

**OVERSIGHT OF THE 2000 CENSUS: COMMUNITY-
BASED APPROACHES FOR A BETTER ENUMERA-
TION**

HEARING
BEFORE THE
SUBCOMMITTEE ON THE CENSUS
OF THE
COMMITTEE ON
GOVERNMENT REFORM
HOUSE OF REPRESENTATIVES
ONE HUNDRED SIXTH CONGRESS

FIRST SESSION

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OVERSIGHT OF THE 2000 CENSUS: COMMUNITY-BASED APPROACHES FOR A BETTER ENUMERATION

MONDAY, JUNE 28, 1999

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON THE CENSUS,
COMMITTEE ON GOVERNMENT REFORM,
Racine, WI.

The subcommittee met, pursuant to notice, at 10:13 a.m., in the Racine City Council Chambers, 730 Washington Avenue, Racine, WI, Hon. Dan Miller (chairman of the subcommittee) presiding.

Present: Representatives Miller, Ryan, and Maloney.

Also present: Representative Petri.

Staff present: Jo Powers, assistant press secretary; Kelly Duquin, professional staff member; and Mark Stephenson, minority professional staff member.

Mr. MILLER. Good morning. The Subcommittee on the Census will have its field hearing and we will start.

I apologize for the delay. My plane just sat at the National Airport because the crew had gotten in late the night before and had to wait 8 hours before they could begin the flight. Normally when you start a flight early in the morning, you are safe, but I was not. Congresswoman Maloney had a similar problem, but she got in at 1 a.m. But we are here, and we appreciate your patience to allow us to begin late and if necessary, we will juggle the schedule.

The process is we will have some opening statements by the Members of Congress here this morning and then we will go to our first panel.

Let me thank everyone for having us here today and my fellow committee members here, and Congressman Petri joining us also, and the distinguished witnesses.

I am pleased to be here in Congressman Paul Ryan's district this morning, and I thank him for requesting that we come here to Racine, and for so graciously hosting this hearing. I would also like to thank his staff for the invaluable assistance in making this hearing possible.

We began this series of field hearings in December of last year with our first one in Miami and our second in Phoenix. Today's hearing will continue a commitment I made last September at a hearing in Washington to reach out to those undercounted in the 1990 census in their own community. If we want a better census in 2000, we must draw from the expertise and knowledge of the people in the field.

I am gratified to be continuing the national conversation regarding the 2000 census, and in the process, fulfilling the commitment I made last September. Members of Congress do spend the bulk of their time in Washington—it comes with the job. Through the field hearing process, my colleagues and I have benefited greatly from rediscovering, or even discovering for the first time, the distinct characteristics of each region of the country—indeed, specific communities.

I know when it comes time to conduct a decennial census, it is members of those communities that will make it happen. From the many field hearings held in Washington, I know the Census Bureau, with a great deal of input from outside groups, has created a new program and aspects of publicity in an effort to make the 2000 census the most accurate ever. These include local updates of census addresses, partnership programs, a paid advertising campaign, Census in the Schools Program and improved promotion outreach.

Unfortunately, the Bureau decided against a post-census local review program, which proved very valuable in 1990. I am interested in hearing how many local officials feel about inclusion or exclusion of these and other programs and how they might be proceeding. They will, of course, only be as effective as each community wants them to be.

Some communities may even have their own twist on a specific Bureau program to make it more effective for their particular area. And that is why we are here today, to find out how Racine, Kenosha and the entire State of Wisconsin are working toward the most accurate 2000 count possible, with and without ideas from Washington, DC.

Let me also state for the record, this is not a hearing to debate the use of sampling in the 2000 census. The Supreme Court ruled in January of this year that a full enumeration must be conducted. Regardless of one's views on the subject, we must all agree any census will only be as good as its base count. As April 1, 2000 draws ever close, we must focus our efforts on achieving the best count possible and stop wasting our time and energy fighting a fight that has been settled by the Supreme Court and six Federal judges.

The face of our country and communities change every day. We must work hard, harder than ever before, to keep pace with that change. The census is the very core of our democracy. It cannot be the result of anything less than our absolute best effort.

I am certain that every witness we will hear from today has the same goal: the best count possible for Wisconsin and our Nation. As leaders in your communities, you are well aware of how much your constituents are affected by your efforts. While the census may seem mundane to some, you understand and appreciate its significance and importance on the Federal and local levels. It cannot be done without your help and I look forward to hearing your ideas and input, and I thank you for your commitment to this very important issue.

At this time, I would like to call on the ranking member, Congresswoman Maloney from New York.

Mrs. MALONEY. Thank you, Mr. Chairman, and thank you, Paul Ryan, for hosting us. And again, I thank you and your staff for your efforts to make our visit here pleasant.

This is an important hearing. I must say, we have been all around the country. As the chairman said, we have been in Arizona, we have been in California for a different hearing and down in Florida. But when I arrived here in Racine, I felt like I was in upstate New York. In Florida, you know you are in a different part of the country, but a lot of it looks very similar to my own State.

I think it is really important for the subcommittee to go out and hear from local communities and to visit the places where the rubber hits the road, to hear from the people that are directly affected by the census.

I only hope that in the near future we can visit a few more cities in our oversight capacity. For example, my hometown, the city of New York, was terribly undercounted in the 1990 census, as was Congressman Davis' great city of Chicago, also a member of the committee. I know that Representative Davis and I would welcome the subcommittee to our States at any time.

Today, we are going to be hearing from a number of distinguished government representatives and academics. As we have heard in our other field hearings, the State of Wisconsin and the American Indian tribes in this area also have a strong interest in an accurate census 2000. As many of you know, the State of Wisconsin made extraordinary efforts in 1990—and I see my colleague, Mr. Petri, who probably led many of those efforts—to ensure that all of its residents were counted. And they should be commended for these efforts. Wisconsin was a model for the Nation in 1990, and I hope the same will be true in 2000.

Outreach and promotion efforts included gathering advice from local officials, building trust in communities, creating census day events and spending significant resources. Elected and appointed local government officials, community and neighborhood organizations and the Census Bureau worked in a coordinated effort to count Wisconsin residents. These efforts paid off. The mail back response rate for Wisconsin was 77 percent, 13 points above the national average. Dr. Barbara Bryant, the Director of the 1990 census, presented this State with an award for having the highest mail back rate in the country.

In 1990, the undercounts for Wisconsin and Racine County were 0.6 percent and 0.7 percent respectively—among the lowest in the Nation. Yet, despite these extraordinary efforts, the 1990 census undercounted Milwaukee by 2.3 percent. Over one-half of Wisconsin's undercounted community was located in Milwaukee. Almost 5 percent of Milwaukee's African-Americans, 10,000 people, were missed in 1990; 3.5 percent of Racine's African-Americans were missed. By contrast, only 0.8 percent of the whites in Milwaukee and 0.3 percent of the whites in Racine were missed.

It is these different rates of undercount which are most troubling. The 1990 census was the most examined census in the history of this country. The total error rate for the 1990 census was over 10 percent—26 million people were miscounted. There were 8.4 million people missed, 4.4 million people were counted twice and 13 million people were counted in the wrong place. To make

matters worse, the people missed and the people counted twice are quite different. The people missed in the census are minorities and children, American Indians, Hispanics and Asians as well as the urban and rural poor. The people counted twice in the census tended to be affluent suburbanites, those who might be fortunate enough to have two homes.

Today, we review how local communities are working for an accurate count and there are a number of components to a successful census, which require active involvement by local communities. Without these efforts, the undercount for 2000 could exceed that of 1990. However, as we listen to these ideas, we must keep in mind that promotion and outreach alone will not solve the problem of an undercount, which is much larger in poor and minority communities than in the rest of the world—or the rest of the country.

Let me mention a few ways in which local communities can help. First, there must be an accurate address list—the Bureau cannot meet that goal without the help of local governments. The Bureau needs local governments to evaluate its list of addresses for the communities. If the Census Bureau and local communities can agree on the addresses to be counted, most of the controversy we saw during local review following the 1990 census can be avoided.

Second, there must be a large advertising and promotion program. The Bureau cannot do that without advice from community leaders on the kinds of messages that will convince people to participate. The Bureau also can use advice on the best vehicle for these messages. Tailoring the advertising campaign to local communities cannot be done without community involvement.

Third, the Census Bureau must recruit and hire hundreds of thousands of temporary workers. It is important that wherever possible, these workers come from the community being counted. The Census Bureau cannot do that without referrals from individuals in all economic sectors who can identify potential applicants.

Fourth, there must be language assistance guides and questionnaire assistance centers to help people, particularly those with limited English skills. The Census Bureau cannot do that without help from community leaders in identifying the best locations for assistance centers and volunteers to help staff those activities.

Mr. Chairman, I have listed only four ways in which the local communities can help the Census Bureau achieve a more accurate count, but of course there are many more ways, and I know that we will hear some very good ideas today.

However, what we have learned from past census' is that these efforts cost money. The majority in Congress won their case in court and based on the statute, the Supreme Court ruled that enumeration must be used for apportionment reasons, which is the allocation between seats between the States. So in a sense, Wisconsin won in that effort. Yet the court said that the use of a modern scientific count could be used for the purposes of distribution of Federal funds and the count for redistricting. And for the distribution of Federal funds, this would, of course, help the State, and particularly the city of Milwaukee, which was undercounted quite dramatically.

As a result of the Supreme Court case, the census is going to cost an extra \$1.7 billion. Yet I know that even after spending an extra

\$1.7 billion, and even after increased efforts are made to boost local participation, there will be a large undercount in Milwaukee and similar places, just like in 1990. If modern scientific methods are not used, the Census Bureau estimates that the net undercount for 2000 will increase by almost 25 percent nationwide. This means that if it is not corrected, then these localities will lose millions in Federal assistance. If the same holds true for Milwaukee, 1 out of every 16 African-Americans will be missed. The Census Bureau needs everyone's help to complete what is an unbelievably difficult task.

I look forward to today's testimony and I hope we can provide the Census Bureau with some very useful ideas of how localities can work with the Census Bureau for a better count.

Again, I thank my distinguished chairman and all the distinguished members of the panel for being here today and for their assistance and for their hard work.

Thank you.

Mr. MILLER. Thank you. We indeed have a great challenge to conduct this 2000 census, but we can learn a lot from the past. And in the 1990 census, as Congresswoman Maloney said, Wisconsin had the highest mail response rate, and we learn a great deal from that.

