

Everyone Counts

2020 U.S. Census Outreach in Washington State

Office of Financial Management

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Issue Summary

Federal, state, and local governments utilize Census data to help distribute money and resources. In 2015 Washington State received approximately \$13.7 billion dollars from federal assistance programs based on decennial Census data and derived statistics. Annually, that amounts to approximately \$1,900 per person for transportation projects, education, health care and other programs. In addition, the 2020 Census is also the base for the state population estimates that determine the allocation of about \$200 million to counties and cities from the state general fund annually.

The Census counts determine the number of Congressional seats for each state and help determine where the Congressional and legislative district lines are drawn in the redistricting process. Census data is the foundation of virtually all demographic decisions, planning, and research by education, policy makers, and community leaders for the following decade.

A Census undercount would create a misleading picture of population growth, result in a reduction of federal funds, put comprehensive planning efforts off track, and could impact our Congressional representation. We would like to prevent that from happening.

The Success of 2020 Census is at Risk

The 2020 Census is at risk. The Census Bureau plans to implement a number of new procedures designed to reduce costs. Chronic underfunding and unrealistic estimates of the implementation costs of these new programs has led to setbacks and cancellation of critical testing. The Census's current budget for Census promotion and outreach is also critically low compared to prior Census efforts.

In prior censuses, the Census Bureau went into the field and canvassed every address in the country to update the Master Address File (MAF) that is used as the sampling frame for the census. However, with the 2020 Census the majority of this work will be done within an office. In the past 7 years Washington State has added nearly 200,000 housing units. Some areas have experienced more growth than others. King County added over 70,000 housing units with Seattle adding nearly 40,000 of those 70,000 housing units. New types of housing have emerged in this period from micro-housing to an increase of commercial/residential and live work situations to civilian housing on military bases. There is a risk that the Census Bureau will not add these new structures to MAF and then will not count the population residing within them during the 2020 Census.

Cost saving measures planned during the enumeration phase also threaten Washington's count. In the past the Census Bureau sent enumerators out into the field using a blanket approach to enumerating the population, giving enumerators the chance to catch housing units missing from the MAF. The census plans a more targeted approach for the 2020 Census. Field enumerators will only be sent to low response areas for in person canvassing.

Fortunately the Census Bureau has a number of programs where the state and local government can help mitigate the risk of missing housing units and population. The following sections outline what we have already done at the state level and what we hope to do as we move closer to 2020.

In the 2010 effort, the Office of Financial Management (OFM) and Commerce Department coordinated efforts that were largely focus on state agency activities. This Census, because of the

unique challenges and high stakes, OFM are basing plans on a more complete picture of the Census process and the critical role that can be played by local activities.

“Everyone Counts” Three Phases of Census 2020 Outreach

2018 through 2020		
FOUNDATION Data Analysis Message Development	2019 through 2020	
	COLLABORATION Education Communication	March 2020 through June 2020
		MOBILIZATION Local Activities Community Based Organizations Agencies

Early Successes

OFM has been engaged with all the 2020 Census preparation activities thus far and contributed as resources have allowed on behalf of the state. The most important work at the early stage of the preparation is the Local Update of Census Addresses (LUCA) program. This program is an opportunity for local government to review and amend the Census Bureau’s address list. It is the most effective means local governments have to ensure accurate Census counts. In early 2017, Washington was one of a handful of states selected to test an early version of the LUCA/GUPS software, which governments use to participate in the LUCA program. OFM’s early involvement with the LUCA program was crucial in our preparation process.

In December 2017, Governor Inslee sent a letter to urge all local governments to participate in the LUCA program. Since the letter, 43 additional government entities have registered for a total of 151 registered or in the process of registering. Twenty-five of Washington’s 39 counties, 13 out of our 28 tribal areas, and 111 out of 281 cities and towns are registered or in the process of registering. The coverage is actually higher for cities and towns as some have agreements with their county to do the review for them. With existing resources the state will do its best to review the remaining jurisdictions.

