

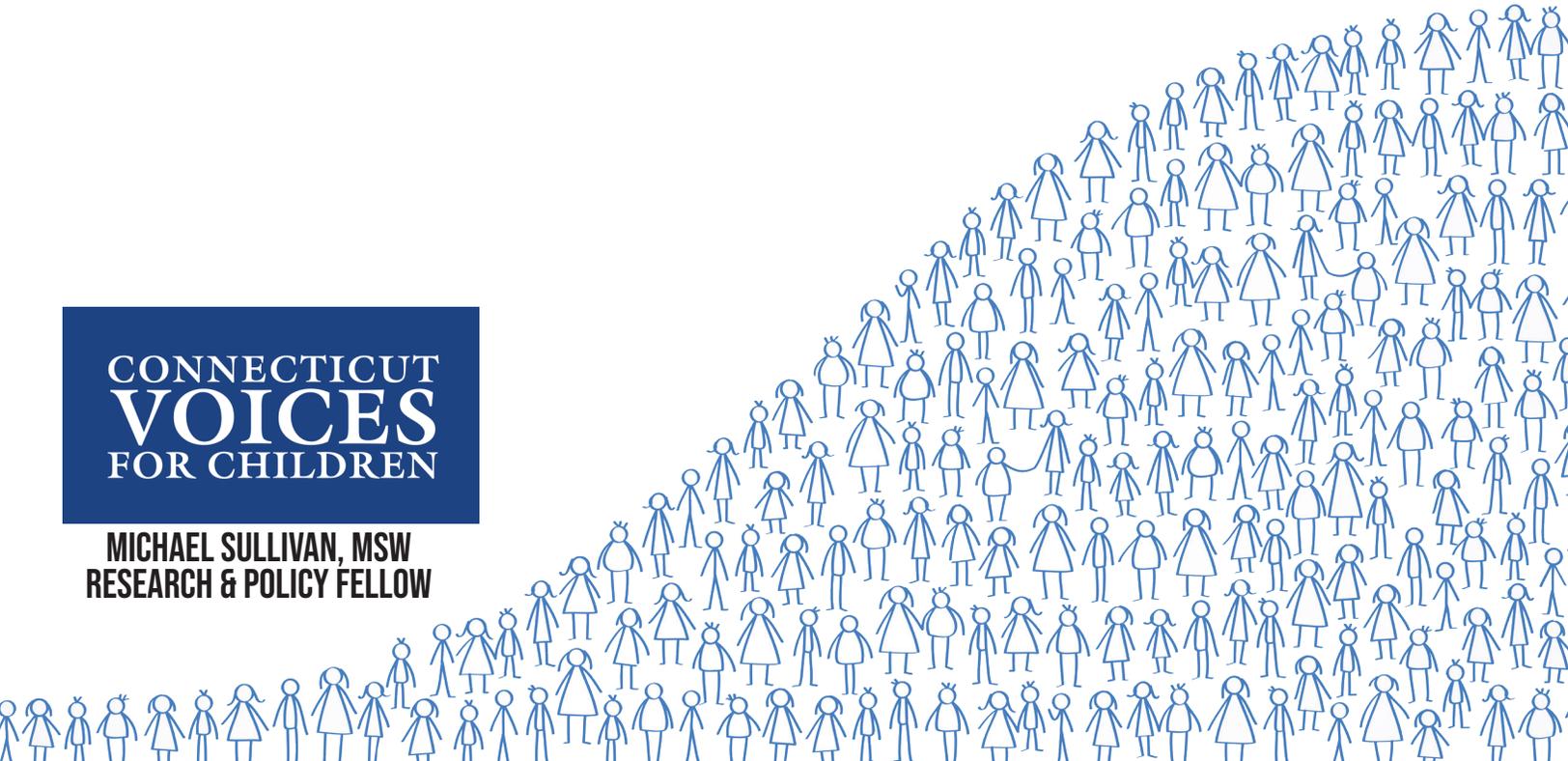


CENSUS 2020

**LACK OF STATE FUNDING RAISES RISK OF AN
INACCURATE 2020 CENSUS COUNT**

CONNECTICUT
VOICES
FOR CHILDREN

MICHAEL SULLIVAN, MSW
RESEARCH & POLICY FELLOW



I. THE CHALLENGE OF ENSURING AN ACCURATE CENSUS

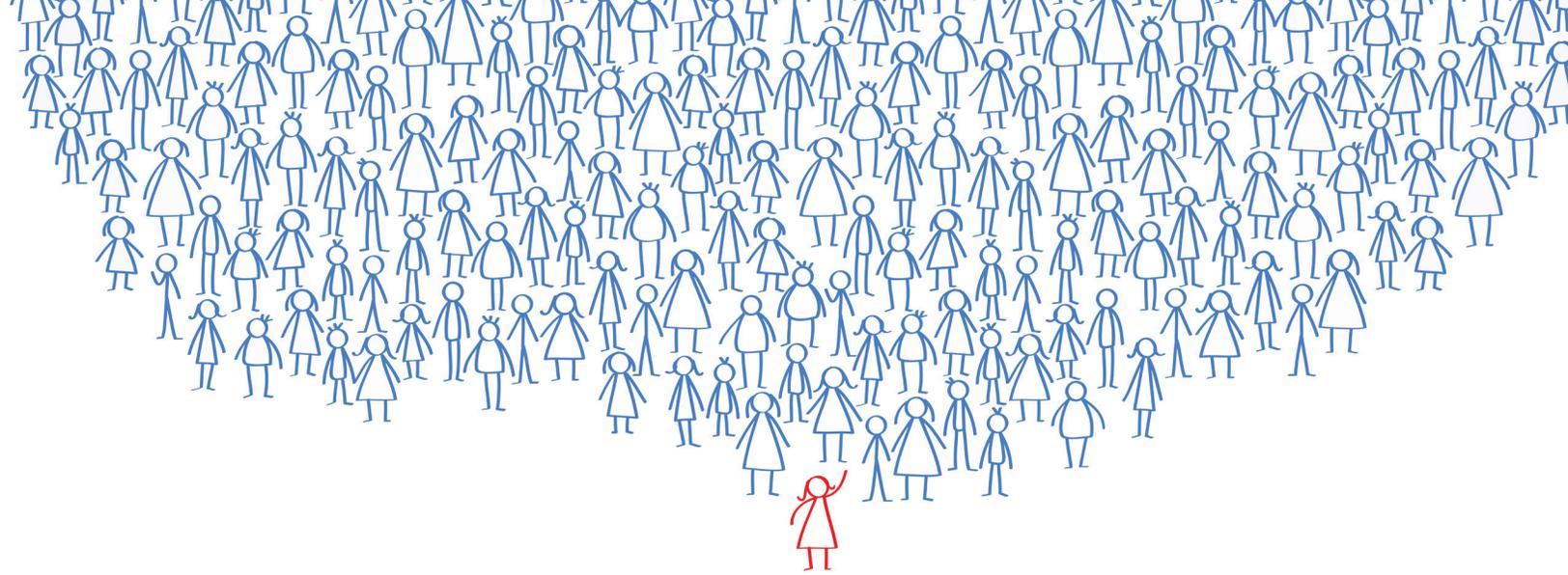
Every ten years, the federal government seeks to count every person in the country through the decennial Census. The data gathered through the Census are used to determine the amount of more than \$10 billion in federal dollars for education, health, transportation, housing, and other programs. These data shape the drawing of Congressional and state legislative districts and help public officials and businesses plan for the future. If Connecticut residents are not fully counted in the 2020 Census, the state may lose funding for these and other services, and Connecticut won't have the opportunity to fix the problems caused by incorrect population counts until the next Census in 10 years. Unfortunately, thousands of state residents are at risk of not being counted, including young children, communities of color, and immigrants. A lack of state funding to support local outreach and education increases this risk and means that Connecticut is falling behind nearby states who have invested in planning, coordination, and outreach for the Census.

