today. Delaware is capable of being a model State for the Census since we are manageable in regards to size and we are open to new ideas. GACHA feels confident that Census 2010 can be more successful in capturing the Hispanic undercounted population than in prior years if the community partnerships are formed State-wide, bilingual/bicultural personnel hired for key positions, and Spanish-speaking Census personnel placed in critical areas. We have seen that work. It has already begun in Delaware.

Mr. Chairman, thank you for allowing me to address the Subcommittee and share Delaware's GACHA council members' and community leaders' recommendations for a complete count in Census 2010.

Senator CARPER. Ms. Lopez, thank you. Nicely done.

Congressman Castle is going to lead off this round of questions. We will maybe do one round for this panel, and then we will call it a day. Congressman Castle.

Mr. CASTLE. Thank you, Senator.

Mr. Mesenbourg, let me start with you. One of the concerns that I have expressed and I have heard often is that people are shy of the Census counting because they are concerned about what else it may involve.

Can you tell me what relationship, if any, the Census Bureau has or could have with immigration officials or law enforcement officials in this country?

Mr. MESENBOURG. Any information provided to the Census Bureau will be held confidential. The only individuals that will ever see the information provided by a respondent will be Census Bureau employees. So data will not be shared with INS, it will not be shared with IRS, it will not be shared with anyone except Census Bureau employees.

Mr. CASTLE. I do not mean to counsel you, but I think that is a very important message to get out. I think that relieves a lot of the problems we are all concerned about. If people truly understood and believed that, I think we would see the counts go up among certain people or population who are concerned about those kinds of issues.

Mr. MESENBOURG. This is going to be a key message in our paid advertising campaign. We tested the preliminary ads and 78 focus groups, with 1,400 people, and most of the groups, especially the Hispanic group, has advised us even to strengthen the message on confidentiality. We intend to do that.

Mr. CASTLE. My second question, let me preface it with a story. I guess it was last Tuesday night or so, down in the Capitol, I was asked—because I was a sponsor of a youth bill—to do an introduction in a new movie, which is a documentary coming out, the

Bloods and the Crips, about the gangs in Los Angeles. And the producer was there, and Baron Davis, the basketball player, was there. And the producer's wife is Jessica Alba, who is a movie star. I must admit, I have not seen her a lot, but she is a movie star.

We were walking over from the Capitol, into the Capitol Visitors Center, and I just happened to at that point be walking sort of alongside of her. There was a railing and stairs, and we were on either side of that railing walking down. And, I walk around the Capitol all the time. I mean, I am one of 435 people; people could care less. But anyway, down at the bottom of the stairs there are probably about a hundred photographers taking pictures. So we get down to the bottom, and I turned to her. I said, "Jessica, I apologize for causing you so much inconvenience with all these pictures." I do not know if she heard me or not. She sort of laughed and went on.

The reason I raise that is, it is clear there are celebrities out there of which members of Congress—maybe senators, but members of the House are not.

And I just wonder how much help they could be in terms of doing public service type announcements, and maybe talk about some of the things we have talked about here today, or the fact that nobody else is going to learn about this or whatever.

I mean, Oprah Winfrey, people like that, doing public service announcements would be, I would think, a tremendous value in all of our communities, finding people who would be able to help in the communities.

Is that something that is being pursued?

Mr. MESENBOURG. That is, Congressman, something that we are pursuing. Actually, we vetted the preliminary advertising with our new Secretary of Commerce, Secretary Locke, about 2 weeks ago. And one of his advisors was a senior advisor to then Senator Obama during the campaign. And he encouraged us to really involve some of the celebrities, especially celebrities that are viewed as trusted voices within their local community.

So as part of our communication contract, we have a public relations aspect to that, and we have that firm actually crafting some of those messages. And some of the advice that we have is maybe we need to be a bit more cutting edge on some of the advertising to hit some of these traditionally hard-to-count parts of the population, and we are exploring that.

Mr. CASTLE. Let me just ask the other panelists, does that make sense to you, if they had public service announcements with people of some notoriety in whatever community you are trying to deal with in terms of getting people to get involved with the Census count?

Ms. COULTER. I do think it makes sense. The only thing I would suggest, though, is that there be a sensitivity to making sure that you are reaching all the groups. So, for example, in the African American community, African American media, African American PR firms. When you talk about celebrities, for example, in the African American community, the person that comes to my mind—we were just talking about Oprah. But in addition to Oprah, there is Tom Joyner, who reaches millions of African Americans everyday on the radio, and he is very trusted.

So I think when you think through that strategy, just make sure it is very inclusive.

Mr. CASTLE. Is that true in the Latino communities as well?

Ms. LOPEZ. Yes. I would reiterate that the same would apply in the Hispanic community, very popular, soap operas in Spanish. Novellas are very popular, so the stars obviously are very much sought out.

But from a local perspective, I think local radio, especially in Delaware, is considered an important source. So at the same time that the Telemundo and Univision are using these wonderful celebrities to carry the message, then they have to also hear it from local community leaders and media and newspaper and radio, and I think that would be powerful. Because the message for our community, the most concern we have has to do with a community that is fearing this process and needs to understand how these two entities are separate and that this data is safe.

Mr. CASTLE. Well, let me thank you all. You have been a very good panel. It is has been very informational and helpful. And, hopefully, working together, we can overcome some of the problems that have existed in the past. And let me thank Senator Carper for the opportunity of participating today, and turn it over to him.

Senator CARPER. Well, I am just delighted that you have joined us, Congressman. Just think about it, two-thirds of the entire Delaware delegation in Congress is on this stage at this moment. But we are honored that each of you are here.

I am just reminded in terms of putting together and crafting a message to encourage folks to step forward to be counted, in terms of being able to craft the message to encourage those folks who might otherwise duck this opportunity to not duck it.

White Anglo-Saxon Protestant Catholics like the congressman and myself, we are not the most effective messengers. We are not the best ones to put together the marketing plan. We are not the best ones to do the media, but there are a lot of folks who are, and you have mentioned some of them who are.

I think someone earlier mentioned that the President might play a valuable role. I would say the First Lady might be a terrific asset there as well. I do not know if their children might be called upon to play a role, but there are a lot of children in homes that are not going to be counted. So this could be a whole family participation project. But we need to be creative. We need to think outside the box. And my sense is that what we are doing here.

First question that I have is for Mr. Mesenbourg. I want to go back to talk about something we had a chance to get into before. As you know, in April, the Census Bureau began a massive operation to verify and update more than 145 million addresses nationwide—the hand-held computers, I think their cost is about \$800 million for the hand-held. That is what I am told. But the address canvassing operation has a projected cost estimate of about \$370 million. In Delaware, approximately 500 temporary employees were hired to carry out the operation, I believe.

For the first time, workers are using hand-held computers to update the Census Bureau's address database. And, as you know, last year, there were major problems with the hand-held, which led to a major redesign of the Census late into the process.

Would you just talk for a minute or so about the improvements that have been made to the overall functionality of the hand-held computers? Since the dress rehearsal, are they performing as expected during the address canvassing operation?

I believe you suggested a few minutes ago that, indeed, they are and that you are encouraged. But take another minute and just talk about that.

Mr. MESENBURG. Certainly, Senator.

As you know, we faced some significant challenges last year that we experienced with the hand-held computers in the dress rehearsal that was in both Stockton and Fayetteville, North Carolina. Faced with some of those problems, we actually took a hard look at our data collection activities for 2010, and we decided to focus and use the hand-held computers only for the address canvassing operation.

The original plan was to use those for non-response follow-up in May 2010. That is when that operation starts. We thought that was far too risky an undertaking to do that, so we put all of our resources on making sure that the hand-helds would perform in the address canvassing operation.

Senator CARPER. Not everybody following this hearing knows what we mean by address canvassing.

Why don't you just take a moment and explain to the laypeople what that means?

Mr. MESENBURG. The address canvassing operation, we hired 140,000 Census Bureau employees to walk every block in the United States and actually check the address, validate the address. And they have a GPS capability on the address canvassing that permits us to accurately locate the housing unit in the block. And that becomes important, of course, if we have to go back and do non-response follow-up and when we are going to tabulate the data.

So the objective of address canvassing is to make sure we have every address on the address list. We heard some discussion earlier in the day about the local update process. Philadelphia provided us with 56,000 addresses, and across the Nation, we got 8 million additional addresses from State and local governments.

So when we approached address canvassing this spring, we found that the workload had increased. We had the 8 million additional addresses that had come from the State and local communities. We had tested the hand-helds in a small scale test in December in Fayetteville, North Carolina, but there were still some concerns on how they would perform. So we introduced a series of risk mitigation strategies. And while originally we planned to do address canvassing in two waves, we decided to do it in five waves to reduce the risk. So we actually ended up starting about 10 days early in eight of the local Census offices.