OFM Population Unit has compiled a list of 3.4 million residential addresses from administrative records. The review of this information is complicated and time consuming. It requires a secure work station, confidentiality agreements, familiarity with the Census Bureau’s software, and review procedures. OFM plans to focus their review on high growth areas within jurisdictions that are not participating in LUCA and on institutional populations (group quarters). OFM plans to devote as much of the current staff’s time to the review as possible.

Ensure Everyone Counts through Outreach Program

The Census Bureau effort includes “Complete Count Committee” work to convene local efforts. They do not fund efforts, but they support existing local initiatives. State and local governments must be proactive with outreach programs. It is key that elected officials at all levels of government and across party lines lay the groundwork now for this program because so much is at stake.

By effectively planning events and outreach, Washington has the opportunity to reach hard to count groups. New with the 2020 Census, the state can partner with local community organizations to organize events where hard to count groups can be enumerated at the event through the internet.

Our Mission: Make Sure Everyone Counts

Because of limited federal resources and possible reluctance among some Washingtonians to answer the Census, the state can play an important role in encouraging participation and reducing barriers to being counted.

- Promote 2020 U.S. Census through partnerships with state and local governments, associations, business and non-profit organizations in Washington State.
- Encourage participation of historically undercounted racial groups, ethnic groups, and other hard to count populations.
- Emphasize the fact that Census Bureau officials can’t share answers with anyone on penalty of five years in prison and a \$250,000 fine – so it is safe to be counted.
- Highlight the importance of the Census in bringing resources and legislative seats to Washington.
- The Governor and agency leaders should call attention to the state’s ongoing commitment to help the federal government’s 2020 Census count.

State’s Outreach Audience

Target Audience 1 – Certain population sub-groups are hard to reach and others choose not to be counted. Poverty, illiteracy, fear or mistrust of government, language barriers, geography and housing growth, and changing family and household structures can all contribute to low response rates. Historically, people of color, persons with limited English proficiency, homeless people, undocumented immigrants, highly mobile people, people distrusting of the government, LGBTQIA persons, and children are disproportionately undercounted in the decennial census.

Target Audience 2 – The general public. Residents will learn how easy and beneficial it is to take part in the census.

Target Audience 3 -- Legislators and government leadership at all levels, non-profits and their employees. They can help with low-cost or no-cost methods and see the financial returns to benefit stakeholders and citizens.

Target Audience 4 – Businesses. They need to know that an accurate count helps them better locate new businesses and do marketing and employee recruitment more effectively.

Proposed Key State Messages

Key Message – Accurate U.S. Census data helps billions of dollars to flow into Washington State.

Key Message -- Anything less than an accurate count in Washington State will leave federal money on the table we need for our communities in challenging economic times.

Key Message – Let's help Census officials assure people that the information they provide is totally secure and confidential, and that it is completely safe to fill out a Census form or talk with a Census worker.

Proposed High Level State Efforts

Form Governor's 2020 Census advisory committee, which will advise the Governor on scope of 2020 promotion efforts.

Governor's Proclamation and other media events/press releases for the proclamation as a way to launch the statewide effort.

Governor's executive order- to form state wide complete count committee, which will guide state level 2020 census outreach efforts.

Washington State 2020 website and an accompanying materials and communications.

Cabinet level meeting with Census officials and follow-up meeting with deputy directors. Outreach will be more effective if state agencies are informed early about why and how they can help. Regional census officials could deliver a presentation on efforts in Washington State and how agency leaders can help support the effort. Follow up that initial presentation with a deputy director gathering and coordinated outreach activities.

Legislative Contacts and Census Officials – OFM will coordinate with the Census Bureau officials and encouraged them to exhibit Census products and explain the process at the Capitol Building during the 2019 and 2020 legislative sessions. It could lead to discussions directly with lawmakers and their staff about how they can help spread the word through their email and newsletters to constituents about the 2020 Census and how it helps their communities.