The questions in the 2020 Census relate to demographic information, including age, race, ethnicity, sex, relationships between household members, and whether the household rents or owns their residence.¹ Between mid-March and late April of 2020, the Census Bureau will send a series of mailings to residents encouraging them to complete the Census survey.² Between May and July, the Bureau will conduct follow-up visits, sending enumerators (Census takers) to homes that have not responded to the survey to attempt to collect information at their doors.

The U.S. Census Bureau faces new challenges to a successful count in 2020:

- The ramp-up in funding for the Census Bureau to prepare for the 2020 Census has fallen below the levels of the last two Census cycles.³ Because of a lack of federal funding, Census officials had to cancel test rehearsals in two of three states that had been planned to improve the accuracy of the survey.
- The Trump Administration's plan to add a question about citizenship to the decennial Census for the first time in 70 years raised concerns that this question would discourage participation by households with immigrants.⁴ The Census Bureau itself estimated that adding this question would lead to an 8 percent decline of self-response rates in households that have noncitizens.⁵ While the Administration reversed course on adding the question in July 2019,⁶ the publicity surrounding this issue may mean that the chilling effect on responses among immigrant residents, both citizen and non-citizen, persists.
- For the first time, households will be able to complete the survey online. Through its "internet first" initiative, the Census Bureau will send mailings to 75 to 80 percent of households asking them to respond to the survey online, and only send a paper questionnaire if a household has not responded to mailed reminders. For 20 to 25 percent of households that are targeted based on demographic predictors and indicators of low internet access in a geographic area, it will send both the paper survey and information about responding online. Low-income and other residents who do not have internet access and are not targeted to receive a paper questionnaire will face a barrier to completing the survey.

Many states are acting to meet these challenges by providing their own funding for Census outreach and education. Connecticut policymakers have the opportunity to help ensure that all residents are counted by following the lead of nearby states, but time is running short.



II. WHAT IS AT STAKE FOR CONNECTICUT

Inaccurate counts in the 2020 decennial Census will have far-reaching consequences for Connecticut families, state and local governments, dozens of federal and state programs and benefits, our state's democracy, and our economy. The decennial Census provides the basis for annual population projections for the following ten years, so funding and planning decisions that rely on these data will be affected for the next decade.⁷ Below, we will describe some potential rippling consequences of a Census undercount in Connecticut.

Connecticut's quality of life and billions in federal funding

The 2020 Census count will determine how much federal funding states and localities will receive over the next decade. The GW Institute for Public Policy at George Washington University has identified 325 federal spending programs guided by Census data.⁸ These programs distributed over \$900 billion nationally in Fiscal Year 2016. If the Census Bureau fails to count all state residents, many Connecticut children and families in need may go without school lunches, access to quality child care, and access to affordable housing, as well as student loans and grants to make college more affordable.

There are billions of dollars and dozens of critical services at stake for Connecticut residents who benefit from federal funds directly or through our state and local governments. In Fiscal Year 2016, Connecticut received over \$10.7 billion through 55 large, federal spending programs that account for the majority of Census-guided federal spending in the U.S.⁹ This included \$1.1 billion for federal student loans, \$686 million for SNAP nutrition benefits, \$515 million for highway planning and construction, and \$403 million for Section 8 housing vouchers. An accurate count of Connecticut residents can ensure that more adequate federal dollars will be available to support the education, health care, nutrition assistance, housing, transportation, and other needs of children and families.

Table 1 shows the largest, Census-guided, federal funding programs benefiting Connecticut residents. Because of the complexity of federal funding formulas, it is not possible to estimate the financial impact of an undercount on a per person basis for most federal programs.¹⁰ (In addition, Connecticut already receives the minimum federal reimbursement rate for Medicaid and four other programs based on the Federal Medical Assistance Percentage formula, so an undercount would not affect funding for these programs.¹¹)

Table 1: Largest Census-Guided Federal Funding Programs Benefiting Connecticut

Financial Assistance Programs	Federal Agency	Fiscal Year 2016 Funding
Medical Assistance Program (Medicaid). Provides health insurance for eligible children, parents, pregnant women, older adults, and disabled persons.	HHS	\$4,612,597,000
Federal Direct Student Loans. Helps students and their parents to pay for the cost of undergraduate and graduate education.	ED	\$1,099,082,982
Medicare Supplemental Medical Insurance (Part B). Provides medical insurance for persons age 65 or over and certain disabled persons.	HHS	\$908,889,738
Supplemental Nutrition Assistance Program (SNAP). Helps low-income people, older adults, and the disabled to buy the food they need for their families.	USDA	\$685,510,011
Highway Planning and Construction. Supports the transportation needs of states, including the construction and improvement of highways and bridges.	DOT	\$514,876,948
Section 8 Housing Choice Vouchers. Helps low-income families obtain safe and affordable housing.	HUD	\$403,013,000
Temporary Assistance for Needy Families. Provides cash assistance to help low-income families make ends meet.	HHS	\$266,788,107
Federal Pell Grant Program. Helps students with demonstrated financial need to pay for undergraduate education costs.	ED	\$243,000,000
Section 8 Housing Assistance Payments Program. Provides subsidies to owners of properties with project-based Section 8 rental assistance.	HUD	\$240,435,648
Federal Transit Formula Grants. Supports public transportation services in urban areas.	DOT	\$167,144,000
Special Education Grants. Funds special education and related services to children with disabilities.	ED	\$136,095,761
Title I Grants to LEAs. Provides financial assistance to local education agencies and schools with high numbers or percentages of low-income families to help all children to meet state academic standards.	ED	\$121,022,224
Very Low to Moderate Income Housing Loans. Helps low-income individuals purchase houses in rural areas.	USDA	\$108,242,639
National School Lunch Program. Provides low-cost or free lunches to school children in public schools; private, nonprofit schools; and residential child care institutions.	USDA	\$80,714,423
Low Income Home Energy Assistance. Helps residents to cover their home energy bills	HHS	\$80,714,423
Federal Tax Expenditures		
Low Income Housing Tax Credit. Encourages the development and rehabilitation of affordable rental housing.	Treas.	\$96,608,038