My predecessor in charge of the census issue is the current Speaker of the House Denny Hastert. He had a hearing a few years ago, and I think Mr. Petri may have attended and participated, where they investigated why and how they were so successful. But this year, we are fortunate to have on our subcommittee, Paul Ryan, a new Member of Congress, but one who has a very special interest because of the interest that the entire State of Wisconsin has demonstrated in the census. So we are delighted that he helped bring this hearing to Racine and to Wisconsin, and we are now ready for your opening statement.

Mr. RYAN. Thank you, Mr. Chairman.

First, I just would like to welcome everybody and thank you very much for coming. I really appreciate the fact that Mrs. Maloney, you were able to come here from New York and I really appreciate the chairman coming here to handle this hearing.

We have done a good job in Wisconsin in participating in the census. We can do a better job, but I think there is a lot we can learn from local officials here in Wisconsin on how we can do a better job of participating in the census.

I see the census as a cooperative effort, a bipartisan cooperative effort between local, State and Federal officials to make sure we get the best possible number, because no one can disagree with the fact that we need an accurate count and accurate census.

I will be brief with my remarks because we got kind of a late start, but my highest priority is an accurate census. The importance of a census to our system of government cannot be stressed enough. It was specifically provided for in our Constitution. The founders of our country clearly felt that it was vital to ensure fair representation for the citizens of this country. The census right here in Wisconsin is especially important. Getting an accurate count may mean a difference of as much as \$24 million per year in Wisconsin. That is \$240 million over the next decade in Federal

funding for the people of Wisconsin, at a minimum, according to the General Accounting Office.

The census numbers are the numbers local communities will use to plan for economic development, land use and school districts, among many other things. These numbers will be used for the next decade to determine available funds and allocation of resources. Because of this, we must focus our attention on ways to achieve the best count possible for the citizens of our State.

Sampling is not an option, according to the Supreme Court. Our Constitution states that "an actual enumeration must be performed." The communities of Wisconsin must work together to develop methods that will help us achieve the best enumeration.

Programs focused on outreach and local government review, in my opinion, will give us the accuracy we are looking for. Local governments know how important an accurate census is to the representation—just ask anybody. The local governments do not need an incentive program to increase their desire to have everyone counted, they just need the tools to make sure that it actually happens. The Census Bureau can do that by working with them to focus on areas that are typically undercounted, to develop partnerships and suggest methods of outreach.

We must do everything possible to ensure that this year's census plan is on the right track. Among other things, the Local Census Quality Check Act of 1999, which passed the House of Representatives earlier this year, is a program that would allow local officials to check numbers after the census. It is a program that has been suggested as a way to lay the foundation for a successful census through actual enumeration.

The local updating of census addresses program is another one that the Census Bureau is actually engaging in currently. The LUCA program has been in use in cities across the country to provide a check prior to the census.

These are voluntary programs, and one of the purposes of having this hearing is to raise awareness to the voluntary nature of participating in the census. It is our intent to have this hearing right here in Racine, in southern Wisconsin, to raise awareness of all of our efforts as local officials, to make sure that we participate to the fullest extent possible in the actual enumeration in this year's census. It means quite a bit to our communities. These voluntary programs allow the input of local government as a check on the data obtained by the Census Bureau. Local government officials, in my opinion, know their jurisdiction a lot better than officials in Washington do. They are in the best position to point out flaws in district maps or neighborhoods that are being undercounted. They will help to ensure that all people in their areas are counted.

Other programs, such as outreach in the schools, churches, and business communities, or the recruitment of census workers from the community may also be helpful in ensuring accurate counts in our communities.

I am anxious to hear from the witnesses here today. We have also been doing some outreach with local government officials in southern Wisconsin. About 3 months ago, I sent out a mailing to all elected officials in southern Wisconsin in the First Congressional District, asking for their input as to whether or not they

think input in the census would be valuable, would they participate, do they think it would be helpful. And I just want to briefly mention a couple of those quotes after this mailing.

Mayor Jim Smith, who is going to be with us here testifying, early on in response to some of the local efforts that we are trying to get involved with the Census Bureau, said this: "We have had a very positive experience working with the Census Bureau on local update of census addresses for the year 2000 census. We would anticipate it would be very beneficial to both the Census Bureau and the city of Racine to have an opportunity to review maps and addresses after the count has been completed."

Sheila Seigler, the town clerk of Wheatland, said, "I believe the very best attempt should be made to get an accurate count and local review would aid that process."

In Evansville, Jennifer Petruzello, who is the city administrator over there, we talked about this after our town hall meeting, said "The city would appreciate the opportunity to review survey data and will work with the Census Bureau to ensure an accurate count of the citizens in our county."

Throughout southern Wisconsin, local community leaders and elected officials are eager and ready to get working on having an accurate census. What we would like to hear from today is your input, how can we best achieve this, what do you think of local efforts? And hopefully we can share ideas on how we can get the best enumeration through for the 2000 census.

I would like to once again thank the members of the committee for traveling here to Racine to have this hearing. I think that we have a lot to offer in this dialog right here from southern Wisconsin and I would like to thank all of the witnesses for coming to participate in this today and I look forward to everyone's testimony.

Thank you, Mr. Chairman.

Mr. MILLER. Thank you, Paul. Congressman Petri, did you want to make an opening statement? Congressman Petri is not officially a member of our committee, but obviously he is a very important Member of Congress. During the 1990 census, he was very actively involved in Congress on the particular subcommittee that ran the issue of the census oversight.

[The prepared statement of Hon. Paul Ryan follows:]

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CONGRESSMAN PAUL RYAN: OPENING STATEMENT FOR THE
GOVERNMENT REFORM COMMITTEE- CENSUS SUBCOMMITTEE FIELD
HEARING-RACINE, WI JUNE 28, 1999

Thank you, Mr. Chairman. I am pleased to be back in my home district today and to welcome the Members of the Subcommittee on the Census to the great City of Racine. I would like to thank our distinguished panel of witnesses for coming here today. I look forward to hearing your views on the best way to get an accurate count for the Census in the year 2000.

The Census is one of my highest priorities. The importance of the Census to our system of government cannot be stressed enough. It was specifically provided for in our Constitution. The founders of our country clearly felt that it was vital to ensure fair representation for the citizens of this country.

The Census is especially important to the people of Wisconsin. Getting an accurate count may mean a difference of as much as \$24 million per year-that's \$240,000,000 over the next decade- in federal funding for the people of Wisconsin.

The Census numbers are the numbers local communities will use to plan for economic development, land use and school districts among other things. These numbers will be used for the next decade to determine available funds and allocation of resources.

Because of this, we must focus our attention on ways to achieve the best count possible for the citizens of our state. Sampling is not an option according to the Supreme Court. Our Constitution states that an "actual enumeration" must be performed. The

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communities of Wisconsin must work together to develop methods that will help us achieve the best enumeration. Programs focused on outreach and local government review will give us the accuracy we are looking for.

Local governments know how important an accurate census is to their representation. The local governments do not need incentive programs to increase their desire to have everyone counted—they just need the tools to make sure that it happens. The Census Bureau can do that by working with them to focus on areas that are typically undercounted to develop partnerships and suggest methods of outreach.

We must do everything possible to ensure that the Census plan is on the right track.

The “Local Census Quality Check Act of 1999”, a program that would allow local officials to check numbers after the Census, is a program that has been suggested as a way to lay the foundation for a successful Census through “actual enumeration.” The Local Updating of Census Addresses program is another one. LUCA has been in use in cities across the country to provide a check prior to the Census.

These voluntary programs allow the input of local government as a check on the data obtained by the Census Bureau. Local government officials know their jurisdiction better than a Washington bureaucrat does. They are in the best position to point out flaws in district maps or neighborhoods that are being undercounted. They will help to ensure that all the people in their area are counted.

Other programs such as outreach in the schools, churches, and business community or recruitment of Census workers from the community may also be helpful in ensuring accurate counts of your communities.

I am anxious to hear from all of the witnesses here today about methods they have used in the past to obtain an accurate count as well as suggestions they have to make the 2000 Census a success. I look forward to hearing your views on which programs are helpful and which programs need improvement.

The Census is important to each of our states and all of our citizens. We cannot afford to fail in our efforts to obtain the most accurate data. We must build a team of local, state and federal officials all working together to ensure our communities are counted. Working together we can ensure a win in the 2000 Census.

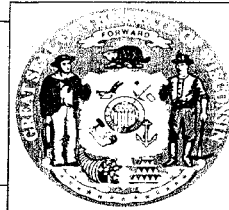
I would like to thank all of the witnesses for coming before the Subcommittee on the Census and I look forward to their testimony. Thank you, Mr. Chairman.

Congressman

Paul Ryan

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What local officials are saying:

"In the 1990 Census, our population was not correctly counted and we have had to live with this inaccuracy for the past ten years and because of that our residents have had to pay higher taxes to compensate for the loss in aid...I urge you to support the post Census local review proposal so the Town would be afforded the ability to check...."

■ Jim Linsley, Chairman, Town of Fulton

"We would anticipate it would be very beneficial to both the Census Bureau and the City for the City to have an opportunity to review maps and addresses after the count has been completed....."

■ James M. Smith, Mayor, City of Racine

"I believe the very best attempt should be made to get an accurate count and local review would aid the process."

■ Sheila Siegler, Wheatland Town Clerk

"In Janesville city government we think a census means counting the citizens, not using some esoteric statistical method the average citizen cannot understand; and that is dependent on formula assumptions...Conducting a second count using formulas is unnecessary and a poor utilization of our tax dollars."

■ Steve Scheiffer, Janesville City Manager

"The village of Pleasant Prairie would greatly appreciate the opportunity to participate in Post Census Local Review."

■ Michael Pollocoff, Pleasant Prairie Administrator

"We would be happy to ensure that our Census count is accurate."

■ Village of Orfordville

"We have had a low count for years. Evidence was sent in to dispute their figures and the Census Bureau wouldn't even look at the information."

■ Marian Vogel, Village of Footville

Mr. PETRI. I just wanted to join Congressman Ryan in thanking you, Mr. Chairman, and your senior Democratic member, Representative Maloney—you representing the Sarasota area of Florida and she Manhattan out in the New York City area—for coming all the way out here to Wisconsin to listen and to receive the input of officials in southeast Wisconsin about how to improve the census.

I really want to commend Paul Ryan for his leadership and initiative in organizing this hearing here today. I think it is a testimony to the respect and effectiveness that he has displayed that this hearing is being held here in Racine today. And I think we probably should be thanking Mayor Smith for making this beautiful facility available for us and also all of the witnesses for the effort that went into their testimony.

Thank you.

Mr. MILLER. Thank you.