Proposed Operational Level State Efforts

Office of Financial Management (OFM) and Census Coordination – The OFM Population Unit will coordinate statewide and local outreach activities. Below is the list of what OFM has identified potential state agencies as outreach partners. The goal is to form a state level complete count committee which will focus on creating a simple, systematic way for state agencies to help the U.S. Census count:

Department of Social and Health Services (DSHS)

Economic Services Administration

Children's Administration

Aging and Long- Term Services Administration

Developmental Disabilities Administration

Department of Commerce (DOC)

Employment Security Department (ESD)

Department of Revenue (DOR)

Department of Early Learning (DEL)

Labor and Industries (L&I)

Department of Licensing (DOL)
Office of Superintendent of Public Instruction (OSPI)
Department of Health (DOH)
Department of Agriculture (AG)
Department of Enterprise Services (DES)
Washington State Patrol (WSP)
Department of Transportation (DOY+T)
Department of Corrections (DOC)
Utilities and Transportation Commission (UTC)
Washington State Liquor and Cannabis Board
Washington State Lottery
Washington State Courts
Washington State Office of Public Defense
Washington Student Achievement Council (WSAC)
Washington State Community and Technical Colleges
Secretary of State (SOS) – Washington State Library

OFM and the state complete count committee will work with state agencies to create agency specific outreach plans. Here are some low-cost or no-cost ideas:

- U.S. Census Bureau posters and messaging in all agency outreach, satellite, community service, partner (WorkSource, etc.) offices, schools and outstations;
- Census web links on all agency websites (directing users to dedicated census site with census logo as icon to click);
- Agency newsletter (if applicable and appropriate) to stakeholders sometime before April 1, 2020 with census item and appropriate links and phone numbers;
- Census paper insert reminders with info to piggyback on monthly checks, food stamps or mailings to clients (DSHS, L&I, etc.);
- Census reminders on customer receipts from agencies (Dept. of Licensing, lottery ticket);
- Census reminder on week of April 1, 2020 on Department of Transportation electronic message boards across state;
- Support census messaging and material handouts to school kids and families across the state through Department of Early Learning.
- Outreach to connect Census officials to Office of Superintendent of Public Instruction (OSPI). Census in School should be a very effective way to get the message to students to take home.
- Offer to initiate contact with stakeholders to allow Census officials present at 2018 and 2019 conferences, large meetings or summits (example, 2018 Washington Library Association Conference). We need to compile a list of relevant conferences and events to target.

Grassroots Level State Efforts

Encouraging Resident Participation is Key – People of color, persons with disabilities, non-English speakers, and particular age groups and subpopulations are at special risk to be underrepresented during a Census. OFM will work closely with Census officials to update state population maps. And OFM will work with various organizations to push of key messages to help minimize undercounts of minority and other special populations. Examples include but aren't limited to:

State of Washington Commission on African American Affairs

State of Washington Commission on Hispanic Affairs
Governor's Office of Indian Affairs
State of Washington Commission on Asian Pacific American Affairs
Governor's Committee on Disability Issues and Employment
Other groups as identified.

Elements of this effort include:

- **Personalize Census Message** – There is no “one size fits all” for a community outreach effort. There will also be a strong national media campaign. But how can we personalize the message? Is there someone well-known and respected in Washington State that commission and/or committee members can tap into to develop a localized Census poster that speaks to our region?
- **Outreach** – Promote Census messaging through formal and informal commission contacts and events (i.e. festivals, gatherings, summits, member meetings, outreach events) Can that contact be improved with better and more complete mailing lists available in the public or private sector?
- **Commission and Committee Autonomy** – Commission and Committee members and employees appointed by the Governor should be encouraged to independently partner for outreach with the Census Bureau.
- **Utilizing Governor's regional offices to effectively target local outreach and field enumeration operations.** Those regional offices can be used as a base to build support with local community-based and volunteer organizations.

Regional and Local Governments and Libraries

Engage regional and local governments. Ask them to provide regional and local level activities and events. Coordinate with the Census Bureau to participate for promotion. Ask them to provide means to push the message out. Such as road sign, flyers, local stations, webpage, twitter, and face book.