Sources: Funding data from the George Washington Institute of Public Policy. Program descriptions adapted from General Services Administration, federal program websites, and Congressional Research Service reports.¹²

Fair and accurate apportionment of legislative seats

Connecticut's state constitution requires that Congressional and state legislative districts be redrawn every ten years.¹³ The State bases its plan to redraw legislative districts on population data from the decennial Census. The U.S. Supreme Court has ruled that districts must be roughly equal in population to ensure that everyone's vote is equally important.¹⁴ As we discuss later in this report, communities of color, low-income residents, and young children are among the many groups who are at higher risk of being undercounted. If the Census falls short of counting these and other residents, inequalities in political representation will result, diminishing the strength of their voices in our democracy. Only when all residents are counted can we ensure that the state can uphold the core democratic principle of "one person, one vote."¹⁵ All residents should have an equal voice in elections—regardless of race, ethnicity, income or other factors that have historically been associated with Census undercounts.

In addition to the question of whether residents are counted, the issue of where certain residents are counted has implications for redistricting and racial equity. The U.S. Census Bureau counts incarcerated people as residents of the towns where their prisons are located, rather than the homes where they lived prior to their incarceration.¹⁶ As a result, state legislative districts are drawn to weight votes more heavily in districts that house prisons while diluting votes in other districts—a phenomenon known as prison gerrymandering. A 2013 study of prison gerrymandering in Connecticut found that almost half of the state's prison population (47 percent) comes from the state's five largest cities—Bridgeport, Hartford, New Haven, Stamford, and Waterbury.¹⁷ However, nearly two-thirds of the state's prison cells (65 percent) are located in just five small towns—Cheshire, East Lyme, Enfield, Somers, and Suffield. This flaw in Connecticut's redistricting process occurs despite the fact that Connecticut absentee voting law recognizes incarcerated persons as residents of their homes, rather than the location of their prison.¹⁸

Black and Latino residents in Connecticut are incarcerated at higher rates than white residents due to racial inequities across multiple systems, including education, justice, and economic systems. Thus, gerrymandering disadvantages the communities of color where incarcerated persons reside. This disparity benefits white communities, as 86 percent of the state's prison cells are located in towns with a majority white population.

Finally, the decennial Census is also used to allocate seats for Congress based on population. In the Congressional reapportionment following the 2000 Census, Connecticut lost one of its six Congressional seats because its population grew slower than the populations of other states.¹⁹ Connecticut's population has been stagnant between 2010 and 2018.²⁰ One projection of the 2020 apportionment of Congressional seats based on population trends since 2010 found that if Connecticut loses another 134,248 residents compared to 2020 population projections, it could lose another Congressional seat.²¹ This means that an undercount or actual population decline of 3.8 percent of Connecticut's projected 2020 population could result in a lost seat.

As outlined in **Table 2**, the second and fifth Congressional districts—in the eastern and northwestern parts of the state, respectively—experienced statistically significant declines in population between 2010 and 2018. The fourth district—in the southwestern region—has grown. Undercounts in districts with declining population would further diminish the electoral voice of residents of those districts.

Table 2. Population Changes in Connecticut Congressional Districts

Congressional District	2000 population	2010 population	2018 population	Population change, 2010 - 2018	% change, 2010 - 2018
1	552,127	710,951	715,049	4,098	0.6%
2	568,007	729,771	699,657	(30,114)	-4.1%*
3	561,576	712,339	712,272	(67)	0.0%
4	574,101	706,740	739,090	32,350	4.6%*
5	581,903	714,296	706,597	(7,699)	-1.1%*
6	567,851	-	-		
Connecticut	3,405,565	3,574,097	3,572,665	(1,432)	0.0%

*Population change is statistically significant. Z-score, $p < .05$.

Sources: U.S. Census Bureau, Table P001, 2000 Census Summary File 1; Table P1, 2010 Census Summary File 1; Table B01003, American Community Survey 2018 1-year estimates

Well-informed planning and economic development

Federal, state, and local governments make use of Census data to understand and respond to community needs relating to health, housing, education, transportation, economic development, and other areas.²² Without an accurate picture from Census data, public officials will not be able to effectively plan services and direct resources to where they are most needed.

Connecticut businesses also rely on accurate Census data to make good decisions.²³ Businesses use Census data to create consumer profiles, target advertising, find new customers, forecast growth and sales, identify new investment opportunities, and compete against other businesses. Retail businesses use Census data to decide where to locate their stores. Banks use it to ensure compliance with federal mortgage lending guidelines regarding race. Health care providers use local data to assess the need for health care services in particular areas.

Businesses also benefit from Census-guided federal spending in Connecticut. This includes the economic and infrastructure benefits that accrue from \$515 million in highway planning and construction funds (e.g., highway and bridge construction), \$167 million in federal transit formula grants (e.g., public transportation services in urban areas), \$4.1 million in federal transit capital investment grants (e.g., rail and bus rapid transit), and \$2.2 million in business and industry loans (e.g., loan guarantees for real estate, machinery and equipment, and working capital in rural areas).²⁴

With accurate Census data, state and local planners, researchers, and businesses will have the information they need to identify and respond to local needs and opportunities. If planners must rely on inaccurate data resulting from undercounts, the state will have to live with the damaging consequences of the many flawed planning and economic development decisions that will result.