We will go ahead and proceed. Our first two witnesses will be the Honorable Bonnie Ladwig and the Honorable Gwendolynne Moore. If they would come up.

We had our first hearing in Miami last December with Congresswoman Carrie Meek, and we focused on inner-city issues and the large immigrant population that Miami has, both Haitian and Hispanic. Then, when we were in Phoenix, it was really focused on the American Indians. We had members of tribal leaders who testified on that focus there.

So we really do learn a lot from these. This is to see what real America is like. Now a lot of the people here are going down to my district in Sarasota, FL for the winter and we appreciate that. So we have a little connection here. Congressman Petri's in-laws vacation in my area in the winter time.

But this is a Federal hearing of the Government Reform Committee. It is a requirement of our committee that we swear in our witnesses. So if you would both stand and raise your right hands and repeat after me.

[Witnesses sworn.]

Mr. MILLER. Please be seated and let the record reflect that the witnesses answered in the affirmative. Now we will have opening statements. Ms. Ladwig, would you like to begin?

STATEMENTS OF BONNIE L. LADWIG, WISCONSIN STATE REPRESENTATIVE; AND GWENDOLYNNE S. MOORE, WISCONSIN STATE SENATOR

Ms. LADWIG. Thank you, Chairman Miller and the members of this Subcommittee on the Census. Thank you for inviting me to testify in front of you today and thank you for coming to Racine.

I am State Representative Bonnie Ladwig. I represent parts of the Racine area. I have been in the State assembly for 7 years. Before that, I served on the Racine County Board for 12 years. I bring kind of a different perspective because I have served as a census crew leader in 1970, as well as a quality inspector for the 1980 census. So, I feel I am quite well versed on the whole census process.

I do not think I need to tell anyone here how crucial the census is going to be for Wisconsin. With both Federal money and a congressional seat at stake, we have got to make sure that every per-

son is reached with this count. And depending on how accurate the census is, Wisconsin could lose \$240 million in the next decade.

I know there are numerous plans already underway to raise awareness about the upcoming census, but I wanted to bring up a way that I believe would be very effective. People fear what they do not know. We live in an age where the protection of privacy is key to most people. They are very leery about giving out any information about themselves and their families for fear of fraud or even identity theft. They need to know that this is not the case, that is not what the census is used for. We have to educate the people about what it is, what the census is and how the information is to be used. They need to know that this is not for some mailing list that is going to be sold or for the FBI to keep tabs on them. They have to know what is really on the line. And I believe that if the people in Racine knew that millions of dollars in Federal aid and congressional seats were up for grabs, they would be much more likely to participate in the census. The message needs to reach them that this is not a bad thing.

One of the concerns, I know when I had worked on the census, was a long form versus a short form. We did find people who get the short form are very willing to fill it out; there are not a lot of invasive questions. When you get to the long form, it takes quite a long time to fill it out to begin with, and a lot of the questions are very personal. I know we frequently had to call people when we did not get a form from a certain address, and if that did not work, we had to go out to their homes. You did not go out just once, twice, or three times. You made sure that you got every form that you could get, that was humanly possible. So, I think it is very important to educate the people about how many people get the long form and exactly what that long form is used for.

Another thing that I would like to mention is the important role our children play in educating parents. I am beyond the small children age, but I do have grandchildren. And whether we realize it or not, our children are a wealth of knowledge. Most of our children are in the school system we currently have, and I believe this is a perfect opportunity to reach a majority of families. If we educate the children, they will take home what they learn, and in turn, educate the parents. By getting the children involved, you can really make this a family affair while preparing the children for the future, when they will be the ones filling out the forms. We will be teaching them early to be responsible citizens. I know on election day, if the polling places are held in schools, frequently the classrooms will come in. We will let them use sample ballots as if they are voting. They, in turn, then go home and tell their parents about it. The same thing could be done with the census, using sample census forms in the classroom. Just have a census within the classroom and see then what the children will take home to their parents.

I truly believe that education will be the key to getting an accurate count. If people know what they are filling out and why, I think we will greatly increase participation. When you get children and the community involved, the number will go up.

Local elected officials are also very important. They are dealing with their constituents on a daily basis. Most communities have en-

hanced 911 systems, which do have a record of all the homes, so that you should not be missing the homes. You might miss somebody in the home, but at least you should be able to have an accurate account of every home, as well as school censuses that are done locally.

I thank you for giving me the chance to testify in front of you today and I welcome any questions you might have. Thank you.

Mr. MILLER. Thank you very much, Ms. Ladwig.

Senator Moore, would you like to make your statement?

[The prepared statement of Ms. Ladwig follows:]

Testimony for Rep. Bonnie Ladwig
Subcommittee on the Census
June 28, 1999

Chairman Miller and members of the Subcommittee on the Census:

Thank you for inviting me to testify in front of you today, and thank you for coming to Racine, Wisconsin. I am State Representative Bonnie Ladwig, and I represent the Racine area. I have been in the State Assembly for seven years, and before that I served on the Racine County board for twelve years. I have served as a census crew leader in 1970, and as a quality inspector for the 1980 census. So I am well versed on the whole census process.

I don't think I need to tell anyone how crucial this census is going to be for Wisconsin. With the federal money and a congressional seat at stake, we have got to make sure that every person is reached with this count.

I know that there are numerous plans already underway to raise awareness about the upcoming census but I wanted to bring up the way that I believe will be most effective, education. People fear what they do not know. We live in an age where the protection of privacy is key to most people. They are very leery about giving out any information about themselves and their family for fear of fraud or even identity theft. They need to know that this is not the case. We need to educate people on what the census is and how the information is used. They need to know that this is not for some mailing list or so the FBI can keep tabs on them. They need to know what's really on the line, I believe that if the people in Racine knew that millions of dollars in federal aid and a congressional seat were up for grabs, they would be much more likely to participate in the census. The message needs to reach them that this is not a bad thing.

So how do we educate people? Well there are many different avenues, which I am sure others will talk about today, so I will not go into them. The one I want to stress is the important role our children should play. Whether we realize it or not, our children are a wealth of knowledge. Most of our children are in the school system we currently have. I believe that this gives us a perfect opportunity to reach the majority of families. If we educate the children they will take home what they learned in school and in turn educate the parents. By getting the children involved you really can make this a family affair while preparing the children for the future when they will be the ones filling out these forms. We will be teaching them early to be responsible citizens.

I truly believe that education will be the key to getting an accurate count. If people know what they filling out and why, I think we will greatly increase participation. When you get the children involved the number will go up even more.

I thank you for giving me that chance to testify in front of you today, and I welcome any questions.

Ms. MOORE. Thank you so much, Honorable Dan Miller of Florida and Honorable Carolyn Maloney from New York. I certainly would like to join our own First District Congressman Paul Ryan in welcoming you here to Racine, and I am also happy to see Honorable Congressman Tom Petri here as well.

I was born in Racine, so Representative Maloney, I can assure you this is not upstate New York, but this is the center of the known universe. [Laughter.]

I am really privileged to be a member of the Wisconsin State Senate. I am one of two African-Americans who serve in that 33-member body, and I am the first African-American woman to ever have served in the Senate in the State's 150-year history. I occupy a Senate seat that was created during the 1990 redistricting plan. The map was drawn by a Federal court. And so I have a real particular interest in apportionment and redistricting as it relates to representation of minority people.

As well as being concerned about this as a local issue, I am a member of the Black Leadership Forum. The Black Leadership Forum is a consortium of national organizations that represent the African-American interests, including, for example, the National Association for the Advancement of Colored People, the National Urban League, the Congressional Black Caucus, the National Black Caucus of State Legislators, Council of Negro Women and so on and so forth. This consortium is chaired by Reverend Joseph Lowery of Atlanta, GA and the executive director is Dr. Yvonne Scruggs, who was formerly, I believe, the deputy mayor of Philadelphia.

In addition, I am honored this year to have been elected as the Chair of the Wisconsin Legislative Black and Hispanic Caucus. Our caucus joins those national organizations in advocating for increased electoral representation and additional resources for traditionally undercounted and underrepresented minorities.

Our caucus has a powerful interest in both accuracy, the best enumeration possible, as well as the use of statistical sampling. We do recognize, as Wisconsinites, the irony of wanting an accurate count, if in fact that means that other congressional districts that may be more populous would pick up a seat and perhaps we would lose one. However, if these worst fears are realized, we are particularly concerned, because we believe that the minorities in this State will endure and bear the most disparate impact.

I think it was Representative Maloney that mentioned earlier in her comments that half of the people who were missed—albeit we did a fantastic job of enumerating our people in 1990—half of those people who were missed were from the city of Milwaukee, the city which I represent, 30 miles north of Racine here. The second locus point in the universe.

But in all seriousness, Milwaukee is a very diverse community. Racine here has the second largest concentration of African-Americans. There are a great number of Mexican-Americans who live here in Racine as well, and we are concerned that the redistricting process be fair so that we can at least retain the representation that we have and not endure a loss of State representatives; if in fact our worst fears are realized, that we will not lose a congressional district here in southeastern Wisconsin.

There is one African-American State representative that represents the city of Racine here, and all of the other State legislators, State representatives, represent districts in Milwaukee.

Does that red light mean anything?

Mr. MILLER. That means about 5 minutes, but go ahead.

Ms. MOORE. So I am going to try to wind up. We are not debating the U.S. Supreme Court decision. Again, our caucus has an interest in the most accurate enumeration and the use of statistical sampling. We are concerned that 77 percent of those in Wisconsin who are undercounted are children, and we need this information for accurate and critical planning for education, health care, transportation and housing.

And I guess the bottom line is that I would like to associate myself with all of the wonderful strategies that Representative Ladwig has laid out, and the bottom line is that we need money for that. I think that any of the strategies that would be employed ultimately will require face-to-face contact with our constituents. There is no replacement for that. And that will cost money. I think we ought to hire minorities in Wisconsin and other places around the country to make those door-to-door contacts, to guarantee the best enumeration possible.

Thank you for your indulgence today. I would be happy also to answer any questions.

Mr. MILLER. Thank you. We will proceed to a question period. We use the light for our 5 minute program. This is what we do in Congress, it is how you keep on schedule the best you can, with our little light system.

The focus of this is to try to get a better understanding of what we can do to get the best count possible and see right at the local level how we do that.

Representative Ladwig, I will just respond to a couple comments you made. The long form is a concern. One out of every six gets the long form. The short form is down to six or seven questions now and that is what obviously the majority of the people will receive. The long form is very detailed and asks a lot of personal information. This may be the last time that we will do the long form. It will be conducted next year but they are experimenting with something called the American Community Survey and something that would be done annually, each year for 10 years, and in effect, accomplish the same information. But we are going to have it this coming year.