We also then benefited from the downturn in the economy. In the dress rehearsal in 2007, our experience was if we hired somebody, about 25 percent of them would not show up for the training, so we would make an offer. Well, our experience in this economy, of course, is much different, and only 12 percent did not show up. We also had much higher probability that people might decide address canvassing was not their cup of tea 6 months or a year ago, and now we are getting very few people that are willingly giving up

their jobs. So they are working longer hours and they are not separating. That really explains why we are so far ahead of our address canvassing operation.

But to answer your question, the hand-helds have performed very well. And with a very highly-skilled workforce working longer hours, we are finishing the operation much earlier than we originally planned.

Senator CARPER. Thank you for that.

Let me just segue, kind of stay on that point. But I am told that the address canvassing operation was initially expected to last I think through mid July. But in certain areas of Philadelphia, and I think even Delaware, I am told that Census workers were let go after working only a few weeks. And last week, I think the Commerce inspector general issued a report, indicating that workers were not following basic procedures and taking short cuts.

Let me just ask, what is the impact of these inconsistencies on the quality of the address lists that we are compiling? And then subsequent to operations, what steps has the Census Bureau taken to address the concerns that have been raised by the inspector general from Commerce?

Mr. MESENBOURG. The inspector general sent two individuals from their office to 15 of our local Census offices. We actually have 150 local Census offices established across the United States to support the address canvassing. They basically followed the address canvassers around, a small sample of them. And they noted in six of the sites that some of the address canvassers were not following the procedures.

Two procedures that were noted, they were not knocking on the door. This was in our procedure, and we did that for two reasons. First of all, to get a good map spot from the GPS, you have to be relatively close to the residence. And since strangers may be showing up on your front step holding a strange device, we thought it was wise to announce our presence.

The other reason to knock on the door, though, is to ask the homeowner if they are home—of course, we canvass night and into the evening, and sometimes people will not be home. If there is an unusual housing arrangement—perhaps they are renting out the top floor, perhaps there appears to be a building in the back or there may be two rows of doorbells on the door. And the earlier panel had talked about some of the challenges in the economic downturn. That is one of the objectives in address canvassing, is to note that there may be multiple housing units in what we would think would be a single unit.

The second concern, some of the rural roads, the address canvasser is to go down every twisty road, even if it is a dirt road. And they noted a couple cases where the canvasser did not do that. What we did, as soon as we got that report, we sent out a blanket announcement to all 140,000 canvassers that actually shows up on their hand-held computer, to reconfirm that you need to follow procedure, you need to knock on the door, and you need to go down every road in the rural area.

We do not think this was a systematic problem, but we were concerned that some canvassers were not following procedures. Perhaps not a surprise when you have 140,000 people in the field, that

not everyone follows direction. But as soon as the IG made us aware of that information, we put out a blanket message to the listers, and we followed up with a telephone call with all the regional directors the day after.

Senator CARPER. All right. Thank you.

We talked a fair amount about overcount and undercount. We have a situation where, ironically, folks that are most often undercounted are those that live in the most dire economic situations, and those that are overcounted are those who tend to be more affluent, college-age students who go to schools out of State, folks who have second homes, vacation homes, and not uncommon for them to be overcounted. Not a good situation and one that we certainly tried to address in 2000 and we are seeking to address in 2010 even more.

Let me just ask each of you, are you satisfied thus far with the steps that the Census Bureau has taken to address some of the problems in the count that showed up in 2000, where we had about 6 million people who were undercounted, were not counted, and about 3 million who were counted at least twice?

Ms. Lopez, would you like to go first?

And again, the question is, how do you feel about the steps that the Census Bureau is taking to address the problems that we faced in 2000?

Ms. LOPEZ. Well, thus far, all the recommendations that we have made regarding potential partners for the Census—I know that in Delaware, the office has gone forth and spoken to these folks all over the State. What partnerships came out of that, I am not sure of all the details, but some of them are event sponsorships and some of them are much more involved and using space for testing, and using space for, hopefully, in the future, as a questionnaire assistance center.

So I feel that in Delaware, we are having a positive experience moving forward if all these partnerships are critically placed throughout the State. And the concern that Director Mesenbourg brought up, I have heard before, that they have a good problem and they have a very good workforce because of the economy. The concern there, and I want to reiterate, was that when you are looking at the hard-to-count areas, these folks may not be scoring very high on their tests. But what they have to bring to the table is access to a community that is not going to open the door to an unknown face.

So my concern is that if they are given the flexibility to hire the best candidate for the hard-to-count areas, and they are able, given the flexibility, to have the partnerships customized based on the community, if they need to set up a store front in a community center that has a high population of Hispanics, especially in Wilmington, they should do so. I do feel confident that they are going to have much greater success in 2010 in capturing this community.

Senator CARPER. Thank you, Ms. Lopez. Ms. Coulter.

Ms. COULTER. I listened with intent regarding some of the things that are being done, and it is quite a management undertaking with thousands and thousands of people out there doing these types of tasks. But I do think that—I will underscore, actually, Ms. Lopez's statements around partnering. I think that the key to this

is really getting into community-based organizations who are trusted in these communities.

Many of us have been around for years, the Urban League for nearly a hundred years. And if nothing else, if you walk into most African American communities in this city and other cities across the country, they will have heard of the organization. And it kind of gives you a step in right away because they know that while I may not know exactly what it is all about, but I know I have heard of it. So really hiring people who are trusted folks that can walk into these communities I think is critically important.

Locally, we have also worked with our local office, the Census Bureau, in initially helping them reach out to racially-diverse folks to hire. And I know that more than 50 folks have been hired by them. And we would like to do more of that. I think the concern, though, for us is that as a nonprofit, community-based organization, resources are critical to us. But I think that we have proven ourselves by doing some things just because we want to be a partner, but then there are probably deeper and more complex things that we could do together if we had resources to do them.

Senator CARPER. Thank you. Mr. Colón.

Mr. COLÓN. I am confident that this 2010 Census is going to be the most successful Census ever in the history of the United States. However, that does not mean that we do not have some concerns in the counting of all Latinos, especially as the ones that I mentioned before. The migrant and seasonal farmworker community, more than 80 percent of that population is Latino. That creates a lot of challenges for us to make sure that we are counting the migrant and seasonal farmworker community. In addition to that, the immigrant community that is of Latino descent. That should be a top priority for us, if we are going to make sure that every Latino is counted in the Nation.

And I would also like to mention that, Senator and the congressman, if you can assist some of us really delivering the message to our local and State leaders on the importance of the U.S. Census. What I mean with this is engaging the National Governors Association to make sure that they are really engaged in this process the way that we are engaging ourselves, especially I am talking on behalf of the U.S. Council on Latino Affairs. If our governors are there with us, I think it would be a lot more successful for us to make sure we are counting every single resident in those respective States.

Senator CARPER. Thank you.

I have no more questions of this panel. I am going to ask Congressman Castle if he would like to make a closing statement. I will make a closing statement, and then we will call it a day. Thanks.

Mr. CASTLE. Thank you, Senator. I have a 40-minute closing statement I would like to give now, if everybody is ready for that out here in the audience. [Laughter.]

No, I am pleased to have had the opportunity to be here, and I do thank Senator Carper for that. I believe this is a very important subject, and I am very pleased with this panel and the first panel. I think your suggestions were good. I think we all need to pay attention to these suggestions. Obviously, saying these things is one

thing; carrying them out and doing them properly is something else.

Again, that is the responsibility of those of us who are elected officials and those who are working in the Census. But I believe that there seems to be a greater focus on this particular 10-year cycle than normal. And I think we have an opportunity to really make sure we get our count numbers up, and I think your testimony today has proven that. And for that, we are all very thankful. So thank you.

Senator CARPER. And let me just say thank you so much for joining us today on this important occasion.

A former President of the United States—it might have actually been Richard Nixon. Not many people quote Richard Nixon these days, but I am going to quote him today. And he used to say that “the only people that do not make mistakes are the people that do not do anything.” And all of us will make mistakes in our lives. I say to my sons, who are now in college, that there is nothing wrong with making mistakes. The key is to learn from those mistakes.

We have been conducting a Census every 10 years for over 200 years, and along the way, we have made a lot of mistakes. We continued to make those mistakes in 2000 and the intervening years up until now. But I am actually encouraged. We had some enormous concerns. My staff and I did, and other members of the Senate and the House had enormous concerns as we were approaching the 2010 Census, and found out how little we were planning to use technology to increase the number of people that we are counting to reduce the number of errors; and enormous concern about the hand-held computers and doing the address canvassing and whether or not the technology would work, would enable us to be more accurate and to be more efficient in the work that we are doing. I am encouraged to hear that after a little bit of a late start, it looks like we are picking up speed, and the result that we are seeing thus far is actually encouraging.