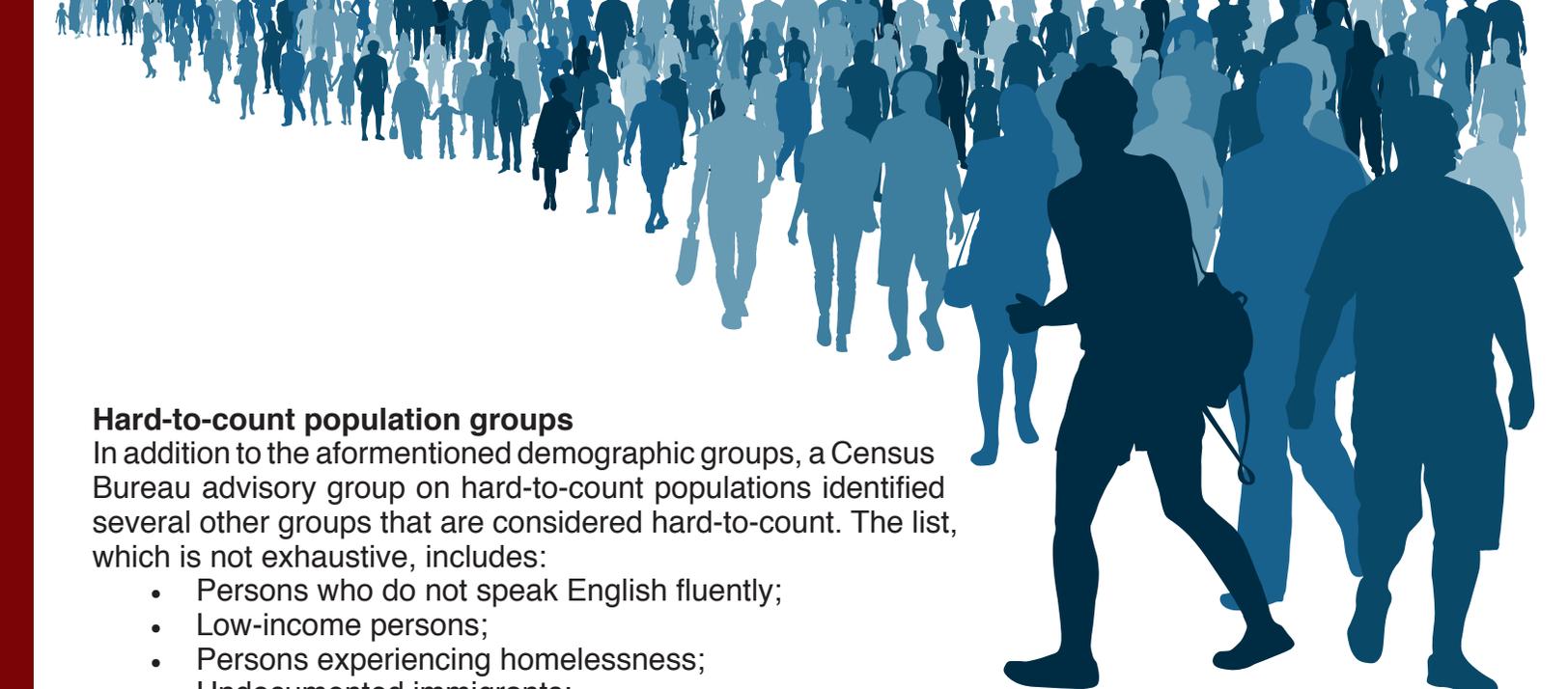
III. CONNECTICUT POPULATIONS AT RISK OF AN UNDERCOUNT

Net undercounts

In each Census, some individuals are missed, as we explore in this report, and some are inadvertently counted more than once. A “net undercount” for a demographic group occurs when there are more people missed in that group than people counted more than once.²⁵ If the Census Bureau undercounts certain age, racial, and ethnic groups, the communities where they live lose out on funding, resources, and political representation.

The Census Bureau uses data on births, deaths, and migrations, as well as follow-up surveys (post-enumeration surveys) to estimate the accuracy of the decennial census counts and to produce estimates of net undercount rates for a limited set of demographic groups.²⁶ The following are the Bureau’s estimates of national net undercount rates for these groups.²⁷ Estimates are not available for Connecticut, except for young children. (Racial data below are for race alone or in combination with other races.)

- **Young children** under age 5 were in the age group most likely to be undercounted in the 2010 census, with 4.6 percent nationally going uncounted. The rate for young Black children (6.3 percent) and Hispanic children (7.5 percent) was higher than the overall rate.²⁸ Children age 5 to 9 were undercounted by 2.2 percent. The net undercount of children under 5 in Connecticut was estimated at 3.3 percent.²⁹ (Racial and ethnic data are not available at the state level.)
- **Black residents** in the U.S. were undercounted at a rate of 2.1 percent. Black men age 30 to 49 were at particularly high risk, with 10 percent going uncounted.³⁰ Among Black men age 18 to 29, 5.9 percent were uncounted.
- **Hispanic residents** in the U.S. were undercounted by 1.5 percent. This rate increased to 5.2 percent for Hispanic men age 18 to 29. While women overall tended to be overcounted, Hispanic women were an exception, undercounted by 2.1 percent.
- **Asian residents** in the U.S. did not experience a statistically significant undercount overall, though there was a significant undercount of 2.2 percent among Asian men age 30 to 49.
- **American Indians and Alaskan Natives** living on reservations were undercounted at 4.9 percent. There was not a statistically significant undercount for American Indians and Alaskan natives overall.
- **Native Hawaiians and Pacific Islanders** did not experience a statistically significant undercount overall, though men age 18 to 29 were undercounted by 8 percent.
- **Renters** were undercounted by 1.1 percent. This rate among people in renter-occupied housing units was higher among Black (3 percent), Hispanic (3.3 percent) and American Indian or Alaskan Native (1.9 percent) renters.



Hard-to-count population groups

In addition to the aforementioned demographic groups, a Census Bureau advisory group on hard-to-count populations identified several other groups that are considered hard-to-count. The list, which is not exhaustive, includes:

- Persons who do not speak English fluently;
- Low-income persons;
- Persons experiencing homelessness;
- Undocumented immigrants;
- Young, mobile persons;
- Persons who are angry at and/or distrust the government, and
- Lesbian, gay, bisexual, transgender and queer (LGBTQ) persons.

Finally, since this is the first Census that can be completed via the internet, people without internet access at home will face barriers to completing the survey without a printed form, access to computers in public spaces, or in-person follow-up. Among the groups who are less likely to have internet access are low-income people, Black persons, Hispanic persons, people with limited English proficiency, people with disabilities, and people with lower educational attainment.³¹

There are several related factors that help to explain why many groups do not participate in the Census.³² These populations may experience multiple, interrelated barriers:

- Hard to locate: Homeless persons, persons living in non-traditional housing, rural residents, and undocumented immigrants may be more difficult to identify and survey.
- Hard to contact: Low-income individuals, young persons, and renters tend to be more mobile, which can make them more difficult to count.
- Hard to interview: People who do not speak English well may face barriers to participation.
- Hard to persuade: Immigrants who fear government officials, racial and ethnic groups who have experienced discrimination, or people with confidentiality concerns may be reluctant to participate or be pressed with other life priorities.