One program that I am very excited about that the Census Bureau has is the Census in the Schools Program. It is going to be run by Scholastic, Inc., it is contracted out, where they will contact elementary school teachers, and they have a packet of information. I went to the initial presentation on it with Secretary Daley, the Secretary of the Commerce Department, and Dr. Prewitt, the Director of the Census Bureau, unveiling the plan. It is right now only going to be presented to 40 percent of the school teachers in this country and then the principals receive it for the rest. I think it should be expanded to 100 percent of the teachers, and so we are going to push to include that funding.

Senator Moore, you mentioned the funding. This is a very expensive process, we are going to spend over \$4 billion this next fiscal

year. And this current fiscal year, we are spending over \$1 billion preparing for the census. And Congress has not been afraid to spend the money. We know this is a Constitutional responsibility. I know we have a lot of other needs for money, but this is one that the Constitution Article I very specifically states for us.

Our concern is how do we reduce the undercount, especially in the minority communities. That is the reason we were in Phoenix and the reason we were in Miami and that is what we are looking for here.

A couple of questions. Why do you think minorities do not participate in the census? They do not respond to the same rate of mail. What are your opinions about why that would be the case, and what can we do specifically? How do we reach minorities, say, in your Senate District? Are they afraid to respond? I mean, you know, there are some people, very conservative people on the far right, that are afraid of the government and do not want to give any information. What could you share on that?

Ms. MOORE. Thank you, Mr. Chairman, for the question.

I did not spend a lot of time in my testimony enumerating various specific strategies because I really meant it when I said I thought the bottom line was door-to-door, face-to-face contact. I do think that some of the things that Representative Ladwig mentioned were very important, particularly as it relates to people concerned about illegal alien status, language barriers, cultural barriers, the belief that the census will be used for purposes other than enumeration, would be cross-referenced with other kinds of public assistance records or warrants for arrests that may be outstanding. And it is only the reassurance of people who live in the neighborhood, people perhaps who they have seen or run into in the grocery store, people who speak their language, that have even a possibility of breaking through those barriers.

Another thing is, I think people are barely literate, and so I think when they do receive information in the mail, they are less likely to respond. And there is a lot of trouble responding to mail. You have got to get a stamp; you have got to take it back to the mailbox. And if you are like Gwen Moore here, you do not get a chance to respond to your mail as often as you do to an interview that might present itself right there at that time.

I do think that the face-to-face contact is the only way to break through some of the barriers and to use local people who can relate to the residents therein. That is absolutely the best possible solution. I do not know if it is appropriate to offer people incentives or bonuses for the correct enumeration, but if that were possible, that would be something that I would certainly suggest.

Mr. MILLER. Ms. Ladwig, would you like to elaborate on that?

Ms. LADWIG. Well, I think what Senator Moore said, it is the door-to-door contact, especially again with the long form, where you have to go out and explain to the people what it is being used for; no, it will not be used for W-2, it will not be used for the Sheriff's Department warrants or even for child support payments. And using people from the neighborhood, I do not know if it necessarily would work real well, because do you want your next door neighbor to know all the personal information. But if you could use some-

body of the same nationality or race, I think that would be very important.

Mr. MILLER. Thank you. Mrs. Maloney.

Mrs. MALONEY. Following up on the chairman's question. Both of you in your testimony said that many people in the hardest to enumerate populations have a general mistrust of the Federal Government. You mentioned that. Particularly Senator Moore, as the Chair of the Black and Hispanic Caucus, what are you doing already to help with the census? What could we do to alleviate these fears and concerns? And is there something other than explaining the confidentiality that you just went through, Ms. Ladwig, that it is only confidential information with the Census Bureau, is there something more that the Bureau could be doing besides explaining confidentiality and hiring members from communities as you mentioned? Can you think of anything else we could do to break through?

Ms. MOORE. One of the things that I have thought of is a secondary way. The Census Bureau could use local programming, commercials, and radio programming—particularly effective with some of the smaller communities—to provide a very culturally specific message, to actually have actors say that these files will not be cross matched with other sorts of files, like I think she mentioned the child support files. It is a very delicate issue, because I love the idea of collecting child support, it is one of my favorite ideas. But I know it is very intimidating.

I think it is important to use local talent, cultural messages and to have the advertisement address those very sensitive issues.

Mrs. MALONEY. Do you think radio ads are more effective than newspaper ads?

Ms. MOORE. Oh, absolutely. In the minority community, absolutely. I hope there is no print media here. Print media is out for sure. Radio is the way to go, for sure, in local, smaller areas.

Mrs. MALONEY. It is my understanding that Governor Thompson asked for \$750,000 for census outreach and that the legislature did not meet this request. Can you explain why, when you said you think it would be very helpful?

Ms. LADWIG. I think—

Ms. MOORE. We did.

Ms. LADWIG. You did do that. I think the 750 that you are referring to is the money the assembly took out for public campaign finance.

Mrs. MALONEY. Oh, really? Did he get extra money for census outreach?

Ms. MOORE. I do not want to misspeak. The budget has not passed yet. We are planning on debating it tomorrow perhaps, but I do believe that the Senate version of the budget has moneys included for census data. You know, I do not want to bash our Governor here and there. Is a representative from the Governor's Office here who perhaps can better answer that question? But the Governor's proposal, his budget that he provides to us, would need to have included that amount of money. I am a member of the Joint Committee on Finance and we took no action to delete any funds that were provided by the Governor. So we should probably defer.

Ms. LADWIG. I would also like to just mention, I think ways that it could be addressed is local cable TV lets your local legislators put on 20 second public service comments. I think that would be something that all legislators across Wisconsin could do. We all write news columns for your weekly newspapers. We could address it in those columns. We send out newsletters where it could be addressed, as well as letters to the editor.

Mrs. MALONEY. Ms. Moore, do you believe that the differential undercount, which as you know is primarily children and minorities in both rural and urban areas, can be eliminated with the use of modern scientific methods on top of enumeration?

Ms. MOORE. Oh, I am absolutely relying on the scientific sampling principles to bridge that gap. I do not think that with our best efforts—and Milwaukee had a major effort done by people who are very reliable, very responsible and this undercount was still there. I do believe that the application of scientific principles does provide the opportunity for the minority community to, in particular, get the financial resources that are so critical toward our very survival.

If in fact Wisconsin loses a congressional seat, I guess it is my understanding that we would also lose Federal funds proportionate to that, and I think our Congressman Ryan mentioned earlier that that can be up to \$240 million over 10 years. I would be very concerned about the distribution of that loss throughout the State and I would be very concerned if in fact Milwaukee, Racine, places here in southeastern Wisconsin that bear a lot of the social burdens of low-income poor minority folk, would have to realize the brunt of that loss. So I am very relieved that at least a portion of the apportionment process is going to be more accurate so that at least resources will not be lost.

Certainly our State has just elected its very first Hispanic to the State legislature and it takes about 15,000 votes to elect someone to the State legislature. So any small undercount of minorities, ethnic minorities, is the difference between our having an assembly seat or not having an assembly seat. And certainly I am the product of a seat that was created by a U.S. District Court to advance the interests of more minority representation in our State. We are not a Texas or a California or a Mississippi or Georgia or Alabama, but our interests are the same as other ethnic minorities throughout the country in being counted.

Mrs. MALONEY. Well, my time is up. I must say I have enjoyed tremendously being addressed by two women members of the legislature. There are always firsts. This is the first time it has happened in all our hearings, so it is wonderful to have two very informed members of the legislature here. We appreciate very much your time and your input.

Ms. MOORE. And we appreciate it too. We sent our first woman to Congress last time and so now only Mississippi has never elected a woman to Congress. So, we are relieved not to be the very last State to do that. [Laughter.]

Mr. MILLER. Thank you. One comment just to confirm and assure the question about confidentiality. There are very strict Federal laws as to what the census information can be used for. And it is protected—it is very well protected. It cannot be shared with other

Federal agencies. And so I think whenever we go through this process, we should all be comfortable in assuring the confidentiality and the privacy of that information.

Congressman Ryan.

Mr. RYAN. Thank you. Well, I too would just like to thank you ladies for coming to us today. Thank you for taking time out of your busy schedule, Representative Ladwig and Senator Moore, I really appreciate your participation.

I wanted to ask you a question on local review, but first I would like to touch briefly on the issue that we have been talking about. As you know, I represent the First Congressional District, which has large pockets and a concentration of minority members, especially here in Racine, and in Kenosha as well. So I, too, absolutely believe we have got to do everything we can to make sure that these populations are accounted for in the census. And if they are not, that will dilute the representation, not only in Congress, but it will dilute the representation in State and local government and in Federal funding and all other important issues.

What we have found is that in a forthcoming study from the Census Monitoring Board statistical sampling will actually harm those neighborhoods, will actually hurt those historically undercounted areas. And what I am talking about is now that we have had a chance to review the adjustment numbers from the 1990 census, we have found that although sampling or adjustment actually adds numbers back to the region and to the State level, it does not put them back into those areas that are undercounted. So, for example, in the area surrounding this city hall right now in Racine, it has a large minority population. I toured it. I did a drive-around with the police just a few weeks ago looking at the weed and seed programs and the community policing programs. Let us assume that this is one of those undercounted areas. If this area has an undercount rate such as 20 percent, what the adjustment will do, based upon our new studies from the 1990 census adjustment, is that although the 20 percent will be added back in with adjustment, it will add about 18 percent of those 20 percent undercounted people to towns like Burlington or Union Grove, not to these areas, only about 2 percent to these areas.

So when we are trying to put people back into the undercount in inner-city Milwaukee, with sampling we may end up actually putting those populations back into Brookfield or Waukesha. So what the experts have been saying, and in this forthcoming study from the Census Monitoring Board, is that we are not going to add them back into these historically undercounted areas. We will actually put them into other areas, thereby even diluting them even more. So I would ask you to take a look at this stuff when these studies become available and this analysis comes out.

But I wanted to ask you another question about local involvement, because as members of the local legislature, of the Senate and the assembly, what do you think of the idea of having local officials having the chance of reviewing the census data after the census has been conducted? Right now, we have the LUCA program, which is the local update of the census addresses, which is taking place pre-census. Currently the Census Bureau does not plan on engaging in a dialog with locally elected officials and

church groups and other groups, minority groups, to check the data after it has been counted. We did this in 1990.

Do you think it would be a good idea to check the data locally after it has been counted, but before the final data is submitted?

Ms. MOORE. Thank you for the question, Congressman Ryan.