The concerns raised by the Inspector General of the Commerce Department, we had an opportunity for Mr. Mesenbourg to respond to those, and I am encouraged that he jumped right on it. And he used the technology, the hand-helds, to send out messages ASAP, to folks who were walking around with those hand-helds to make sure that we addressed those concerns that had been raised by the Inspector General.

The Census, as we all have heard here today, is enormously important, as important maybe as any time in our Nation’s history. As States, cities, counties of all sizes and shapes wrestle with the financial difficulties, in some cases catastrophes, that they face, they each have a special vested interest in making sure that we get this count right. Whether the amount of money for an undercount for every person is a \$100 or \$2,000, a lot of money is at stake here. A lot of this money at stake is cities, counties and States apply for Federal grants. A good deal is at stake in terms of how we elect our U.S. representatives, how we apportion our districts, how many U.S. representatives a commonwealth like Pennsylvania will have, and also to determine how we are going to elect and apportion the districts—create the districts for our local officials and, in some cases literally for officials on our city governments. There

is a great deal at stake, and it is important that we, to the best of our ability, get this right, to the extent we find that we are making mistakes, to correct them in the stream, in mid-air, and then to have some lessons learned for the next time.

I do not know that the congressman and I will be back 10 years from now to do a lessons learned, sort of retrospective. We might; you never know. But I am very grateful that each of you were able to set time aside in your day and those who joined us. I want to say a special thanks to our staff who worked for weeks to put this hearing together.

A friend of mine, Lamar Alexander, a former governor, now serves in the U.S. Senate, he likes to talk about hearings as talkings. He says they are really misnamed. They should not be called hearings; they should be called talkings because all the senators do, they come to these hearings and talk. And I just want the record to show that Congressman Castle and I listen a fair amount. We talk some, but we listen a whole lot. And you gave us a whole lot to chew on and to take home with us, and to take us back to our respective responsibilities.

So with that having been said, special thanks to everyone here at the center for hosting us today and for all of our witnesses who have been a part of this presentation. Thank you all. And with that, this hearing—not this listening. This hearing is adjourned. Thank you.

[Whereupon, at 3:15 p.m., the Subcommittee was adjourned.]

A P P E N D I X

**Testimony of Mayor Michael A. Nutter,
Senate Subcommittee on Federal Financial Management,
Government Information, Federal Services, and International Security
Committee on Homeland Security and Government Affairs
May 11, 2009**

Good afternoon, my name is Michael Nutter, Mayor of the City of Philadelphia.

I would like to thank you for this opportunity to speak about the difficult challenges faced by the City of Philadelphia in trying to ensure an accurate population count in the 2010 Decennial Census.

A 1999 survey by the U.S Conference of Mayors estimated that Philadelphia stands to forego \$2,263 in federal and state funding for every person not counted in the census. Given Philadelphia's current fiscal crisis, with a \$1.4 billion budget deficit over five years, it imperative that we get the 2010 Census count "right."

Getting an accurate population count means the Census Bureau must count every single person living in the City of Philadelphia on April 1, 2010. With a population of well over 1.4 million (2008) based on the most recent Census Bureau estimates, that is a daunting, enormous task.

The two biggest challenges the Census Bureau faces in Philadelphia are:

1. Locating and contacting every household residing in the City, regardless of their living situation; and
2. Once they are contacted, encouraging them to accurately respond to and return their Census forms.

Accurate address listings are critical to the success of this process. As you know, the Census Bureau uses a Master Address File based on a list of addresses from the U.S. Postal Service. Under the Local Update of Census Addresses (LUCA) Program, local governments are afforded an opportunity to review the Master Address File for errors and omissions, and to submit address corrections. The Philadelphia City Planning

Commission began working with the Census Bureau on this process back in November 2007.

Most Philadelphians live in traditional housing units which will be easy to count. However, as a result of the policies incentivizing the conversion of vacant and deteriorated commercial and industrial buildings to multi-family residential properties, a substantial number Philadelphia residents now live in non-traditional structures. We need to ensure that the addresses for all of these additional, and sometimes hard-to-find units, are recorded in the Census Bureau's Master Address File.

In addition the City Planning Commission matched the Census Bureau's Master Address File against a combined file of other City address records. In April 2008, the City submitted to the Census Bureau almost 56,000 additional addresses not listed in the Master Address File. This represents roughly 10% of all City addresses.

We are working to review and update all City records of new housing developments to ensure the Master Address File is the most accurate and complete postal mail address list possible.

The downturn in the economy is also likely to present challenges to obtaining a complete population count. The displacement of people through job loss, mortgage foreclosures, and housing abandonment will complicate the enumeration process. While Philadelphia has not seen the great increase in foreclosures experienced by other parts of the country, in some parts of the City it may be difficult for address canvassers to accurately identify occupied housing units amidst foreclosed properties. In neighborhoods that are plagued with vacant and abandoned structures, it will be difficult to get Census enumerators to follow up on census forms that are not returned.

As I mentioned earlier, getting an accurate population count is dependent not only on contacting all residents, but on making sure they return their census form. Research by the Census Bureau notes that traditionally hard-to-count populations include:

- Economically Disadvantaged Populations: Groups with high poverty rates, high unemployment, and low educational attainment levels, and;

- Linguistically Isolated Populations: Foreign born populations with limited English speaking skills, living in ethnic enclaves.

Based on this research, Blacks are disproportionately represented in the economically disadvantaged category and Latinos are disproportionately represented in the linguistically isolated category.

Reaching these disadvantaged populations to get a complete count will be difficult, not only because of language barriers, but also because of suspicion over how these data will be used. Therefore, significant and continuous outreach efforts are needed to educate Philadelphia's African-American, Latino, and other disadvantaged communities about the 2010 Census.

Because of the diversity of Philadelphia's foreign-born population, outreach efforts must also be multi-lingual. The Census Bureau must ensure that adequate multi-lingual census materials and enumerators are available to assist the various foreign speaking communities. They must also work with local partners to allay the concerns of foreign-born residents, who may fear reporting to the INS or deportation, or others who are just suspicious of government.

To respond to these challenges and achieve an accurate count, we are developing a comprehensive approach to improve on the City's 2000 Census response rate of 56%. The basic elements of this plan include:

- **Issuing a Mayoral Executive Order** which will engage City departments and agencies in the planning and execution of outreach plans;
- **Developing a citywide campaign** (i.e. a Complete Count Committee) which will target education, marketing, and outreach to hard-to-count populations;
- **Establish a "Multi-Cultural Network on Census 2010"** which will guide our efforts to reach immigrant and "newcomer" communities. This initiative will

also target the LGBT community and populations in the City with high concentrations of undocumented residents;

- **Work closely with our local School District** to promote the Census "Teaching Guide" throughout our neighborhood schools.

We will, of course, continue our diligent efforts to:

- Ensure that the Master Address File is complete, accurate, and includes all newly constructed and converted housing units, so that Census forms are properly delivered;
- Cooperate with institutions of higher education, City correctional officials, and housing providers for elderly, ill, or other disadvantaged populations, to accurately record all group quarters population, since many people living in the latter situation may also be eligible for programmatic assistance, and;
- Support comprehensive follow-up by Census enumerators to count the residents of neighborhoods most seriously impacted by the economic recession and property foreclosures.

Finally, it is critical that the Census Bureau begin to make partnership funds and other resources available to local communities for increasing public awareness about the upcoming census. It is only through communication and public consciousness-raising that we can hope to have a successful count.

In closing, the City of Philadelphia pledges to work closely with our local Census Bureau office to overcome the challenges I have described today, and obtain a "complete count" in the 2010 Census.

Thank you for your attention.

**JAMES BAKER, MAYOR, CITY OF WILMINGTON
TALKING POINTS
2010 U.S. CENSUS**

Importance of Accurate Census Figures to the Local Jurisdiction:

- Federal and State funding levels are based on population for programs such as transportation improvements, business development projects, and housing assistance.
- Local governments use census figures to make investment decisions on areas such as transportation, utilities, deploying public safety resources, and providing housing resources.
- Businesses use census figures when considering locating or expanding their business and when making other investment decisions.
- Nonprofit agencies use census figures in applying for grants from foundations and government sources.

Wilmington Issues:

- The process of counting the entire United State is a huge and expensive task.
- This task is made more complicated by populations that have traditionally been undercounted due to numerous reasons.
- The Census Bureau has identified hard to count groups as ethnic enclaves, economically disadvantaged, and single unattached mobiles.
- Wilmington's population is made up of a large percentage of these groups. All of the factors shown below make an accurate count for the City difficult (Source 2000 U.S. Census):
 - 65% of the population is nonwhite
 - Over 20% of the population is below the poverty level
 - 26% of the population is 17 years of age and below
 - The City is composed of an Hispanic population of over 7,000 which increased by 41% between 1990 and 2000
- Illegal conversions of single-family housing units for multi-family use.
- A significant homeless and transient population.