The problem of the undercount among young children is substantial and has been getting worse. In the U.S., the net undercount rate for children age 0 to 4 rose from 1.4 percent in 1980 to 4.6 percent in 2010—the largest undercount of any age group.³³ As noted above, undercounts are higher for Hispanic (7.5 percent) and Black young children (6.3 percent). National research on large counties suggests that data on hard-to-count Census tracts—those with low mail response rates—do not predict the undercount of young children well.³⁴ So, outreach efforts that target only hard-to-count tracts may not be fully effective in improving the count among young children. National survey research suggests some parents are uncertain about whether to include young children on the Census form.³⁵ Nearly one in five indicated that they would not include their children under 5 on the Census (10 percent) or were not sure (8 percent) after being informed that a number of people leave young children off the form. Respondents in these households may be confused about whether young children need to be included, feel the government does not need to know about young children, or believe that the government already has information about a young child.³⁶

Research on large counties has found that a higher net undercount of children is most closely associated with areas that have a higher:³⁷

- Percent of racial/ethnic minorities,
- Percent of households that are linguistically isolated (no one in the household age 14 and older speaks English “very well”),
- Percent of young children living with grandparent householders, and
- Percent of young children living with nonrelatives or in group quarters.

In Connecticut, 12.4 percent of children (23,075) live in households in which they are not the child of the householder, according to Census data for 2013 to 2017.³⁸ Nearly one in ten (9 percent) children live with a grandparent.

Additional research suggests that children are also less likely to be counted if they live in complex households (other than nuclear and single parent families), live in renter-occupied housing units and multi-unit structures, live in particularly small or large households, moved around the time of the Census, are very young, or are in a household that requires follow-up by the Census Bureau.³⁹

Hard-to-count Census tracts

During the 2010 Census, residents in the United States of America were mailed a printed survey form to return to the Census Bureau. Areas and population groups in which many households did not return their mailed Census forms are considered “hard-to-count.”⁴⁰ For households that did not respond by mail, the Census Bureau sends staff to attempt to talk to the households one-by-one, which can be difficult, time-consuming, and expensive. The City University of New York’s CUNY Mapping Service has created an online map and database that enables users to find local data on hard-to-count populations and areas. The CUNY database includes data at the level of Census tracts, which are small, geographic areas that have an average of about 4,000 inhabitants.⁴¹ For this purpose, a Census tract with a mail response rate of 73 percent or less of households is considered hard-to-count. This threshold represents the bottom 20 percent of mail return rates nationwide.

In 2010, 79.1 percent of Connecticut households mailed back their 2010 Census questionnaires, meaning that one in five (20.9 percent) required follow-up from the Census Bureau.⁴² However, there were many Census tracts with much lower response rates. We examined the concentration of racial, ethnic, low-income, and other groups in hard-to-count Census tracts (i.e., those with response rates of 73 percent or less).⁴³ These population groups are themselves considered hard-to-count.

More than one in five (22 percent) of Connecticut residents—about 806,000—live in hard-to-count tracts. More than half of Hispanic (54 percent) and Black (55 percent) residents live in hard-to-count tracts, compared to 15 percent of White residents. Half of persons in poverty (50 percent) and more than half of limited English speaking households⁴⁴ (53 percent) live in these tracts.

Connecticut ranks higher than the vast majority of states in the concentration of several types of demographic groups in hard-to-count census tracts. Among all states and the District of Columbia, Connecticut has the 15th highest share of residents in these tracts. Additionally, Connecticut has the third highest share of Hispanic residents, the fourth highest share of Black residents, the third highest share of people in poverty, and the fifth highest share of limited English speaking households in hard-to-count tracts.

The high concentration of population groups that are considered hard-to-count in residential areas with low response rates highlights the serious risks of undercounts within Connecticut and the potentially damaging impact for those communities with concentrated risk. These findings also suggest that outreach to some of these groups should be focused in hard-to-count neighborhoods.

Table 3: Connecticut residents in hard-to-count (HTC) Census tracts

	Share of CT population group who lived in hard-to-count Census tracts, 2013-2017	CT's population share in hard-to-count tracts ranked among states and DC	Number of CT residents who lived in hard-to-count tracts, 2013-2017
Children under age 5	28%	12	52,484
Hispanic	54%	3	295,591
Black	55%	4	239,826
Asian	21%	15	38,984
Native Hawaiian or Pacific Islander	40%	8	1,890
American Indian or Alaskan Native	35%	8	12,743
White	15%	16	424,035
Foreign born	36%	10	183,043
Limited English speaking households	53%	5	37,215*
Persons in poverty	50%	3	175,288
Households with no internet access	34%	10	67,434*
Renter households	42%	6	192,447*
Housing units in which householder moved into unit in 2015 or later	32%	10	38,942*
Overall CT residents	22%	15	805,756

Sources: CT Voices analysis of Census tract data from the Center for Urban Research, City University of New York. Hard-to-count tracts are those with a 73 percent or lower response rate to the mailed survey in 2010.

*These totals indicate the numbers of households or housing units, rather than numbers of individual residents.

Below are the cities and towns with the largest number of residents in hard-to-count Census tracts.⁴⁵ These include the largest cities and towns in the state. As much as 85% of the population in larger cities live in hard-to-count tracts, and there were 30 towns in total with these tracts.

Table 4. Cities and Towns with Largest Number of Residents in Hard-to-Count Census

Cities and towns	Estimated population living in hard-to-count Census tracts, 2013-2017	Share of city/town population in hard-to-count tracts
Bridgeport	125,243	85%
Hartford	104,858	84%
New Haven	93,889	72%
Waterbury	67,836	62%
Stamford	63,279	49%
New Britain	46,057	63%
West Haven	29,232	53%
Manchester	28,285	49%
Danbury	27,926	33%
Norwalk	26,738	30%
East Hartford	24,396	48%
Meriden	21,766	36%
New London	18,656	69%
Hamden	16,786	27%
Ansonia	14,301	76%

Sources: CT Voices analysis of Census tract data from the Center for Urban Research, City University of New York. Towns and Census tracts were matched using data from Missouri State Data Center. Hard-to-count tracts are those with a 73 percent or lower response rate to the mailed survey in 2010.

IV. CENSUS 2020 OUTREACH

State Funding for Census 2020 Outreach

Recognizing the vital importance and impact of an accurate Census count and the need for local action to support it, many state and local governments have formed Complete Count Census Committees—volunteer committees that aim to increase awareness and motivate residents to participate in the 2020 Census.⁴⁶

As of October 2019, Connecticut was among at least 41 states that, along with the District of Columbia, have formed such a statewide committee.⁴⁷ However, Connecticut did not follow the example of at least 21 of these states that also dedicated state funding to Census outreach and the work of these committees.

Four nearby, surrounding states have far surpassed Connecticut’s outreach and engagement efforts by appropriating funding for Census outreach ranging from \$700 thousand to \$20 million. In addition, New York City has dedicated \$40 million—double the amount appropriated by the State of New York—in municipal funds for local efforts to improve participation.⁴⁸ To supplement public funding, statewide networks of private philanthropic organizations in all of these states have also established pooled funds to substantially expand Census outreach activities, primarily by supporting community-based organizations. **Table 5** summarizes the public and private funding for Complete Count Committees and other Census outreach and education initiatives in each state. For most states, the total of public and private funds dedicated to Census outreach and education amounts to more than \$1 per resident. The philanthropic totals below reflect funding goals for major, statewide, pooled fund campaigns, and do not encompass direct grants from all individual foundations in the state.