Let me take your second question first. That may be a useful method so that local officials who know of peculiar areas within their communities or communities that have just experienced some growth or building—I know that the fire department often knows where people live and no one has any idea that they live there. That may be a very useful survey prior to certifying the final data.

As it relates to your first question, I am not personally an expert in methods of statistical sampling. That is why in my testimony, I indicate that I am interested in the application of the best methods of scientific statistical sampling. It is a little bit difficult to understand or realize how statistical sampling would take more people out of, say, Milwaukee—

Mr. RYAN. What actually it does, because if you look at the sampling issue, it is very ineffective at the local level, at the block level, at the neighborhood level. It may be more effective at a macro level, such as the State level, but actually it is very inaccurate. Charles Schultz, who was President Carter's economic advisor—he is a census participant and knows quite a bit about census economics, census taking—has said that it is very inaccurate data and that he encourages that we not use sampling for the local levels, for those historically under-utilized areas, because it does not get precise information into the block level and the local level. It will actually take those undercounted people and assume that they live somewhere else, not in the areas that they actually live.

So I think our goals are the same, which are to let us count people where they live and let us do the best job we can to count them. We know we have to do this. It is in the Constitution. So let us move forward in a cooperative agreement to do just that.

Ms. MOORE. Mr. Chairman, if I might—I know that you do not like to have these running discussions, but I am very interested in the comments that the Congressman has made and I would like to ask a question of him. I know that perhaps is not appropriate.

I guess I am interested in what the facts were in the Supreme Court decision that led to their agreeing to statistical sampling for redistricting purposes, were they not satisfied that these scientific methods were accurate?

Mr. RYAN. It was for the purpose of apportionment, so the Supreme Court did not rule for or against redistricting and Federal funding. The court ruling was narrowly focused around the sole issue of apportionment. But I would be happy to yield to my colleague as well.

Mr. MILLER. The Supreme Court ruled on the issues of reapportionment that it was against the law—it was not asked to go on redistricting and we can have opinions and it will probably eventually go back to the courts to get it resolved. So on redistricting, it is fairly confident we are not going to have two sets of numbers. But that will be for another court case and another day.

Mrs. MALONEY. Point of information and personal privilege. I think to clarify the opinion of Sandra Day O'Connor—first of all,

they ruled only on the statute, not on the constitutionality part, but only on the statute. And they said in terms of apportionment that enumeration had to be used, but that was based on a statute. Now this was a prime issue, as Mr. Petri knows, for Wisconsin. In the last redistricting, there was a concern that there would be a shift of a seat from Wisconsin to another State. That issue is gone now. Wisconsin won what they wanted. There will be no shifting in apportionment between the States. But it went further to say that in terms of distribution of Federal funds and redistricting, to use modern scientific methods were feasible. So in a sense, it ruled for enumeration for purposes of apportionment, but for purposes of redistricting and distribution of funds, it ruled that the use of modern scientific methods could be used.

So in a sense, Wisconsin won on the apportionment issue, and they could likewise win on the second issue, which is the distribution of funds, because you were greatly undercounted in Milwaukee.

Ms. MOORE. But what he said was that we could lose under sampling because it is so imprecise.

Mr. RYAN. That is right.

Mrs. MALONEY. Let us get a scientific report on that. In my opinion, and from what I have read, Wisconsin would win.

Ms. MOORE. OK, thank you.

Mr. MILLER. Because of the time, we are going to keep moving along. Congressman Petri, did you have questions?

Mr. PETRI. Just very briefly. I appreciated your comment about the need to inform people that there will not be any use of any information provided for census purposes for other non-census purposes. We have to keep driving that message home.

Do you have any idea about when, how soon before the actual census begins, the Census Bureau and other organizations that are interested in an accurate census should begin the public outreach and information efforts through radio advertising, fliers that elected officials send out, church meetings and sermons, educating children and so on? Should it be done when the people are out on the street, or 3 months before, or should we be starting now for next year?

Ms. LADWIG. I would think in the fall would be a good time, just an initial education program and then back off again until after the first of the year, because with the holidays coming up, it kind of gets lost in the shuffle. And I think it would be important to let people know exactly who does get the census information, what it is used for and why it is important to have.

Ms. MOORE. That is a very good question, I think, Congressman Petri, and I think Congressman Ryan talked about some focus groups, and my colleague, Representative Ladwig, talked about school groups. If you are going to have pastors of churches, heads of organizations, especially those organizations that deal with great numbers of minorities, the tribes here in Wisconsin, it might be a good idea to start those focus groups early on so that they can help gather folk.

Mr. MILLER. Thank you. Thank you both for coming, we appreciate your testimony and your official statements will be put in the

record also, but thank you very much for sharing your thoughts with us today.

Ms. MOORE. Thank you.

Ms. LADWIG. Thank you for coming to Wisconsin.

Mr. MILLER. It has been our pleasure.

We are going to have a slight change in the schedule now. Both Mayor Smith and Mayor Antaramian have agreed that Jean Jacobson will go now because of her schedule. She will have to leave. So if Ms. Jacobson would come forward please. She is the Racine County executive.

If you would just remain standing, Ms. Jacobson.

[Witness sworn.]

Mr. MILLER. Would you proceed with your opening statement, Ms. Jacobson.

Ms. JACOBSON. I have not said that since the day I was married 35 years ago. [Laughter.]

STATEMENT OF JEAN JACOBSON, RACINE COUNTY EXECUTIVE

Ms. JACOBSON. Congressman Miller, Congresswoman Maloney, Congressmen Ryan and Petri, welcome to Racine.

This is a place that we are very proud to call home, here in Racine County, and I would like to thank you for the opportunity to address you this morning on the upcoming census.

I understand that you are interested in examining ways the Census Bureau can improve its coverage and that you think one way to do this is to gather ideas from local officials and community groups. And let me tell you how absolutely refreshing that is. We so often feel that there is a great distance between us and the Capitol Building in Washington that is more than can be measured simply in miles. And it is really nice to know that you believe that those of us who are really the closest to the people that you are asking to count, we may have some good ideas about how we are going to do it.

Believe me, we are extremely knowledgeable about the fact that an accurate count of the population here in Racine County is really extremely important to us. And with that in mind, my office has determined that our best ally in our local effort is the University of Wisconsin Extension Office. With their special training in out-reach efforts of all kinds of things, they really have the skills that we are looking for to reach everybody.

University of Wisconsin Extension is recognized across the State as well as within the county as an unbiased and very highly respectable resource for local government, for community groups, businesses and non-profit organizations. Mr. John Alliane, the community resource development agent, is here with me today, who will be heading up this effort.

These people at the University of Wisconsin Extension are local people and they deal with local people on an everyday basis. They are very well respected in all of our neighborhoods and particularly as we have just heard over the last few minutes, in those neighborhoods where perhaps a stranger would not be as well accepted.

What they have planned, and what I would like to tell you about today, is what we call the Racine County Census 2000 Community

Education Program. The aim of the program is to impress upon local municipal officials and community leaders the importance of obtaining an accurate count of our residents. Their enthusiastic involvement in the process is, we believe, very essential to their success.

The key to this is education. The vehicle will be a forum to be held in October or November of this year, a time line which the other two ladies before me agreed would be a good time to start this process. Those who will be invited to the forum are going to include a number of people—local government elected officials, the town clerks of the 18 municipalities, the mayors and aldermen of our county's two cities, the presidents and trustees of our seven villages, the chairmen and supervisors of our nine towns, as well as the members of the County Board of Supervisors, business and civic leaders, representatives of local non-profit social service organizations, the clergy—very key people especially in the minority communities—educators and media representatives.

Now these groups represent our stakeholders and we want them to all be included and be involved and very interested in this endeavor. Invitations to the forum will be sent in September to individuals from each of the identified stakeholder groups. Special care will be taken to ensure geographic and ethnic representation from all across Racine County. Every effort will be made to impress upon the invitees the vital importance of the topic, and information supplied by the U.S. Census Bureau relating to the fiscal impacts of the census should really be very helpful to everybody involved.

We are going to have a number of speakers at this event. One will be the University of Wisconsin Extension census specialist, Dan Verhoff, and Shirley Warren of the U.S. Census Bureau. Mr. Verhoff will discuss the fiscal impacts of obtaining a complete count, various applications of this type of data and the difficulties that people are going to have in trying to determine an accurate count. Ms. Warren will tell attendees about the U.S. Census Bureau resources that are available to help everybody and to assist local communities in obtaining that accurate count.

Now in addition, the Census Bureau's complete count committee structure will be presented and discussed. Attendees will be encouraged to form complete count committees at geographical levels that they deem suitable and will be given the opportunity to modify the structure of the committee to suit local needs. I think what is important here is the committees, and the structure is going to be formed by themselves and the people who are going to be involved locally.

I can envision a number of different possible outcomes from this process. Attendees might decide to form a single countywide committee; they may decide to form two committees, one for the western part of the county and one for the eastern more incorporated areas; maybe one for the towns, which in Wisconsin are the unincorporated areas. They may well come up with either or an entirely different idea. It is going to be their decision and the important thing is that it is their decision. They are going to have some ownership in it, and therefore, there will be a greater interest on their part in having it all be successful.

Regardless of the outcome and the structure that they select, the University of Wisconsin Extension is going to function as the information conduit to the attendees. And they will assist these newly formed committees by arranging and facilitating the initial meetings. When you get neighborhood groups together, they do not often know how to facilitate themselves and get the job done, and that is where the University's expertise lies. And they also are very good at connecting groups with resources, both State and Federal.

These committees will serve as a link between the U.S. Census Bureau and the local community. And one of their most important functions is going to be communication. And that is a subject that we have talked about quite a bit this morning. We believe that the better the communication between the Bureau and the committees and between the committees and our citizens, the more likely we are going to end up here with probably the best count that we possibly could have.

This program, and the support that the Extension Office will provide in the months that follow, will supply local leaders with information to encourage their continued involvement as well as providing them with sufficient direction to take action. I think we as local leaders will hear really quickly what difficulties these committees are having and hopefully we can step in and help them out before the census is over.

I do not think I have told you anything earth-shaking here. You probably have heard and will hear a lot of variations on the same theme as you conduct your travels. However, the same process will result in as many different outcomes as there are communities, and the ability for us to tailor our efforts to our particular circumstances is what keeps this from being a cookie-cutter process. And it is hopefully going to ensure a very successful outcome.

I thank you for your kind attention here today and really appreciate you coming to Racine County. I have had the opportunity personally to testify in Washington at a committee similar to this, and I have to say that this is really nice to have you come back to our neighborhood to do this.