Libraries are strategically located in most communities and provide access to many hard to count populations. OFM should coordinate with the Census Bureau to attend the Washington Library Association conference Oct 17-20 2018 in Yakima. We may want to get a booth and/or present at the conference. The goal is to network and encourage members to be involved in 2020 promotion (with fliers, 2020 information on their webpages, and posters in public spaces) and enumeration events (providing space, Census forms, and potentially computer access to fill out the Census).

Private Sector

Washington should also engage the private sector. The goal is twofold: get help to push the message out through their employees and with messages printed out on pay stubs, custom receipts, and publicity (things like coffee cup holders from Starbucks, grocery bags and messages on receipts).

Secondly, the state would task some offices to aid census enumeration in areas with high concentration of hard to count people. This is because the Census Bureau has reduced the number of offices to be opened in Washington.

In order to engage the private sector, the state may want to engage a high profile, trusted figure or group to help communicate the 2020 Census messages.

Future Technical Activities at State and Local Level

The execution of LUCA program will happen between February and July 2018. Even though the state and a majority of the local governments have registered to participate in the program, the actual review of addresses will pose enormous challenges as the resources can be very limited.

In addition to LUCA, there are also a number of other projects and technical programs, which can assist in getting more complete addresses or accurate geography for the state:

Data Support and Target Areas: OFM will create data sets on hard to count areas within the state. We will help local complete count committees understand how they can use the data to target their resources.

Design internet page: OFM will design a 2020 Census webpage to highlight state level 2020 Census activities and to provide 2020 Census materials to local government and community organizations.

Produce state specific promotion programs: What we can do depends on our resources. This may be as simple as adopting a state slogan to include in our state messaging. If we have trusted communicators (i.e. celebrities) we may have them deliver the state Census message. If we have private partners it may involve small giveaways such as posters, umbrellas, flashlights, notebooks, pens, shopping bags, or water bottles.

Coordinate Census Complete Count Efforts- There is great value in ensuring messaging and support gets out to existing local and community resources and then direct support to areas where there are fewer on the ground resources supporting the 2020 Census.

Boundary and Annexation Survey (BAS): BAS is an ongoing survey designed to give governments the opportunity to review and update the census geographic files (TIGER/Line files). The Office of Financial Management is one of 11 states to have a current BAS MOU with the Census Bureau. OFM files state approved annexations and boundary updates to the census bureau on a quarterly basis, most governments file annually.

Boundary validation program (BVP): Work done by the Secretary of State's office.

Count Question Resolution (CQR): CQR is a post Census opportunity for state and local governments to challenge Census counts and request corrections. State and local governments must provide evidence that an error occurred. There are a limited number of situations that can be challenged and strict rules about the evidence that governments must provide. We expect this program to run through 2023.

Count Review Operation: This is state government's opportunity to review and submit missing addresses for Census canvassing and review group quarter data. The review of addresses occurs between August 2019 and February 2020, immediately before the Census. The review of group quarters takes place between March and August 2020 during enumeration. State participants must undergo security screening and background checks to participate. Note that OFM staff have already devoted time to this endeavor as one of five states selected to shape and design the review process through the 'early participants program'.

Group Quarters (GQ) and Enumeration at Transitory Locations programs: Both of these programs aim to update the GQ and the transitory location lists. The Census has also contacted

group quarter administrating agencies to test the feasibility of electronic data submission for their residents.

Participant Statistical Areas Program (PSAP): Work done by the Secretary of State's office.

Redistricting Data Program – BBSP, VTD: Work coordinated by the Secretary of State's office.

The New Construction Program: This is local governments last chance to update the Census Bureau's address list before April 1, 2020, Census Day. This program is designed to capture the address and locations of new housing units that were added after the conclusion of the LUCA program. This program will have a similar format as the LUCA program. Invitations to participate will go out in July of 2019. The registration period will end in October 2019 and the period to submit new construction addresses will occur between November 2019 and March 2020.