- Analyses have shown that populations that are undercounted are more likely to be renters or part of nontraditional households. Wilmington is composed of large percentages of these population groups according to 2000 Census figures:
 - Rental units make up approximately 50% of the City's housing stock.
 - Nearly 25% of the households in the City are female-headed households.

Recommendations to Ensure an Accurate Count:

- The City has assisted the Census Bureau with updating its address file. It is important that new housing projects leading up to April 2010 be accounted for.
- A well funded media campaign is critical. Wilmington can help with local publicity and is prepared to work with local Census representatives, especially in targeting hard to count groups.
- It is imperative that a Commerce Department Secretary be appointed as soon as possible since it is less than one year until census day.
- Census studies have found that level of education is a key to census participation. Wilmington residents' educational attainment is lower than many surrounding communities (of population over 18, more than 27% do not have a high school diploma). Special focus needs to be given to a specialized media campaign.
- Census studies have also found that the assurance of confidentiality of the census is critical and that Hispanics score low on the confidentiality index. As a result, special focus needs to be given to education and media announcements in Wilmington. Local community organizations and churches need to be used to get out the census message.
- The President needs to take a lead role in promoting the importance of the census, particularly to those groups who have traditionally been undercounted.

**Testimony of Camille Cates Barnett,
Managing Director, City of Philadelphia
before the
Senate Subcommittee on Federal Financial Management,
Government Information, Federal Services, and International Security
Committee on Homeland Security and Government Affairs
May 11, 2009**

Good afternoon, my name is Camille Cates Barnett, and I am Managing Director for the City of Philadelphia. I am testifying today on behalf of Mayor Michael A. Nutter, who is unable to be here this afternoon due to pressing City budget matters. Both Mayor Nutter and I would like to thank you for this opportunity to speak about the difficult challenges faced by the City of Philadelphia in trying to ensure an accurate population count in the 2010 Decennial Census.

Obtaining an accurate population count in the Decennial Census is important for many reasons. As a Constitutional requirement, the census enumeration establishes political representation, and influences how public policy is made at the national, state, and local levels:

- It determines the number of seats apportioned to each State in the House of Representatives;
- States use the population count to redraw congressional and state legislative districts, and;
- The City of Philadelphia uses the population count to determine our own City Council Districts, as well as other administrative boundaries. Other municipalities use census numbers for a variety of similar purposes.

A 2007 study by the Brookings Institution determined that census data provided the basis for the allocation of \$377 billion dollars of federal funding across the country. More than 170 federal and state programs use population data in their funding formulas, which determine funding levels for local governments. In Philadelphia, this includes both direct federal funding and state allocations for Community Development Block Grants and housing assistance programs; public transit, airport, highway improvement, and other transportation infrastructure-related programs; education, work force training, and economic development programs, emergency and hazardous materials management; Social Service Block Grants; medical and mental health programs, and a host of other programs.

A 1999 survey by the U.S Conference of Mayors estimated that Philadelphia stands to forego \$2,263 in federal and state funding for every person not counted in the census. Given Philadelphia's current fiscal crisis, with a \$1.4 billion budget deficit over five years, it imperative that we get the 2010 Census count "right."

In addition to its legislative and funding uses, census data have also been very important in Philadelphia's planning and program implementation efforts. The data collected by the Census Bureau are important inputs to developing neighborhood improvement plans,

determining housing needs and providing housing assistance, and targeting economic development and other community revitalization strategies. We need to know where we've been, and where we are "data-wise," in order to determine where we want to go and how to get there.

The private sector also relies heavily on Census data in making decisions about whether investments should, or should not be made in cities. "Census upgrade" companies sell annual market data, modeled off of Decennial Census information, to retailers, financial institutions, and other investors to inform their investment decisions, develop marketing strategies, and provide business goods and services. Alyssa Stewart Lee, in her article *The Brookings Urban Markets Initiative: Using Information to Drive Change*, cites the U.S. Census Bureau as being "the foundation of the private-sector demographic data used for retail decisions."

Getting an accurate population count means the Census Bureau must count every single person living in the City of Philadelphia on April 1, 2010. With a population of well over 1.4 million (2008) based on the most recent Census Bureau estimates, that is a daunting, enormous task.

The two biggest challenges the Census Bureau faces in Philadelphia are:

1. Locating and contacting every household residing in the City, regardless of their living situation; and
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Most Philadelphians live in traditional housing units which will be easy to count. However, as a result of the policies incentivizing the conversion of vacant and deteriorated commercial and industrial buildings to multi-family residential properties, a substantial number Philadelphia residents now live in non-traditional structures. Since the institution of this program in 1997, more than 6,000 converted housing units have been created. In 2000, the program was broadened to include new residential construction. This program has resulted in the construction of more than 16,000 new housing units. Since the 2000 Census, more than 22,000 new or converted units have been created in Philadelphia. We need to ensure that the addresses for all of these additional, and sometimes hard-to-find units, are recorded in the Census Bureau's Master Address File.

The City Planning Commission matched the Census Bureau's Master Address File against a combined file of other City address records. In April 2008, the City submitted to the Census Bureau almost 56,000 additional addresses not listed in the Master Address File. This represents roughly 10% of all City addresses. The Census Bureau is now

canvassing Philadelphia neighborhoods to verify these additions. Once the process is completed this summer, the City will have 120 days to review and finalize the 2010 Master Address File. In the interim, we will be working to review and update all City records of new housing developments to ensure the Master Address File is the most accurate and complete postal mail address list possible.

Census population is based not only on people living in households, but also people living in group quarters, such as school or college dormitories, nursing homes, boarding homes, correctional facilities, and shelters for the homeless.

Philadelphia is fortunate to be the home of many colleges and universities. In the past decade, several of these institutions have increased their enrollments and added beds in new dormitories. We need to ensure that this population is captured in the 2010 Census.

So, too, must we accurately count an increased population in public and private nursing homes, correctional institutions, boarding homes, and homeless shelters. It is especially important to capture this latter population, since the characteristics of this group factor into federal and state assistance programs to provide essential services to these individuals.

The downturn in the economy is also likely to present challenges to obtaining a complete population count. The displacement of people through job loss, mortgage foreclosures, and housing abandonment will complicate the enumeration process. While Philadelphia has not seen the great increase in foreclosures experienced by other parts of the country, in some parts of the City it may be difficult for address canvassers to accurately identify occupied housing units amidst foreclosed properties. In neighborhoods that are plagued with vacant and abandoned structures, it will be difficult to get Census enumerators to follow up on census forms that are not returned.

As I mentioned earlier, getting an accurate population count is dependent not only on contacting all residents, but on making sure they return their census form. Research by the Census Bureau notes that traditionally hard-to-count populations include:

- Economically Disadvantaged Populations: Groups with high poverty rates, high unemployment, and low educational attainment levels, and;
- Linguistically Isolated Populations: Foreign born populations with limited English speaking skills, living in ethnic enclaves.

Based on this research, Blacks are disproportionately represented in the economically disadvantaged category. Based on the most recent estimates (2007 American Community Survey):

- 44% of all Philadelphians are Black (630,260), and 29% live in poverty (182,775);
- Reported unemployment is 9% among the Black population, but we know the true number is significantly higher;

- Overall, Philadelphia's Black population has a lower level of educational attainment than the citywide average (23% have less than a High School Diploma, only 13% have college degrees).

Census Bureau research has also shown that Latinos are disproportionately represented in the linguistically isolated category. Latinos account for 11% of Philadelphia's estimated population (154,515), and almost three-quarters of this population (110,239 or 71%) is from Puerto Rico. For Philadelphia Latinos:

- 43% live in poverty (66,441) – for Puerto Ricans, the number is 50%;
- Reported unemployment is 7% – again, the true number is most certainly higher;
- Educational attainment levels for the Latino population is also trails the citywide average (39% have less than a High School Diploma, only 10% have college degrees);
- And significantly – over a third (34%) of the Latino population speaks English "less than well."

Reaching these disadvantaged populations to get a complete count will be difficult, not only because of language barriers, but also because of suspicion over how these data will be used. Therefore, significant and continuous outreach efforts are needed to educate Philadelphia's African-American, Latino, and other disadvantaged communities about the 2010 Census.

Because of the diversity of Philadelphia's foreign-born population, outreach efforts must also be multi-lingual. Eleven percent of Philadelphia's population is foreign born, with 22% from Europe; 36% from Asia; 9% from Africa; 32% from Latin America. The largest source countries for Philadelphia's foreign born are Vietnam, China, India, and the Ukraine. The Census Bureau must ensure that adequate multi-lingual census materials and enumerators are available to assist the various foreign speaking communities. They must also work with local partners to allay the concerns of foreign-born residents, who may fear reporting to the INS or deportation, or others who are just suspicious of government.