I hope that your visit here in Racine County is very pleasant and that you will remember us as a very warm and hospitable community.

I do not have any creamer with me, but hopefully—oh, there is some here. Please stuff your pockets with whatever is left.

And again, thank you, Paul, I am sure you had a lot to do with coming here. It is really great to have you come to the chambers here in the city and listen to us.

Mr. MILLER. Thank you very much, Ms. Jacobson. Because we are adding another panel, we are just trying to hold ourselves down to one short question.

I am impressed that you have organized this community education program for this October or November. Who took the initiative to do that? It takes planning and organization. You have already got your speakers. Who made that decision and proceeded with it. Was it you or the mayor or—

Ms. JACOBSON. The decision to go with University of Wisconsin was my decision. The University of Wisconsin Extension Office here in Racine County is a tremendous neighborhood outreach pro-

gram where they do many things, including community gardens in local neighborhoods. They do a lot with teaching people how to cook their foods and stay within a budget, and they are very close to our community. And what better organization here in our county to take on this initiative. And when I called them, they just jumped at the possibility. Already within Wisconsin they were teaching the University of Wisconsin Extension staff the process of census taking and how this will work in the community. So it was just an absolutely perfect match.

Mr. MILLER. Mrs. Maloney.

Mrs. MALONEY. Congratulations on all you are doing. It is very, very encouraging, and I appreciate really the effort of leaders such as yourself in your State that are working on an accurate count.

Is your county participating in the local update of census addresses program, LUCA? In the last census, it was not particularly productive and what they tried to do was incorporate it earlier. There is no reason why you cannot get every address. They have this program they have been exposing to cities and counties across the country and I am wondering are you participating in this address check program of the Census Bureau?

Ms. JACOBSON. I am not familiar with it, I have to admit. And I do not know whether the Extension Office is or not, but when the last census was taken, I was not the county executive, so I did not know what that process was.

Mrs. MALONEY. That might be something that you could add to your efforts.

Mr. RYAN. If I could add, the mayor of Racine, who will be testifying in the next panel, Jim Smith, is implementing LUCA.

Mrs. MALONEY. Oh, he is, so it is being done through your mayors and not——

Ms. JACOBSON. It could be done through an entirely different level of government.

Mrs. MALONEY. And I understand last time your legislature participated greatly in giving moneys and everything to get an accurate count or to donate services, and I hope they plan to do the same in 2000. Are you aware of any efforts of the cities or the State to supplement the efforts?

Ms. JACOBSON. No, those questions should be directed directly to those municipalities.

Mrs. MALONEY. Thank you very much, thank you for your efforts.

Mr. MILLER. Mr. Ryan.

Mr. RYAN. Well, I know you have to get going, Jean, so I will just be very brief. Thank you for coordinating this and putting this together.

The Extension is a very sensible idea, it makes perfect sense to use the UWE system, which is a very, very impressive system here in the State of Wisconsin. And thanks for participating in this.

I just want to ask you the same question I asked Senator Moore and Representative Ladwig, which is in putting together this system and in working with LUCA, such as the mayor, do you believe that it would be appropriate and wise to have local input on the data after the data had been collected, but before it is finalized, to make sure that the Census Bureau does not miss anything? Do you think that would be a——

Ms. JACOBSON. Oh, I would certainly agree. I think it is much better at that time than after. Once it is filed, it is very difficult to re-address it, and some problems may surface at that time that are very recognizable.

Mr. RYAN. OK, thank you.

Mr. MILLER. Mr. Petri.

Mr. PETRI. Just briefly, if you do not think of the answer and you think of it later, I am sure the committee would be happy to hear from you. This will probably be the tightest labor market in which we have ever conducted a census. I was thinking back every 10 years. I do not think we have had one in time of national emergency or war in the past. An awful lot of people are hired on a part time basis, quasi-volunteer basis, to go out and actually conduct the count. Do you have any ideas or suggestions about how we can reach out to involve people to actually do the count, since so many more people are working or busy than ever before?

Ms. JACOBSON. You bring up an excellent point. We have been very concerned about that in Racine County. Our unemployment rate is extremely low. We have a state-of-the-art work force development center which could help in that regard and to use that data base to hire people. I think we are going to find it very difficult to find those people; however, I think there still are people available who would be willing to work on a part-time basis without going to work full-time. Perhaps mothers and even teachers in the off season. I think there are a lot of innovative things that we could do. But our work force development center could be of service in our own particular county to work in that regard.

Mr. PETRI. Thank you.

Mr. MILLER. Thank you very much for being here today. We appreciate it.

Ms. JACOBSON. Thank you.

Mr. MILLER. Now if we could have Mayor Smith and Mayor Antaramian—I am getting better.

Mr. RYAN. Mayor Antaramian representing the Armenian population.

Mr. MILLER. If you would let me go ahead and swear you in before you get seated. Raise your right hands.

[Witnesses sworn.]

Mr. MILLER. Let the record show that the witnesses answered in the affirmative.

First of all, let me say, Mayor Smith, thank you very much for letting me sit in your chair today. I never sat in a mayor's seat before.

STATEMENTS OF JAMES M. SMITH, MAYOR, CITY OF RACINE, WI; AND JOHN M. ANTARAMIAN, MAYOR, CITY OF KENOSHA, WI

Mr. SMITH. Thank you, Chairman Miller and the Congressmen who are here today. I think it is an honor that we can host you. I appreciate you having a hearing here in Racine.

I have some remarks that I would like to give at this time, because the census 2000 is very important to the city of Racine, for a number of reasons. I appreciate the opportunity to appear before the subcommittee to share with you the importance of an accurate census count. The efforts the city will be undertaking to help en-

sure that all the residents of Racine are counted and to indicate my support for the passage of H.R. 472, known as the Local Census Quality Check Act.

The city of Racine is a wonderful community located on the western shore of Lake Michigan. The community is blessed with a diversity of ethnic groups that make up its estimated 1998 population of 85,552. This variety of ethnic groups within our community includes many of those groups that were considered to be under-counted in the 1990 census. It is very important to the city of Racine that the year 2000 census results in a census count that is as close to 100 percent as possible. To that end, the city of Racine is committed to working with the Census Bureau to ensure that the goal is met.

As stated earlier, it is important that all people in the city of Racine be counted in the year 2000 census. We know from past census experience that there are segments of our population that, for whatever reasons, either do not answer the mail-out questionnaires or do not respond to personal followup contacts at census time. We recognize that we, along with the Census Bureau, need to make a special effort to ensure that all the people of Racine are counted in the census.

In the late fall of this year, I will be appointing a complete count committee which will consist of a broad cross-section of people, organizations and media of our community. This complete count committee will work to establish a network of information regarding the census, arrange for the distribution of materials for posting in public places, develop a media campaign and contact as many of our citizens as possible so that they are counted in the census.

In addition to the efforts of our local complete count committee, we anticipate working very closely with the local staff of the Census Bureau to ensure that a successful census is conducted within the city of Racine.

I would also like to take this opportunity to express the city's support for the passage of H.R. 472, known as Local Census Quality Check Act. A local census quality check was used in the 1990 census as a tool for local governments to help ensure the accuracy of the census count. This was a particularly valuable tool for communities the size of Racine. Local staff was provided the opportunity to review addresses and counts before the census was finalized. I believe a similar local census quality check for the year 2000 census will be a very valuable tool in ensuring that as accurate a count as possible is secured. It is especially appreciated that the proposed legislation provides for a 45-day period for local review.

And I thank you for the opportunity to appear before the subcommittee today.

Mr. MILLER. Thank you very much, Mayor Smith.

Mayor Antaramian.

[The prepared statement of Mayor Smith follows:]

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June 28, 1999

Chairman, Members of the Subcommittee
on the Census

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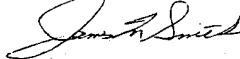
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Thank you for the opportunity to appear before the Subcommittee.

Respectfully submitted,

A handwritten signature in dark ink, appearing to read "James M. Smith", written in a cursive style.

James M. Smith
Mayor

Mr. ANTARAMIAN. Thank you, Chairman Miller, and Members of Congress—that was very good.

I, too, have a statement that has been given to you and I am not going to read it. I am going to touch on a couple of areas in the statement and then a couple of other areas I would like to touch on as I have listened to the conversation.

First off, the LUCA program, we think, has been a wonderful program. However, one of the problems that we have is that as the program was implemented and explained to us was that you were going to have a detailed feedback and a final determination. The detailed feedback has now been eliminated. That goes back to the process of the local unit of government being involved at an earlier stage to review what exactly was happening and what the addresses looked like so that we could enter into this at an earlier time and help to correct any problems that we may see. I think the change that has occurred with that being removed is a mistake. I think that one of the things this committee should look at is to try to keep the number of things that you do small, but done correctly and accurately. And so I would again recommend that at least for the LUCA program, that you relook at that and make sure that the local units of government are involved at an earlier time than what is presently going to be happening.

I am going to touch a little bit on the American factfinder, though I do not know that anyone has talked about that, on the computer process. According to staff, at least my staff, as they have been working through this process, what we have discovered is that the program that is in place is not one that is very good. It is difficult to get information. The previous 1990 census look-up program that you had is much easier to use and, actually, we get a great deal more information off that than we do off the new one. So I would recommend, at least, that you look at those types of things as to how we are able to generate our data and get our information.

I guess that my information is a little more technical as my staff has started to work through some of these things and explained it to me. And I do not necessarily wish to go into those other than to say that for the city of Kenosha, it is very, very important that the numbers be correct. It is not only because of the Federal Government and what you have, as to revenues that come back to us, but it is also very important as to how the State determines revenues back to the city of Kenosha. The shared revenue formula is based off, in part, a head count, so that if your numbers do not totally reflect the numbers of the city of Kenosha, it cannot only affect my Federal dollars, but State dollars that come back to me. And so that becomes another issue to us, that it is important to make sure that your numbers are as accurate as possible.

Kenosha has been one of the few communities that has challenged the State in the past on those numbers and has been successful in getting the State to modify its population numbers. And it was done in such a way in which we used drivers licenses, housing and statistical processes along with neighborhood groups to determine how and where the numbers were that we needed to show to the State that they were off.

So I think a combination of things need to be done if we are going to get an accurate number.

And so with that, I appreciate you allowing me to come here today and to speak before you.