Table 5: Spending on Census Complete Count Committees and Census Outreach

State/City	Public funds	Public \$ per resident	Pooled philanthropic funding goal	Total public and pooled philanthropic \$ per resident
Massachusetts	\$2,500,000	\$0.36	\$1,000,000	\$0.51
New Jersey	\$9,500,000	\$1.07	\$2,000,000	\$1.29
New York State	\$20,000,000	\$1.02	\$3,000,000	\$1.18
Rhode Island	\$700,000 (state & federal)	\$0.66	\$535,000	\$1.17
New York City	\$40,000,000	\$4.76	See NY State	N/A

Sources: See endnotes for state figures in narrative below. Per person calculations based on American Community Survey Census 2018 1-year population estimates. State funds are for FY 2020, except for \$500,000 in New Jersey state funding for FY 2019.

Massachusetts



In Massachusetts, state policymakers have appropriated \$2.5 million for a competitive grant program to support outreach in communities that are at risk of being undercounted in the Census.⁴⁹ Organizations eligible for funding include nonprofits that demonstrate direct access to hard-to-count populations and publicly funded organizations that provide direct services to these populations. Possible outreach activities include mailings, canvassing, phone banking, disseminating information at key service centers, and tailored outreach to hard-to-count populations. As of early October, a request for grant proposals had not yet been issued.

In addition, the Massachusetts Equity Fund, a collaborative of philanthropic organizations and nonprofit partners, set a goal of raising \$1 million to support Census outreach efforts.⁵⁰ In April 2019, it granted \$500,000 to 45 organizations across the state to conduct direct outreach and raise public awareness.⁵¹ It issued another request for grant proposals from community organizations in September. These grants will support community-based organizations in efforts to educate, organize and empower residents in hard-to-count communities to respond to the 2020 Census.⁵²

In New Jersey, policymakers have allocated \$9,500,000 for the work of the State's Complete Count Committee. This includes \$500,000 appropriated in Fiscal Year 2019⁵³ and \$9 million for Fiscal Year 2020⁵⁴. In June 2019, it released a report that recommended a marketing and communications campaign, a grassroots organizing program, a communications plan, and a governmental outreach strategy.⁵⁵ In September, it published requests for proposals for grants to nonprofits and counties to encourage full participation of hard-to-count populations through outreach efforts, with activities to take place between November 2019 and June 2020.⁵⁶

A network of philanthropic organizations coordinated through The Fund for New Jersey set a goal of raising \$2 million for Census outreach, and as of early October, \$1.3 million had been committed.⁵⁷ Priorities for funding include planning for a complete count, training, messaging, outreach, and grants to local organizations with a record of success and long-standing connections with hard-to-count communities.

New Jersey



New York



New York policymakers have allocated \$20 million in the state budget for statewide Census outreach.⁵⁸ The State's Complete Count Commission has published a set of recommendations on reaching hard-to-count populations. The steps include directing enhanced support into these communities, establishing Census Assistance Centers in every hard-to-count community, maximizing the use of trusted voices, building trust with immigrant communities, developing a targeted marketing and communications strategy, and collaborating with philanthropic organizations.⁵⁹ The report did not provide specific recommendations for how the \$20 million should be allocated.⁶⁰

The Mayor and City Council of New York City set aside a remarkable \$40 million—double the statewide figure—in the City budget for Fiscal Year 2020 to encourage Census participation.⁶¹ City officials have announced:

- \$4 million to 17 community-based organizations who will offer training, message development, focus group coordination, and other planning resources to prepare for the Census campaign.⁶²
- \$19 million for a grants program targeted to community-based organizations to engage in education and mobilization efforts.⁶³ The first phase of the initiative focuses on planning, public engagement, and appointing a project manager for each grantee.⁶⁴ The second phase, focused between March and June 2019, may include public education campaigns; mobilization through door-knocking, phone banking, and other methods; and technology assistance to support residents in taking the Census online.
- \$1.4 million to City libraries to assist residents with internet access and support to complete Census forms.⁶⁵
- A campaign to recruit and train 2,500 volunteers to conduct Census education and outreach.⁶⁶

The New York State Census Equity Fund, a joint effort of local, regional, national foundations, and individual donors,⁶⁷ set a goal to raise \$3 million from foundations and individual donors to support Census outreach.⁶⁸ As of July 2019, it had raised more than \$2 million toward its \$3 million goal.⁶⁹ In May 2019, the Fund granted \$500,000 to six organizations to support efforts to reach hard-to-count communities.⁷⁰ The work of the grantees includes Census training for Asian American community leaders, traditional and social media campaigns, preparing public libraries to help people complete Census forms online, and outreach to immigrants and refugees.





Rhode Island



The State of Rhode Island has committed \$500,000 in state funding for the work of the Complete Count Commission, and an even larger share of funding is coming from federal and private sources. The Rhode Island Complete Count Commission reported that public and private sector funding for Census outreach totaled \$1,235,000, as of June 30, 2019.⁷¹ This included \$200,000 in matching funds from the Federal Highway Administration (FHWA). The combined \$700,000 in state and federal funding will be managed by the Rhode Island Division of Statewide Planning with the advice of the Complete Count Commission. As the state's Metropolitan Planning Organization, the Division of Statewide Planning (DSP) develops the transportation planning statement known as the Unified Planning Work Program. The Division of Statewide Planning also serves as the state's Census Data Center, facilitating local access to Census data. In its Fiscal Year 2020 application for federal funding for the Unified Planning Work Program, the DSP requested \$200,000 in FHWA matching funds for the work of the Data Center in supporting a complete count in the 2020 Census.⁷²

Several foundations and individual donors in Rhode Island pledged a total of \$535,000. These private contributions will be managed through the Rhode Island Census 2020 Fund, operated by the Rhode Island Foundation, a private charity with a representative who also serves on the Complete Count Commission. The Foundation will administer the Fund in collaboration with a community advisory committee.

The Rhode Island Commission's Census outreach plan coordinates the public and private sector spending into a unified, integrated effort.⁷³ The \$1.2 million initiative includes \$650,000 for a communications and field organizing contract, and \$425,000 for outreach grants to community-based organizations.⁷⁴

Connecticut



Connecticut's complete count activities

In February 2019, Lt. Governor Susan Bysiewicz launched the Connecticut Complete Count Committee.⁷⁵ This advisory committee includes leaders from state and local government, faith organizations, community health centers, chambers of commerce, philanthropic organizations, and housing authorities. The Commission's function is defined as analyzing previous Census undercounts, recommending strategies to ensure a full count, and assisting municipal governments with forming Local Complete Count Committees.⁷⁶ Neither the General Assembly nor Governor Lamont's administration have allocated funding to support statewide outreach, and the statewide Committee has not yet issued any coordinated plan or set of recommendations for outreach.