To respond to these challenges and achieve an accurate count, we are developing a comprehensive approach to improve on the City's 2000 Census response rate of 56%. The basic elements of this plan include:

- Issuing a Mayoral Executive Order which will engage City departments and agencies in the planning and execution of outreach plans;
- Developing a citywide campaign (i.e. a Complete Count Committee) which will target education, marketing, and outreach to hard-to-count populations;
- Establish a "Multi-Cultural Network on Census 2010" which will guide our efforts to reach immigrant and "newcomer" communities. This initiative will

also target the LGBT community and populations in the City with high concentrations of undocumented residents;

- Work closely with our local School District to promote the Census "Teaching Guide" throughout our neighborhood schools.

We will, of course, continue our diligent efforts to:

- Ensure that the Master Address File is complete, accurate, and includes all newly constructed and converted housing units, so that Census forms are properly delivered;
- Cooperate with institutions of higher education, City correctional officials, and housing providers for elderly, ill, or other disadvantaged populations, to accurately record all group quarters population, since many people living in the latter situation may also be eligible for programmatic assistance, and;
- Support comprehensive follow-up by Census enumerators to count the residents of neighborhoods most seriously impacted by the economic recession and property foreclosures.

Finally, it is critical that the Census Bureau begin to make partnership funds and other resources available to local communities for increasing public awareness about the upcoming census. It is only through communication and public consciousness-raising that we can hope to have a successful count.

In closing, the City of Philadelphia pledges to work closely with our local Census Bureau office to overcome the challenges I have described today, and obtain a "complete count" in the 2010 Census.

Thank you for your attention.



**PREPARED STATEMENT OF
THOMAS L. MESENBURG
ACTING DIRECTOR
US CENSUS BUREAU**

Reducing the Undercount in the 2010 Census

**Before the Subcommittee on Federal Financial Management, Government
Information, Federal Services and International Security of the
Committee on Homeland Security and Governmental Affairs
U.S. Senate
Field Hearing
Philadelphia, PA**

Mr. Chairman, Members of the Subcommittee, I commend you for holding this hearing in Philadelphia, the birthplace of our country, our Declaration of Independence, and the Constitution, which mandates a census be taken every ten years. The 2010 census will mark the twenty-third time we will undertake that responsibility and pay homage to the founders of our republic who assembled not far from here 222 years ago. The founding fathers knew, as we know, that the fundamental principles of a democratic republic require equality of representation that can only be achieved through the most accurate population count possible. Today of course, the census serves many other important purposes but none so great as our Constitutional mandate. We who are privileged to do this work are ever mindful of the responsibility given us and I am delighted to be here today to discuss the challenges we face in accomplishing our task.

Our Philadelphia Regional Office is located here in the city and is headed by the Regional Director, Fernando Armstrong. Fernando began his Census Bureau career in Puerto Rico during the 1980 census. I want to thank him for his many years service to the Bureau and for being a leader in overseeing 2010 Census operations. The Philadelphia regional office is responsible for all Census Bureau activities in parts of New Jersey, all of Pennsylvania, Delaware, Maryland and Washington, D.C. The regional office currently employs about 10,000 staff in the four-state region and our nation's capital.

Your invitation letter cited two specific circumstances of concern from the 2000 census: an estimated undercount for Philadelphia and a low mail-back response rate in Wilmington, Delaware. While the Census Bureau does not publish official undercount estimates for cities,

reducing undercounts and increasing response rates are among our greatest challenges and our highest priorities in the 2010 Census.

We are meeting those challenges with an array of specific strategies. In a very real sense, reducing undercounts and increasing response rates are component parts of virtually every operation we undertake, though that may not be obvious at first glance. For instance, we know that census participation is more problematic if someone does not receive a questionnaire because their address is not in our Master Address File (MAF). If we have no record of that address, it would also not be included in our Nonresponse Followup operation. However, our Integrated Communications Campaign outreach efforts will provide numerous other opportunities for people to participate in the census. For example by offering "Be Counted" sites and Questionnaire Assistance Centers in neighborhoods, even those that did not receive a questionnaire in the mail will be given an opportunity to participate in the census.

Simply put, the more comprehensive our address list is, the more complete and accurate the census will be. For this reason, the Address Canvassing operation currently underway is critical to the quality of the 2010 Census.

Early indications are that Address Canvassing is proceeding more smoothly and rapidly than we could have anticipated. I am advised, for instance that, as of last Wednesday, Address Canvassing operations in the State of Pennsylvania is 77% complete, with Quality Control (QC) follow-up operations more than half completed. Philadelphia is 99% complete, with QC follow-up at 80 %. Delaware Address Canvassing operations are 99% complete, with QC follow-up at 83%; Wilmington Address Canvassing is 100% complete, with QC at about 80% complete. The Philadelphia Region as a whole is about 77% complete and QC operations are about 70%.

Of particular importance in urban areas, address canvassing operations will also, for the first time, include Group Quarters for special attention this fall. This operation will ensure correct location and address for college dormitories, nursing homes, boarding schools, and other like housing.

Selected areas in some urban environments will be targeted for another operation known as "Urban Update-Leave." Enumerators in this operation will hand-deliver questionnaires in pre-identified areas where we believe it will be difficult for the postal service to deliver to individual addresses, primarily due to having single delivery points in Multi-unit addresses. We will hand deliver questionnaires to those units. We are also working very closely with governments and advocacy groups in cities such as Philadelphia and Wilmington to identify and update our roster of the locations of shelters, soup kitchens and mobile food van stations in preparation for our Service-Based Enumeration Program.

Other improvements for the 2010 Census include using only the short form, which permits the mailing of 13 million bilingual, English/Spanish questionnaires to targeted areas. Questionnaires will be available in four other languages in addition to English and Spanish and language guides will be available in 59 other languages. Selected areas with low mail-back response rates in the last census will be sent a "replacement questionnaire."

We are confident that these, and many other innovations and improvements over what we were able to do in 2000, will have a very positive effect on coverage, particularly in urban areas.

However, identifying where people live and getting a questionnaire to every resident is only half the battle. The second half is to overcome the challenges you rightly identify in the letter of invitation: response rates--convincing people that it is safe and important to complete and return the questionnaire. Convincing people to answer the census not only improves accuracy it produces an enormous savings to taxpayers. We estimate that for every one-percent increase in mail-back response rate, we save \$80 to \$90 million dollars in Nonresponse Followup costs.

We have made major advances in how we confront this challenge as well, beginning with a robust and innovative Integrated Communications Campaign.

The Integrated Communication Campaign

The Census Bureau's Integrated Communication Campaign for the 2010 Census is focused on accomplishing three specific objectives: to increase mail response, to improve accuracy and to improve cooperation with enumerators during Nonresponse Followup Operations. This program builds on the success of the Census 2000 plan, which helped reverse a two-decade decline in the national mail-back response rate. The program is multifaceted, employing and integrating paid advertising, public relations, and a very robust national, regional, and local partnership program, as well as a Census-in-Schools program. The program will use multimedia to reach people by television, radio, magazines, newspapers, outdoor and commuter media, the Internet, and through trusted voices in their local communities.

The cornerstone of 2010 Communications campaign is the availability of detailed tract level information derived from Census 2000 and the American Community Survey, which permits the campaign to identify and target the hard-to-count segments of our population within media markets and local communities. Using this research and data-driven process, for the first time, we can provide the right message, through the right media, in the appropriate language, at the right time. This also drives our decisions about where to concentrate partnership outreach in those pre-determined hard-to-count areas.

This program will be significantly improved and expanded thanks to the additional funding provided in the American Recovery and Reinvestment Act (ARRA) which, as you know, was passed into law two months ago. We are grateful for the support Congress has given us.

Advertising Campaign

In 2000, the advertising campaign predicted response rates based on response levels of civic engagement and community participation. In 2010, we are taking advantage of detailed tract level information on mail-back response rate characteristics of households, rather than on surrogates of response such as voting. Using this data we developed "hard-to-count scores" for every census tract in the nation. We then used it to segment the population into eight relatively homogeneous groups, or clusters, that exhibit different mail response rates. The model has been enhanced by information about media usage and attitudes. Five of the clusters represent hard-to-

count populations that will be targeted during every phase of the campaign. Decisions related to budget allocation and media buys will be driven by the data.

DraftFCB, our prime contractor for the integrated communications effort, and their partner agencies developed the creative brief for the campaign and creative executions (television, radio, print, online, and outdoor and commuter) for the diverse audiences the campaign will reach. All creative executions were tested against our targeted audiences across the audience segments, and in 14 languages using focus groups. DraftFCB and their partner agencies conducted a total of 78 focus groups in 21 cities in the contiguous United States, Hawaii, Alaska and Puerto Rico with a total of approximately 1,400 participants. The participants reflected the different races and ethnicities as well as traditionally hard-to-count and undercounted segments of the population. As you are aware, a few weeks ago we also demonstrated the creative executions to members of your Subcommittee staff and a wide variety of stakeholders. The production of the ads is scheduled to begin in June 2009.