[The prepared statement of Mayor Antaramian follows:]

**John M. Antaramian, Mayor
City of Kenosha
Testimony
Committee on Government Reform
Subcommittee on the Census
6/28/99**

The City of Kenosha has attended workshops for LUCA and American Pathfinder; participated in the LUCA program; issued a proclamation for creating a Complete Count Committee; begun preliminary work in organizing the Committee; and assisted in advertising for the Census canvassers and manager positions for the local Census office. Our findings on these programs are as follows:

LUCA

LUCA, the Local Updating of Census Addresses, is an opportunity for local and tribal government officials to compare address information they maintain to the Census Bureau's address list and to make additions, corrections, or deletions to the Census address list.

To have the opportunity to have early input on assurance of a complete address listing for the City was beneficial. A member of our City staff attended a workshop offered by the Chicago Bureau on the LUCA program. It was helpful and informative; however, we would have appreciated examples of how computer-generated changes would need to be done. During the process of adding, deleting or changing addresses on the master list, the booklets/guides provided were very helpful and informative. Any other related questions that required contacting the bureau were answered quickly and decisively.

The Census Bureau originally intended to have a Detailed Feedback process as well as a Final Determination process. A Field Check done by block canvassing was to have taken place, then the municipalities would have an opportunity to respond via the Detailed Feedback process. The results of any disputed addresses or other corrections were to be provided by the Census Bureau. Although each participating municipality was required to have the LUCA information back to the Bureau in a timely manner, the Bureau has not met its own deadlines, and has now omitted the Detailed Feedback process. It is our hope that the balance of LUCA will meet its deadlines. We look forward to the opportunity to review the Detailed Feedback material and the opportunity to appeal the results if needed.

American Factfinder

American Factfinder is a website designed to coordinate current and future databases of the Census Bureau.

Organizing all Census Bureau products in one location is a good concept. Attempts were made by City staff to utilize the website, however, it was found to be confusing and difficult to obtain useful data. The workshop was attended by two staff members to assist in learning the aspects of American Factfinder. While the workshop explained the website itself, many questions were left unanswered, and the capabilities of the site are less than desirable.

The existing 1990 Census "Look-Up" website enables the user to extract a wide range of data quickly and accurately. The American Factfinder is "pretty" but required many more

steps and limits the user to one variable at a time. Users who are not familiar with Census terminology will be frustrated and will have difficulty retrieving necessary data. A future aspect of the program that will offer detailed query was explained. However, this new option does not provide information available by the current "Look-Up" site. If the American Factfinder was not tested by public input prior to release, it should have been. If there was a testing period, there should have been more user input, possibly with a beta website used for testing programs.

Chicago Regional Census Center

We realize that the Census Bureau is a large organization and as a result it is extremely difficult to find the correct department when making telephone calls to the Chicago Bureau. When contacting a department, we hope they can direct us to the correct person or at minimum, the correct division. Repeatedly we have been transferred from person to person and division to division, with the Census Bureau's staff unable to determine "who does what." Census Bureau personnel who answer phone calls should be trained concerning staff responsibilities.

The City of Kenosha was asked to help fill Census Bureau positions for the local office. While the City did not mind assisting the Bureau in this task, it does not seem the most efficient method for hiring. A Federal agency hiring the necessary people should advertise local community input is useful but should be an adjunct to a professional hiring process. The Kenosha local census office has not been opened to date, delayed by the lack of funds and qualified personnel.

Overall, the Bureau has many good concepts that are being attempted; however, there seems to be a lack of adequate training to conduct the new programs. Given the precedence of past decennial Census', the City of Kenosha is concerned with the likeliness of the Bureau hitting their timetable.

It is obvious that the new LUCA program is clearly going to be beneficial in reaching additional addresses for the county. In the past, communities were given a chance to review and appeal final results of the Census tabulation. That review process will still be necessary since inaccuracies are inevitable. Communities must be able to re-assess the data and provide input to the Bureau on the final count totals as well as LUCA. We believe the Bureau needs to be prepared with staff ready to handle any requests for appeal.

Mr. MILLER. Thank you very much and thank you again for making this facility available for us today.

You mentioned the local census quality check, or as was used in 1990, the post-census local review. The House passed it. Unfortunately, the administration is opposed to it, which we think is unfortunate. The National League of Cities, which I suspect you all might be, or the National Association of Towns and Townships, were very supportive of that plan because it was helpful in 1990, and I am a little baffled why we do not want input.

But what makes it even more concerning to me now is, as you mentioned, the detailed feedback process has been dropped. We all say how we need local input and local support, and now the administration does not want to have the post-census local review or the local census quality check to give local communities a chance to check the numbers. Now even under the LUCA program, which I am glad we are doing, you are not going to have a chance to have the detailed feedback process because they say they do not have enough time to do that. That is disappointing to me, too.

Let me ask a question. In your opinion, what is the most undercounted and hardest to count population of your individual cities? I know you were in the detailed process in 1990 or certainly before that, but who do you think would be the most difficult to count, and maybe why, and maybe, what can be done to help go after that?

Mr. SMITH. Speaking for the city of Racine, I think first of all, the homeless population is very difficult, even in a city the size of Racine. I know it is perhaps an even larger problem in our larger cities in the Nation, but that certainly is a problem. And you know, I think the Hispanic population in the city of Racine is the fastest growing group in our city, and I believe, for a number of reasons, that was undercounted in 1990 and it is going to be very important that we get a correct count, as close to a correct count as we can in the two groups.

Mr. ANTARAMIAN. The minority population in Kenosha would be the most difficult at this time. And I would also add that the Hispanic community is the fastest growing population in the city of Kenosha and that it as a group, if I were to break it down, would be the most difficult at the present time.

Mr. MILLER. The Hispanic community, does it have its own media, radio, newspapers? Are there organizations that work closely with the Hispanic population? I know when we were in Miami, you have a Cuban and a Haitian population and there are very targeted areas. Is that true in these communities?

Mr. ANTARAMIAN. In Kenosha, there is a Hispanic community group, a Spanish center that is a very cohesive group and one that the city works with closely.

Mr. MILLER. The Census Bureau has something called the partnership programs, and hopefully they should be part of this partnership program because, as the earlier panel said, Senator Moore was saying when you go to the Hispanic community, make sure you have people from that community that are going out knocking on doors. So, I hope they are already part of the partnership program, but this is a program that the Census Bureau offers to any group that is interested, to get involved in.

Did you have another comment?

Mr. SMITH. We have identified some of the Hispanic leadership in our community already that are going to be involved in our committee and I think the churches are very important along with a weed and seed program here in the city of Racine. They have a Hispanic liaison person there who will be working very hard to make sure that the count is as correct as it can be.

Mr. MILLER. Your Hispanic population is Hispanic from where? Is it from Mexico, Central America—is there one special area or is it just—

Mr. SMITH. Well, I think the Hispanic population in the city of Racine, the one area that we believe is the fastest growing area of Hispanic population, is on the north side of town around St. Patrick's Church. You are not familiar, of course, with Racine, but it is not too far from where we sit here, but that is a high concentration of Hispanics. St. Patrick's Church has Hispanic service, a great outreach program and they will certainly be involved.

Mr. ANTARAMIAN. It is pretty much from around the country. They are not any from any specific location.

Mr. MILLER. From what country?

Mr. ANTARAMIAN. All around—from all parts of this country, the Spanish community has been moving into this area. Since employment has increased, we have seen more and more people coming to this region to relocate. So it has been just, I would guess, a natural type of situation, but it is our largest growing population at this time.

Mr. MILLER. How has your experience been so far in working with the Census Bureau, or have you had much dealings directly with the Census Bureau?

Mr. ANTARAMIAN. Again, I will speak in the sense of having discussions with my staff. In general, they have felt fairly positive about the Census Bureau and working with them. The concerns that they have had has been in some cases, some lack of training that they feel is necessary for getting certain types of information back to people, and also, as I said before, the concern about maintaining the programs that you have there and actually following through with what you are telling us that you are going to do. That becomes a concern for staff.

Mr. MILLER. Anything to add, Mayor Smith?

Mr. SMITH. Well, I just asked city development to give me our latest stats on our population and we have looked at the white population in the city of Racine, which has gone down about 8 percent from 1980 to 1990. The African-American population has gone up 23 percent, and other, which for the most part is Hispanic, has gone up 51 percent. So, that kind of shows why it is so important to make sure that the minority population is counted as correctly as it can be.

Mr. MILLER. The forms will be in Spanish and five other languages besides English. We think it should be in even more languages, but it will be at least 5, and instructions in 30 some languages.

Congresswoman Maloney.

Mrs. MALONEY. I would like to follow up on a point that was raised that the Address List Correction Act is not being followed

appropriately. As you know, in 1990, there was post-census local review and according to Dr. Bryant, who was appointed by former President Bush, it was neither cost-efficient, nor effective. And specifically, about 12 percent of the 124,000 people added to the census count were added erroneously and half of the units added were in two cities alone—Detroit and Cleveland. And about 25 percent of the governmental units participated in the program and less than 20 percent filed challenges that met the specified criteria. So Congress, in a bipartisan way, acted to approve it, and in a bill that was passed by Representative Sawyer from Ohio and Ridge from Pennsylvania, they passed the Address List Correction Act, which created a pre-census local review process. It allows the Census Bureau to share its address list with local governments, which they were prohibited from before, so that they are sharing, supposedly, these address lists. They should be sharing these address lists with you, and the address list should be modified based on local input. You should be able to get back to them and tell them whether or not this list is correct. And the bill also called for an appeals process to be designed by the Office of Management and Budget. This is what should be implemented.

And if that is not being implemented, I want to know about it and in fact, at all of our hearings, there is a representative from the Census Bureau. Is there one here today? Is there somebody from the Census Bureau here today? We have got one person.

Can you meet with the two mayors, and I want to hear, and I am sure the members of the panel want to hear. That is the law. They are supposed to give you the list. You are supposed to be able to get back with any corrections and this is supposed to improve the count.

I think one of the statements earlier by Senator Ladwig was very important. You should not miss the home; you should be able to count it; you should be able to count the addresses. The problem is, in her words, you could miss who is in the home. But you should be able to get the addresses. I want a written response from Dr. Prewitt on how this is working and I want this sent to the mayors because you should be able to use the process as it was bipartisanly passed earlier.

I really want to get a sense of what is happening in your cities. You mentioned earlier, Mayor Smith, that there were, you know, some changes in the population. First of all, I want to know, have you designated one person in your office to work with the Census Bureau, so you have a direct contact that can help you and they know who to contact? That would be helpful. Have you done that?

Mr. SMITH. There is going to be an alderman who is going to be the chairman of that committee.

Mrs. MALONEY. OK.

Mr. SMITH. But for the most part, I think the city development office and Dick Lensmeyer will be coordinating that as far as the city of Racine.

Mrs. MALONEY. Can I ask you both a few questions? What is the current population of your city?