Many cities and towns have formed Complete Count Committees to increase participation, bringing together community leaders from government, business, education, health, faith, and other sectors. The City of Stamford, for example, has allocated \$40,000 in municipal funding toward local complete count efforts and is seeking to raise additional funds from the private sector, with the goal of establishing a \$150,000 budget.⁷⁷ The City has hired a part-time Census coordinator to coordinate the work of Stamford's Complete Count Committee, develop and implement a public awareness plan, educate residents, and coordinate outreach activities.⁷⁸ Depending on the amount of funds raised, the local committee may make grants to local nonprofits to support Census participation.

The philanthropic sector has also been working to ensure community based organizations have funds to conduct outreach. The Hartford Foundation for Public Giving and Fairfield County's Community Foundation are two good examples. In September 2019, the Hartford Foundation for Public Giving awarded \$448,000 in grants to 20 nonprofits in the Hartford region to support participation in the Census, as well as voter registration and engagement.⁷⁹ Fourteen of the 20 grants include "Get Out the Census" activities. Strategies include canvassing, phone banking, outreach at neighborhood events, and one-on-one assistance. Fairfield County's Community Foundation has committed \$20,000 to fund Census education work among hard-to-count populations in Bridgeport.⁸⁰

There are numerous efforts across the state and pockets of good work are happening. Where planning is occurring, however, none of the outreach is coordinated statewide and no efforts (with perhaps the exception of the Hartford area) are funded at the level needed. Cities and towns across the state need statewide coordination and resources so that best practices are lifted up, efforts are not duplicated, and the count is complete and accurate.

Funding outreach

At the very least, Connecticut's funding and organizational effort behind a complete count should not fall short of our nearby states. As outlined in **Table 5**, combined public and private sector funding in New Jersey, New York, and Rhode Island ranges from \$1.17 to \$1.29 per person. State funding alone in New York and New Jersey is at \$1.02 and \$1.07 per person, respectively, while New York City is spending \$4.76 per resident out of municipal funds. Setting a minimum, conservative estimate for Connecticut state government funding of outreach at \$1 per person would produce a statewide budget of \$3.57 million.

To estimate the costs of more aggressive outreach by community-based organizations to hard-to-count populations, the Fiscal Policy Institute in New York surveyed community organizations about the potential costs of outreach at different levels of intensity.⁸¹ These included basic outreach to all hard-to-count residents at \$2 per person (such as public forums or providing information to clients), moderate outreach to a smaller share of residents at \$25 per person (such as multiple in-person discussions), and intensive outreach to the hardest-to-count residents at \$75 per person (such as outreach to homeless populations or individuals who are not familiar with filling out forms). The hard-to-count are defined as the share of the population who did not respond to the mailed Census survey in 2010. The Fiscal Policy Institute and Census Counts, a national network, developed a tool to assist states with estimating the cost of outreach.⁸² Using this tool, Connecticut's estimated cost of reaching the 746,687 who are considered hard-to-count through community-based organizations is \$6.16 million. The costs of outreach, communications, and advertising by state agencies are not included in this estimate.

Table 6: Estimate of Cost for Community-Based Outreach Organizations

Total Population, 2018	3,572,665
2010 Census Mail Non-Return Rate	20.9%
Hard to Count Population (Total Population in State x 2010 Census Mail Non-Return Rate in State)	746,687

Basic community-based organization outreach (\$2 per person)		
Share receiving this level of outreach	Number receiving this level of outreach	Cost at \$2/person
100%	746,687	\$1,493,374

Moderate community-based organization outreach (\$25 per person)		
Share receiving this level of outreach	Number receiving this level of outreach	Cost at \$25/person
10%	74,669	\$1,866,717

Intensive community-based organization outreach (\$75 per person)		
Share receiving this level of outreach	Number receiving this level of outreach	Cost at \$75/person
5%	37,334	\$2,800,076
Total State Funding Needed for Community Based Organizations		\$6,160,168

Source: Census Counts and Fiscal Policy Institute.⁸³ Calculation updated by CT Voices to use 2018 American Community Survey 2018 1-year population estimate.⁸⁴

V. RECOMMENDATIONS

Our state has fallen far behind nearby states in Census outreach efforts. As it does so, it runs the risk of losing even more federal funding and resources to states that aggressively fund and plan for their respective complete count campaigns. Connecticut policymakers must act swiftly if the State is to ensure that all Connecticut residents are counted. While local efforts are valuable and demonstrate the high level of community interest and motivation concerning this issue, Connecticut cannot mount an adequate response to this challenge without statewide funding and coordination.

In Rhode Island, New York, and New Jersey, statewide Complete Count Committees have issued recommended outreach plans, but no such plan has emerged in Connecticut. Four nearby state governments have allocated significant funding for Census outreach, and New Jersey and New York City have issued requests for proposals to nonprofits for outreach activities. In New Jersey, these grant projects are scheduled to be implemented in November 2019, and in New York City, local officials have already granted \$4 million in funding to community-based grantees, with \$19 million more in projects to be implemented in January. By making a minimum investment of \$1 per resident—a statewide budget of \$3.57 million—Connecticut could begin to catch up to other states in the region. This is a small price to pay to help secure the full amount of \$10.7 billion in federal, Census-guided funding.

The Census Bureau will begin mailings to residents about the Census survey in mid-March 2020. Given that this is the first year the Census will be made available electronically, it is important for public education and outreach to promote the Census (as part of a comprehensive statewide plan) begin by January, if not sooner. At the latest, outreach should begin by March so that organizations can assist residents and answer questions as the surveys are requested and completed.

The General Assembly does not return to its regular legislative session until February 5, 2020. Even if the legislature acts in its first week to approve funding, a traditional approach of issuing requests for proposals to community-based organizations and then distributing funds weeks or months later will not meet the urgent need for on-the-ground action. Policymakers should act quickly to explore options

to fund an outreach campaign in an accelerated time-frame and, with equal urgency, the Connecticut Complete Count Committee should draft a comprehensive statewide plan for Census outreach. Additional recommendations are as follows:

- **Develop a comprehensive statewide plan for Census outreach.**
 - Focus on Congressional districts and/or cities and towns that have hard-to-count population groups and hard-to-count Census tracts.
 - Develop a request for proposals and/or identify community-based grantees in 2019 or early 2020, so that funding can be disseminated and work can commence as early in the year as possible.
 - Draft a plan that includes statewide communications and advertising methods that leverage state agency resources and communications vehicles to educate residents and promote participation in the Census. (Agencies and contractors that provide direct services to residents can build on their relationships with residents and local communities to spread the word by engaging clients and sharing educational materials.)
- **Allocate an appropriate level of funding for the implementation of a complete count.**
 - Transfer or repurpose existing state funds, where legally applicable.
 - Approve funds in a special legislative session prior to February or approve funds as early in the 2020 legislative session as possible.
 - Explore the possibility of leveraging Federal Highway Administration matching funds to support Census outreach, as Rhode Island has done. (In Connecticut, Regional Councils of Government coordinate this transportation planning application process because the state does not have county governments.)
 - Partner with private, philanthropic entities to supplement state funds.