The original communications contract was about \$216 million. The ARRA provides an additional \$100 million for the communications contract. About \$80 million of those funds will be used to increase our paid local and ethnic media buys. The remaining \$20 million will be used for promotional activities such as organizing and implementing the Census Road Tour; and to develop, print and distribute additional Census-in-Schools materials to schools in hard-to-count communities. In developing this plan, DraftFCB subcontracted with communication companies with experience and expertise reaching traditionally hard-to-count audiences. The targeted advertising builds on the mass communications plan with additional layers of advertising to deliver more messages in local, ethnic media in-language and in-culture. The original communication plan allocated \$39 million in local, targeted media buys. Using stimulus funding we plan to expend an additional \$54 million on media buys, \$11 million will be national buys and \$43 million will be allocated to local ethnically-targeted media. At its peak, we anticipate the plan will reach at least 95% of the population a minimum of 31 times. An analysis of the campaign's effectiveness will be conducted by the National Opinion Research Center, of Chicago IL.

Census-in-Schools Program

The Census-in-Schools program will be national in scope with an emphasis on hard-to-count populations. This program encourages students to tell their parents about the importance of the census. Within very hard-to-count communities, children are more likely to be in the cultural mainstream and can influence parents to complete and mail-back the census form. The program includes the development and distribution of electronic and printed materials. Scholastic, Inc. is working with the Census Bureau to develop materials for grades K-12 that include teaching guides, lessons plans, maps, brochures and take-home materials in both English and Spanish. The electronic materials will be available on the Census-in-Schools web site and on Scholastic.com where there will be space dedicated to the Census-in-Schools program. Parents, teachers, school board members, parent-teacher associations, and the general public will have access to these materials and will be able to download them for free. In addition, printed materials such as the mini-teaching guides, maps, and brochures will be distributed to all public and private schools for grades K-12 in all 50 states, Puerto Rico, and each Island Area.

Partnership Program

While paid advertising can educate, inform, and motivate households and individuals, our Census 2000 experience demonstrated that Census Bureau partners at the national, regional, and local levels serve as powerful and trusted advocates that can help reach segments of the population not persuaded by advertising.

The partnership program's strategy is to engage and equip trusted leaders, particularly those serving hard-to-count communities, with a positive census message so that they can use their influence and existing networks to motivate their constituents to fully participate in the 2010 Census. One particularly effective method trusted leaders use is the formation and engagement of Complete Count Committees made up of community leaders representing faith-based organizations, schools, elected officials, community-based organizations, business associations, and local media outlets. Early partnership efforts have focused on the formation of these committees with local, state, and tribal governments.

In February 2009, a Complete Count Committee Guide was mailed to approximately 39,000 highest elected officials representing all state, local, and tribal governments. Regional partnership staff are now following up with these officials to urge formation of committees in support of the 2010 Census. Partnership staff are also providing training and technical support to Complete Count Committees during the planning phase in 2009, as well as ongoing support while each committee carries out their plan during peak census periods in 2010. During Census 2000, approximately 11,800 Complete Count Committees were formed and we anticipate local stakeholders will form that many, or more, during the 2010 Census.

To date, a total of 95 Complete Count Committees have been established throughout the Philadelphia region. Currently, Philadelphia Census Partnership staff have assisted in the formation of 36 Complete Count Committees in Pennsylvania, including 20 in Philadelphia. I believe my esteemed fellow witnesses; Mayor Nutter of Philadelphia and Mayor Baker of Wilmington are also contemplating forming Complete Count Committees, while Mr. Norman Bristol Colón, Executive Director of the Pennsylvania Governor's Advisory Commission on Latino Affairs has already done so, and also formed a coalition of the Northeast State Latino Affairs Commissions on the 2010 Census. The Census Bureau and their constituents are indebted to them for their efforts.

Nationally, our Partnership staff have recruited more than 10,000 organizations that have made commitments to partner with the U.S. Census Bureau and we are just getting started. In Pennsylvania, Partnership staff have already obtained partnership commitments from 349 community organizations and leaders, including 89 partners in Philadelphia. In Delaware, 70 partnerships, including 35 in Wilmington have either been entered into or are pending.

I am proud to acknowledge the tireless work of our Partnership staff. It is not an easy job and requires equal parts perseverance, persuasiveness, and patience. Both the Census Bureau and the communities with whom these "Census Ambassadors" collaborate are better off as a result of their efforts.

Stimulus funding will permit us to nearly quadruple the number of community-based partnership staff. We expect to hire approximately 2,000 additional partnership staff in May and June 2009. Partnership staff, like all of our field staff, will be hired locally. They know the neighborhoods, the challenges, and the trusted voices in the community who can serve as effective partners. Mobilizing these additional resources will permit us to extend our reach into local communities and organizations, recruit more partners and provide additional assistance and support to an expanded partnership base. Mobilizing a larger and better-trained cadre of partners should help us meet the challenges of counting an increasingly diverse population.

We plan to spend over \$250 million on the partnership program, including \$120 million added from the stimulus package. This additional funding will give the Philadelphia region a three-fold increase in Partnership staff over what we were able to provide in 2000—from 54 to 145 staff. We are still in the process of fully gearing up to that total. Currently, the Partnership workforce in Pennsylvania and Delaware totals 76, with additional personnel coming on this month and next

Conclusion

Mr. Chairman, Members of the Subcommittee, my goal today is to make it clear that everything we do is focused on meeting our Constitutional mandate to count everyone living in the United States and in our territories. Our operations are not designed to count *most* of us, they are designed to count *all* of us. We recognize we must work harder to count people in areas that are difficult to reach. I believe we have, by any fair assessment, designed our operations to achieve the goal that was set out for us right here in this city so long ago.

This concludes my remarks and I look forward to your questions.

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Testimony by
Norman Bristol Colón
Executive Director
PA Governor's Advisory Commission on Latino Affairs

Before the
US Senate Homeland Security & Governmental Affairs Committee's
Subcommittee on Federal Financial Management, Government Information,
Federal Services, & International Security

Hearing
"Making the Census Count in Urban America"

National Constitution Center – Independence Mall
Philadelphia, Pennsylvania
Monday, May 11, 2009
1:00 P.M.

Chairman Thomas R. Carper.

Distinguished members of the Subcommittee on Federal Financial Management,
Government Information, Federal Services, & International Security of the Committee on
Homeland Security and Government Affairs of the United States Senate.

Ladies and gentlemen!

Good afternoon and welcome to Pennsylvania!

Mr. Chairman, I am Norman Bristol Colon, Executive Director of the Governor's
Advisory Commission on Latino Affairs for the Commonwealth of Pennsylvania. I am
grateful to you for inviting me to this so important and timely hearing.

It is symbolic that this hearing is taking place in this landmark city and in this landmark building for such an important discussion and the relevance of the US Census work in generations of Latinos and urban America.

According to the Pew Hispanic Center, the population of Latinos in the United States changed from 35,204,480 in 2000 to 45,378,596 in 2007, representing 15% of the total US population. 60% of Latinos are native born. This population growth has been noted and has created challenges and enormous opportunities.

Today, we have more Puerto Ricans living in the US mainland than on the commonwealth island of Puerto Rico.

As National Chair of the United States Council on Latino Affairs, representatives from various U.S. state Latino councils and commissions, we support and partner with the US Census Bureau, the United States Hispanic Leadership Institute and other local, state and national organizations in pushing for an accurate and successful Decennial 2010 Census through the national aggressive awareness campaign **Hazte Contar Census 2010: Makes Dollars and Sense.**

The result of the Census plays a key role in determining funding for the placement of schools, roads, hospitals, and child-care, among other things. It also contributes to supporting the need for social service programs based on current population at the local

and state level. As representatives of Latino Affairs offices across the country we are committed to working together with the U.S. Census Bureau to ensure a full count of our Latino communities in 2010 and thus effectively meeting the needs of our Latino constituents.

Ensuring that every Latino is accurately counted in the 2010 Census is an integral part of a greater agenda for social justice, political representation and community empowerment. An undercount will have an economic and educational disadvantage to our community. A community that today is the largest minority ethnic group in the nation, yet it also has the highest high school drop-out rates and unemployment rates in America.

I quote a statement by Mr. Angelo Falcon from the National Latino Census Network. Falcón recently said that “the challenges facing an accurate Latino count by 2010 Census in light of the negative environment created by anti-immigrant and anti-Latino sentiments in this country will be enormous.” Other challenges that will have a great impact are: very mobile community due to many factors; lack of trust in government; hiring practices by the US Census, the socio-economic and educational levels, to name a few. A plan should be developed to reach the documented as well as the undocumented.