The list of recommendations above is by no means exhaustive. It is, however, a good start that meets the fundamentals of what's needed to accurately administer the upcoming decennial Census. Additionally, we strongly recommend the following:

- **Connecticut policymakers should prioritize funding for community-based organizations with a record of serving hard-to-count populations and hard-to-count Census tracts.** This outreach by locally trusted messengers should adopt a data-informed approach. The Census Bureau's Response Outreach Area Mapper and the City University of New York's Hard-to-Count Map, along with their associated databases, enable state officials and community organizations to identify these populations and areas.⁸⁵
- In addition to targeting hard-to-count areas, **the State should identify and prioritize specific strategies to reach and educate households with young children about the importance of including them in Census counts.** Outreach staff should target areas based on risk factors, such as the share of children who live with grandparents or nonrelatives or in group quarters.

Census targeting resources

U.S. Census Bureau's Response Outreach Area Mapper
www.census.gov/roam

City University of New York's Hard-to-Count Map
www.censushardtcountmaps2020.us

The Department of Children and Families, responsible for helping thousands of children find kinship and other placements in times of need, could play an important role in ensuring that all children it serves are counted.

- **Create a public-private partnership.** While the philanthropic sector cannot take the place of the public sector in funding outreach, foundations in New Jersey, New York, Rhode Island, and Massachusetts have demonstrated that philanthropists acting together through pooled funds can provide a valuable complement to state efforts. Connecticut foundations across the state have also stepped up and State officials have already begun the process of exploring opportunities to collaborate and coordinate with philanthropic leaders. A codified public-private partnership can only help.
- Finally, **Connecticut should take action to end the practice of prison gerrymandering** by adopting state legislation that counts incarcerated persons as residents of their hometowns for the purpose of legislative redistricting, rather than in the location of their prison. Connecticut's current practices exacerbate and reinforce the kinds of racial, ethnic, and income inequalities that also result from Census undercounts.

For the next decade, the 2020 Census count will influence Connecticut's quality of life, political representation, and ability to plan effectively for the future. With so much at stake, our state cannot afford an undercount. A modest investment in outreach could help ensure billions in return and the funding available to support education, child care, health, housing, transportation, and other programs that our children and families need.

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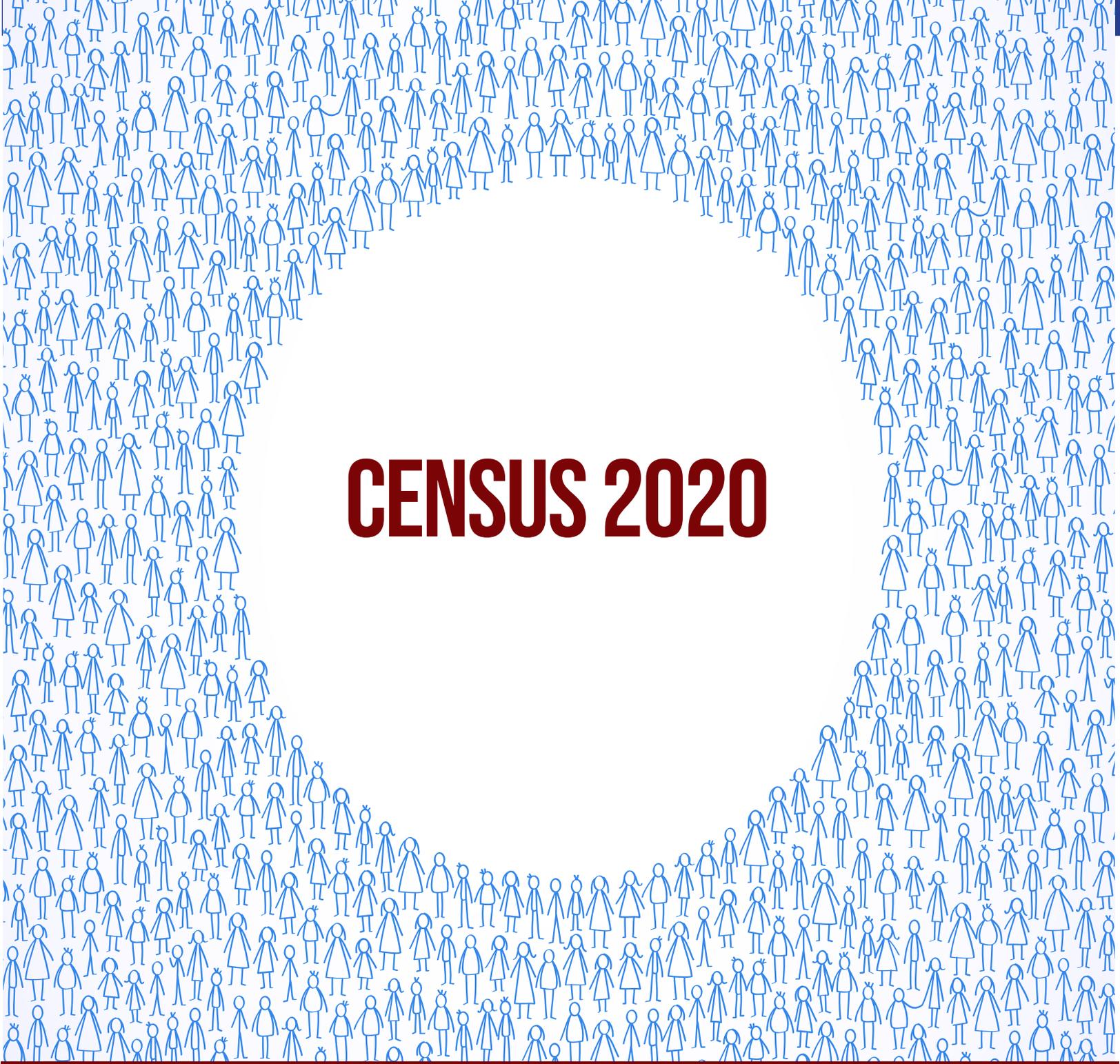
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