Through your sincere dedication, Mr. Chairman we trust you will make sure that every Latino in Pennsylvania is accurately counted in the 2010 Census:

- Urge Congress to use its Congressional power to make sure the Federal government adheres to the Constitutional mandate to count every person in the United States of America

- Identify strategies for Census 2010 bilingual marketing
- Seek for assurance that information collected in the 2010 Census will be completely private and confidential and not be reported to the United States Immigration and Customs Enforcement

If current trends continue, the U.S. population will grow to 438 million in 2050. Eighty-two percent of this increase will be due to immigrants arriving from 2005 to 2050 and their U.S. born descendants. The Latino population is the nation's largest minority group and is expected to triple in size and account for most of the population growth from 2005 to 2050. Latinos will make up 29% of America's population in 2050. (Pew Hispanic Center)

In Pennsylvania, the Latino population has grown steadily since 1990, 31 times faster than the rest of the population and accounted for 52% of the population growth. (USHLI)

Data collected in the U.S. Census affects how billions of dollars in federal and state funding is given to communities for neighborhood improvement, public health, education and transportation.

The U.S. Census assists with the apportioning of seats in the United States House of Representatives and the redistricting of state legislatures. Data collected is also used to define school district assignment areas. (U.S. Census Bureau)

History shows that an incomplete or inaccurate census denies Latinos a right granted by the Constitution of the United States- a right to fair representation at all levels of government. An error in population data deprives Latinos federal resources needed to assist communities in forming public policy.

In the last census, 1 million Latinos were not counted. Over the past decade, Latinos have become the fastest growing demographic in the Commonwealth of Pennsylvania. With more than 560,000 Latino residents, and the trends pointing to a continuation of that growth, the 2010 census will publicly demonstrate the prevalence of Latinos across the country.

Additionally, to better assess what Latinos need in the next census, it is important to examine what provisions currently exist.

Partnerships between the Census and local communities to find door-knockers and workers who are native speakers of the languages with which the most help is needed. Using the language skills of community members allows those who experience difficulty with their materials to feel more comfortable with the person helping them.

- “Questionnaire Assistance Centers” provide a place for those members of the community with language skills to provide help completing the census materials.
 - These began in 2000 and use places such as community-based organization facilities to help with the questionnaires.

- The volunteers who work at these centers receive special training to perform their duties.
- “Complete Count Committees” aid with providing accurate counts of specific groups (geographic, tribal, demographic, etc).
 - These committees are tasked with conducting awareness campaigns alerting citizens of the upcoming Census and encouraging them to participate. Demographic-based committees often pool their resources with surrounding areas to provide a more expansive campaign.

As the decennial measurement draws closer, some major issues face Latinos. These include:

- Ensuring that Latinos are fairly and properly included in the counting.
- To make the census forms linguistically accessible, so that they may be completed by as many citizens as possible.
- The influx of illegal immigration in certain areas.
- Finding a way to encourage Latinos to register with the census amidst issues regarding immigration and an anti-Latino sentiment that some areas (like Hazelton) are undergoing.
- While the Latino population has been long concentrated in the south and west, there is a strong possibility that as work becomes available, the northeastern states could undergo an influx of Latino migration between now and 2010.

Besides having an accurate count of Latinos in the Commonwealth and country, there are several key benefits to a Latino-inclusive census:

- Redistricting will include districts that better represent the prevalence of the Latino community.
- These districts are more likely to yield public officials that reflect the Latino background and will better address the issues facing the community.
- A proper count of Latinos could heavily improve the community's political stature and create a better environment in which Latinos can lobby for legislation that pertains to their causes.
- The rise in population, prevalence and representation will lead to more economic and political development, which can help to produce better legislation.

Mr. Chairman, let me conclude by saying that today Latinos know they can make a difference in the direction of our country. In cities like Lancaster, Reading, Allentown, Bethlehem, York, Harrisburg, Lebanon, Latino students are soon to be or already are the majority of the student population. An accurate count in these areas of the state will help us provide better educational opportunities for these kids and a pathway to their hopes, dreams and aspirations. I strongly believe that an accurate count will level the playing field and will bring our community much closer to the American Dream.

Thank you!

Pennsylvania At a Glance

Hispanic Population

565,000

Hispanics as Percent of State Population

5%

Median Age of Hispanics

25

Median Income, Hispanics 16+

\$20,238

Poverty Rate, Hispanics 17 and Younger

37%

Hispanic Homeownership

44%

Hispanics as Percent of All K-12 Students

7%



Urban League of
Philadelphia

TESTIMONY

of

Patricia A. Coulter
President and CEO
Urban League of Philadelphia

On

“MAKING THE CENSUS COUNT IN URBAN AMERICA”

before

U.S. Senate Committee on Homeland Security and Governmental Affairs
Subcommittee on Federal Financial Management, Government Information, Federal Services
and International Security

National Constitution Center, Kirby Auditorium
Philadelphia, PA

May 11, 2009

Mr. Chairman and Members of the Senate Subcommittee, I am pleased to be invited to provide testimony on the topic, "Making the Census Count in Urban America." My testimony will focus on the importance of community based partnerships in counting the undercounted.

The National Urban League with its 100 affiliates nationwide and the U.S. Census Bureau have a history that dates back to the 1970 Census Project launched by Whitney M. Young, Jr., National Executive Director at that time. Founded in 1910, the National Urban League (NUL) is the nation's oldest and largest community based movement devoted to empowering African Americans to enter the economic and social mainstream. The Urban League is a non-profit, non partisan community based movement headquartered in New York City that reaches more than 60 million people in urban communities nationwide through direct services programs, advocacy and research, with the services of 100 professionally staffed affiliates in 35 states and the District of Columbia.

The mission of the Urban League is to empower African Americans to secure economic self-reliance, parity, power and civil rights. Utilizing policies and tailored services, we carry out our mission by closing the equality gaps in five (5) key areas: economics, education, health, civic engagement and social justice. According to the Urban League of Philadelphia's recent "State of Black Philadelphia" report, African Americans comprise 44% of the population in Philadelphia. This report statistically measures the disparities between blacks and whites in Philadelphia in these five (5) key areas.

Philadelphia Inquirer journalist, Dick Polman, reported on February 22, 2009, "the census is a flash point. Numbers are power. The population count determines who will most benefit from billions in federal aid, and where it will go; it determines which states will gain congressional seats and which states will lose. Both political parties have a huge stake in the census," says Polman. Since we know that census data, such as race, sex, age and educational level, directly affect African-Americans in virtually all decisions made in education, employment, veteran's services, public health care, transportation and housing, and we know that using the census data to develop, evaluate and implement programs, means that the data is used to determine how to divvy-up more than \$300 billion in funds each year.

These facts underscore the importance of African Americans being counted. In fact, Philadelphia has a unique history with regard to counting African Americans for the census.

In 1837, the Pennsylvania Abolition Society (PAS), appointed a committee to conduct a census of the entire black population in Philadelphia and the surrounding suburbs. At the 1837-1838 convention to amend the Pennsylvania state constitution, there was significant debate surrounding the issue of whether or not free blacks should continue to have voting rights. The constitution that existed prior to the convention was ambiguous with respect to the right of blacks to vote. To remove the ambiguity that surrounded the question of blacks' voting rights, Benjamin Martin, a delegate to the Reform Convention to amend the state constitution, proposed that voting rights be limited specifically to whites.

The PAS actively lobbied to prevent this change to the constitution, and the African-American Census was an important component of these efforts. According to both Thomas Hershberg and Gary Nash, historians of African-Americans in Pennsylvania, the census was intended to demonstrate that blacks were valuable contributors to their communities. However, despite the efforts of the PAS and of other activists, the constitution, which was ratified in October of 1838, excluded blacks from the franchise. African-Americans in Pennsylvania would not gain legal voting rights again until after the Civil War.

Today as it was, the census data is used to prevent African Americans from being disenfranchised. African Americans have been systematically and disproportionately undercounted by the census. Urban centers and high-poverty areas, immigrant and minority communities are most susceptible to miscounts.

The 1990 Census included a net undercount of 4 million out of the total population of 248 million, or 1.6% of the population. Most of those left out were urban, nonwhite and generally poorer than the mean of those counted. Hispanics were roughly twice as likely not to be counted; African-Americans three times as likely not to be counted; Native Americans five times as likely not to be counted. The consequences of the undercount could be serious for many urban areas. According to one Philadelphia official, the 1990 undercount could cost the city \$10-\$15 million annually.

Since the basic Census questionnaire takes less than 10 minutes to complete, why then during the 2000 Census, were millions of people not counted—including disproportionate numbers of African Americans and other minorities? As a result these communities lost out on political representation and needed funding for services. The Census Bureau estimated that only 59.7% of African Americans, 64.5% of Latinos and 69.8% of Asians returned their initial mail questionnaire, compared with 77.5% for whites.

Minorities tend to be undercounted because some, especially immigrants, are mistrustful of and avoid sharing information with the government. Many people just don't feel a part of the American system. Therefore, we need community organizations to be a bridge, a connector to these undercounted communities. According to Robert Hill, who served as Chair of the African American Advisory Committee for the 1980 Census, the 2000 Census and in the initial planning for the 2010 Census, "President Obama and members of Congress should be congratulated for including an additional \$1 billion in the President's Stimulus Bill to enhance the Bureau's enumeration activities in the 2010 Census. I was especially pleased that the Bill stipulates that the Bureau can spend up to \$250 million for its Partnership Program and outreach efforts to minority community's and hard-to-reach populations," says Hill.

With adequate resources, community-based partnerships can reach the undercounted through their current services and programs, as well as direct outreach to neighborhoods and constituents. For example, a key strategy to increase participation is to recruit Census workers who reflect the community. The Census Bureau will hire about 1.4 million temporary workers to help collect the data and follow up with households that do not return their forms. Here locally, the Urban League of Philadelphia has already assisted our local Census Bureau office by recruiting and assessing more than 50 qualified individuals through the Urban League Career Center for these temporary jobs. We could potentially be an even greater partner for the Census Bureau to ensure an ethnically and racially diverse workforce from the staff in district offices to the enumerators in the neighborhoods and barrios.

In conclusion, with this history and these numbers as a backdrop, "Making the Census Count in Urban America" is critically important for African Americans and other minority groups. Thank you for this opportunity to share my views on this important issue.



Governor's Advisory Council on Hispanic Affairs
1901 North Dupont Highway
Charles DeBram Building
Delaware Health & Social Services Campus
New Castle, Delaware 19720

Jack A. Markell
Governor

George Camacho
GACHA Chair

**Prepared Statement of Wanda Lopez,
Executive Director,
Governor's Advisory Council on Hispanic Affairs**

Rita Landgraf, Secretary
Delaware Health & Social Services

Wanda M. Lopez
GACHA Executive Director

May 7, 2009

*"We as a nation have always been, and will always remain greater than the sum of our parts.
But we, as a people must know the amount and sum of these parts, who and where we are.
In this way we move forward together, as a united nation of many.
In this way, the founders wisely decided the decennial enumeration be done.
Author Margaret Reyes (GACHA member)*

It is in this spirit, with this in mind that I am here before you today. Good afternoon, my name is Wanda Lopez, and I have served as the Executive Director of the Governor's Advisory Council on Hispanic Affairs (GACHA) in 2003. Our council members work on recommendations as they relate to the 5 active committees, Education, Health, Social Justice, Economic Development and Historical & Cultural Affairs. For the last 3 years at invitation of Dr Juan Andrade I have had the opportunity to meet with 14 other state Hispanic affair directors during the annual conference of the United States Hispanic Leadership Institute (USHLI). These meeting allowed us to share best practices around policy and organization development. This year we formed the United States Council on Latino Affairs and elected officers. Our last gathering was an education summit in April (Washington, DC) that was attended by 23 Hispanic State Affairs directors who committed to making the census our national project.

GACHA began to partner with the census last year and formally announced the partnership during our Hispanic Heritage Month Proclamation on September 15 2008; former Delaware Governor Minner was in attendance along with Fernando Armstrong Regional Census Director. The commitment was to raise awareness on the importance of being counted. GACHA is a member of the Complete Count Committee and through our established network of contacts we have referred to the census partnership specialist various community and faith based leaders throughout the state. These connections have also led to census staff meetings with local emergency service providers ensuring physical locales are properly verified and pockets in communities are properly located. Identifying these areas is the critical first step; the next step is to hire the right people to enumerate their own communities. In order to garner the trust of these sensitive populations it is imperative that test score alone not be sole criteria for the selection of the appropriate candidate of these areas. We highly recommend that additional criteria like language ability, cultural sensitivity, knowledge of community and experience from living and working within hard-to-count areas be the final determining factor for hires.

We feel confident that if partnerships are formed with these organizations statewide, the community will receive the message from "trusted messengers" and participate in the census.

In general the Hispanic population must receive messages from trusted sources like local Spanish media in order to grasp the importance of this data. We know that that agricultural business relies on the undocumented workforce population that lives in rural areas. These are hard to count areas traditionally and therefore undercounted. Partnerships with community organizations are going to be instrumental to count these communities. With stepped up immigration raids and hate crimes focusing on immigrant workers has driven this community further underground making this tumultuous task more challenging. We now have the unenviable task of having less than one year to undo the erosion of trust resulting from immigration policies of the previous administration focused on workers not employers. This community has difficulty in to understand the difference between the mission of the census and ICE. It is for this reason that the key to a successful census count is to work with people they trust within their communities.

Working with trusted faces and names in the community where they learn, work, play, and pray. We recommend that other agencies must cooperate with the Census Bureau in dealing with these sensitive populations. Although Delaware is a small state we are capable of producing great results as evidenced recently in the national political scene as well as here today (Senator Carper). Delaware is capable of being a model for the census since we are accessible open to new ideas. Thank you for allowing me to address the committee and share our recommendations for a complete count in Census2010.

Sincerely,



Wanda M. Lopez



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Supporting CDCs. Strengthening Neighborhoods

**Testimony on the Impact of the Undercount of U.S. Census 2010
Presented to the U.S. Senate Census Oversight Committee
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Good afternoon and thank you for the opportunity to testify. My name is James White and I am the Policy Coordinator of the Philadelphia Association of Community Development Corporations. PACDC is a citywide association of more than 80 community development corporations (CDCs) and other organizations that have extensive experience working to address the needs of Philadelphia's disadvantaged populations and neighborhoods.

We strongly support the goal of obtaining a more accurate 2010 census count given the importance of these results in determining a range public policies from drawing congressional districts to allocating billions of dollars in federal funding for schools, roads, community development and other services. Census data is even used by state and local governments to determine an array of public policies ranging from the size of zoning districts to the placement of SEPTA commuter rail substations. It is not surprising that President Obama's Administration and our public officials have been engaged in an extensive assessment of how to improve the enumeration process of the nation's once-a-decade survey.

After each recent Census, the Census Bureau has undertaken a thorough assessment to determine the quality of the data collected. According to a PricewaterhouseCoopers 2001 Census Study, an estimated 97,954 persons were missed in Pennsylvania in the undercount of the 2000 Census. The study focused on eight federal programs with more than a combined total of \$145 billion in federal expenditures in FY 2001 that were most affected by the undercount. These programs include Medicare, Foster Care, Rehabilitation Services Basic Support, Social Services Block Grant, Substance Abuse Prevention and Treatment Block Grant, Adoption Assistance, Vocational Education Basic Grants and Child Care and Development Block Grant. Furthermore, an estimated 19,278 Philadelphians were not counted in the 2000 Census as well. The loss of federal funding as result of the undercount was estimated at approximately \$3,000 per person in the adversely affected jurisdictions in 2000, or nearly \$58 million for Philadelphia.

I would like to focus the remainder of my testimony on the need to improve outreach and marketing to disenfranchised and minority populations to strengthen the enumeration process of the United States Census Bureau. African Americans, Latinos and other minorities have been undercounted historically in the U.S. Census. Furthermore, children are missed more often than any other age group.

When people are not counted accurately we don't get the population figures necessary to make the appropriations for federal, state and local funding for program dollars to assist disadvantaged families and individuals. Furthermore, the Census Bureau's undercount also has an impact on the private sector. For instance, inaccurate census data may lead private foundations and nonprofit organizations to make misguided decisions about where to allocate their resources or may lead to missed industry opportunities in the private sector.

We applaud the Census Bureau for already undertaking steps to ensure more accurate census data for 2010. For example, this year is the first time the bureau will mail bilingual forms to 13 million homes and it has been soliciting employees who can speak languages other than English. Additionally, the stimulus package included \$1 billion for the census. The Census Bureau must continue to identify, develop and strengthen relationships with local community and faith-based organizations, and provide them with the resources that are needed for their outreach activities to "hard-to-count" populations. While we are debating our new immigration policy, the bureau must continue to reach out to newcomer populations to ensure an accurate tally. Furthermore, the Bureau must continue to implement communications and outreach strategies that use culturally-appropriate materials and addresses the special challenges in reaching the broad array of cultural populations throughout our nation.

At a time when our country is in an economic downturn, with unemployment and foreclosure rates growing, we need the 2010 Census to produce the most accurate count of nation's population as possible. The accuracy of census data is vital to a number of important decisions made by policymakers and planners that affect the lives of all Americans. We look forward to the opportunity to work with the Committee, the Census Bureau and the Administration to develop an effective plan to strengthen the census survey process and outreach to obtain an accurate count in Philadelphia.

Thank you.