Mr. ANTARAMIAN. The city of Kenosha is roughly 87,000.

Mrs. MALONEY. 87,000. And—

Mr. SMITH. I believe I mentioned that in my testimony, but it is about 85,200 or so. Our population has decreased. You know, we used to be larger than Kenosha not that long ago and Kenosha passed us up because of some border issues we had here in the city of Racine. We have two townships that surround the city of Racine, the two largest townships in the State, and the projections are that those townships will equal the city of Racine's population by—

Mrs. MALONEY. But the city of Racine is roughly 85,000.

Mr. SMITH. Correct.

Mrs. MALONEY. Now what is the current population estimate of the number of Hispanics, black Americans, Asians and other minorities in your city. Not a percentage, but do you have a number? Is it 10,000, 20,000, 30,000, 5,000—an estimate.

Mr. SMITH. The estimates for the city of Racine for 1990 was 64,378 Caucasian, 15,551 black and 4,364 other. And we know that the Hispanic population is grossly undercounted there.

Mrs. MALONEY. That was in 1990, but what is it now? What do you estimate it is now in numbers?

Mr. SMITH. I do not have that number now, ma'am.

Mrs. MALONEY. Do you have a sense?

Mr. SMITH. I believe I could get that, but I do not have it here with me.

Mrs. MALONEY. Do you have it?

Mr. ANTARAMIAN. I would roughly estimate the minority population in the city of Kenosha ranges between 11,000 and 12,000 right now.

Mrs. MALONEY. And what was it in 1990?

Mr. ANTARAMIAN. It was probably about 8,000.

Mrs. MALONEY. About 8,000, so it has been growing. Well, my time is up. I have some more questions, maybe I will submit them in writing, but anyway, I think mayors are great. You are on the firing line taking care of people's problems, and you are going to be part of the real important link in getting good counts for our cities. It is vital to you, because, as you know, the funding formulas are tied to senior centers, roads, bridges, houses, day care—everything.

Anyway, my time is up. The chairman is being tough on us today. He wants to keep us on schedule so we do not miss our planes back to Washington.

Mr. MILLER. Mr. Ryan.

Mr. RYAN. Thank you very much, gentlemen.

Mayor Antaramian and I just participated in the Kenosha parade yesterday, so we are fresh from the parade trail.

I would like to start with you, John, if I could. You mentioned your experience with the LUCA program has been less than perfect, a little troubling. Your involvement with the Census Bureau has been welcome, it has been friendly, but that the Bureau omitted the detailed feedback portion of the process is the troubling portion. In your opinion, given the fact that they have eliminated this process, what do you think of the opportunity to participate in a post-census local review to go over the data to help make sure we get the most accurate count?

Mr. ANTARAMIAN. I think any opportunity we have to review the data and to try to make it correct or to at least point out where

we think there may be problems is a positive. I still think, though, the Census Bureau would be better served in getting this done and moving it forward as they had initially proposed it. Though that may now create some time restraints, I still think that would be a better process to get a more accurate number.

Mrs. MALONEY. Point of information. As I said from the law, they are supposed to be giving you feedback or allowing you to. No. 1, you should be able to get the address list and you should be able to correct it now. And if they are not doing that, then something is terribly wrong, and as I said, I want a report from the Census Bureau on what is happening here and they will work on it. As I understand it, they have not changed the procedure at all. They should be giving you that information and giving you a chance to respond. And if they are not, they are not following the law that was passed in a bipartisan way back in 1994.

Mr. RYAN. Just to add—actually to answer my colleague's question about the Hispanic populations here in Racine and Kenosha—I have on my staff a former interpreter at the Kenosha Hispanic Center, Theresa Chavez-Moore, who is here with us today, who helps us offer bilingual services in our constituent service centers, which are located here in Racine and Kenosha to these populations. We are helping them, you know, with problems they may have with the Federal Government, INS problems. But what I wanted to point out is that Theresa has informed us that we do have a couple of radio stations here—I am going to butcher this, but it is La Tremenda and Radio Ambiente and local TV stations, Univision and Galavision, which are based out of Chicago, which do serve the Hispanic populations. Which to answer your question, Chairman Miller, the vast majority of them come from Mexico, as far as nationality, but we do have Hispanic populations here that do come from El Salvador and other countries.

But going into this extension, Mayor Smith and Mayor Antaramian, I wanted to ask you; hopefully, we can work together with the bilingual communities, with the Hispanic communities, in the Kenosha and Racine Hispanic Centers to try and make sure that these privacy concerns can be addressed.

One of the concerns I have heard is the immigration concerns. A lot of the Hispanics in Racine and Kenosha are concerned that this may have something to do with immigration policies—the census. It does not, but we need to do a good job of communicating that.

But I wanted to ask you, Mayor Smith, because you also are participating in the LUCA program, what your thoughts are at this stage about the LUCA program and do you think it would be advantageous for you to have the ability to, with the alderman you are putting in charge of this, with your CCC and working together with Jean Jacobson and others, to participate in a post-census local review. Having a chance to look at the census data after the census was conducted, before it is etched in stone, to make sure they did not miss anything. Do you think that that would be advantageous?

Mr. SMITH. I believe that is critical, Congressman. I chaired the 1990 correct count committee for the city of Racine as alderman in 1990 and we had very little feedback from the Census Bureau at that time. So if indeed this is a reform committee on the census,

we look forward to your cooperation to make sure that we have a good count here in the city of Racine and Wisconsin.

Mrs. MALONEY. Point of clarification. Have you gotten the address lists from the Census Bureau? They are supposed to give you their address lists, have you gotten those?

Mr. ANTARAMIAN. I do not believe so.

Mr. SMITH. I am not aware of that, unless it went to another department.

Mrs. MALONEY. Are they supposed to have been out by now? If we have someone from the Census Bureau—are the address lists supposed to be out to the local governments now?

Mr. MILLER. Well, he is not sworn in and he is not at a microphone. We will get it clarified.

Mrs. MALONEY. OK, I request this be clarified in writing, the timeframe of when the address lists are supposed to go to local governments, and according to the law that we passed, local governments are supposed to be able to respond to the address lists and if they do not like what the Census Bureau is doing, then they can appeal that process. That is the law that I think Mr. Petri and Mr. Sawyer and others passed.

Mr. RYAN. Well, reclaiming my time, I see the light is out. This could be a troubling development if the LUCA program is not working within the spirit of the law that was passed. And if that is the case, hopefully we can work together here in southern Wisconsin to put together teams to focus on participation in the census. If LUCA is not being implemented as it was envisioned, hopefully the Census Bureau can rethink its position on post-census local review and allow that local participation to take place.

Thank you.

Mr. MILLER. Mr. Petri.

Mr. PETRI. Just briefly and broadening the concern about undercount or non-counted populations. You both represent sort of a dwindling breed in America in some parts of the country, and that is larger, medium-sized cities that are home to statewide or national or even international headquartered companies. And one area of non-count now are private American citizens working overseas. Congress has acted to make sure that they can vote; the IRS keeps after them to make sure they pay taxes. Would it be helpful to your cities if the people who work for Johnson Wax in other countries, in Russia and everywhere else, who are American citizens, who are basically long-term residents of this city but who are on assignment overseas, as there are tens of thousands at Exxon and all kinds of other American corporations, that they could be counted to and attributed back to the area in the United States where they have permanent residence.

Mr. SMITH. Well, you know, that is a very good comment. I am sure in 1990, we did not do any work in that area, but our business community in the Racine area, manufacturing commerce, I think would be very cooperative in polling the companies that are international to make sure that we do get those individuals counted.

I think the other area that I am concerned about, I talked to Congressman Ryan about it, and that is the out-of-state prison population. I do not know how Congress is going to deal with that, but I understand there was at least some talk about those individuals

not being counted as State residents, perhaps city of Racine residents.

Mr. RYAN. If Congressman Petri will yield, to answer your question, Jim, Congressman Mark Green, who is a former colleague of Mayor Antaramian's from the assembly, he is a Congressman now from Green Bay, has introduced legislation to count prison populations in their home of record. Wisconsinites, we actually export quite a bit of prisoners to other States such as Texas. He has introduced legislation to do that. Unfortunately, the Census Bureau opposes that legislation. I have introduced legislation to count domestic military personnel. Wisconsinites who are sent to military bases right now overseas will be counted in Wisconsin at their home of record. I have introduced legislation to make sure that that extends to domestic military bases. So if you are a Racine resident, you vote in Racine, you pay taxes in Racine, you are coming back to Racine after you are done in the military, but you are stationed at Fort Benning or the 82nd Airborne in North Carolina, then you would be counted in Racine as a resident. Right now, we are not sure where the Census Bureau is on that piece of legislation, but just to give you an update on some of these dynamics, that is where we are with that.

Mr. MILLER. One of the things I have found involved in this job, I did not realize you export prisoners until we had a hearing—that was a new one to me.

Mrs. MALONEY. We move them around the State. Where are they going to be counted, upstate or downstate?

Mr. MILLER. I also find interesting the large Hispanic population in Wisconsin. I would not have thought this far from Central America that they would be such a growing population. I know that is true obviously out in Arizona, Texas, California and Florida, but actually, you have a much larger Hispanic population than I have in my congressional district in Florida. So, I found that interesting up in this area.

Mrs. MALONEY. Ask them about the American Indian population.

Mr. MILLER. How about your American Indian population, do either of you have very much in your cities?

Mr. SMITH. Very small.

Mrs. MALONEY. But what is the number of the population, I am just curious?

Mr. MILLER. Well, let me thank both of you for coming today and again, Mayor Smith, thank you very much for making available the chambers today. We appreciate that and we find this very worthwhile, very beneficial. Thank you very much.

Mr. SMITH. Thank you for being here.

Mr. ANTARAMIAN. Thank you.

Mr. MILLER. Our next panel will be Mr. Robinson, Mr. Kehl and Dr. Voss.

If you will stand, we will go ahead and swear you in. Raise your right hands.

[Witnesses sworn.]

Mr. MILLER. Let me again welcome you. I apologize for the delay in getting started this morning and I appreciate you sitting through the other panels. We will begin and we will start with Mr. Robinson.

**STATEMENTS OF NATHANIEL E. ROBINSON, ADMINISTRATOR,
DIVISION OF ENERGY AND INTERGOVERNMENTAL RELATIONS,
OFFICE OF GOVERNOR TOMMY G. THOMPSON; ALLAN K. KEHL,
KENOSHA COUNTY EXECUTIVE; AND DR. PAUL VOSS,
DEPARTMENT OF RURAL SOCIOLOGY, UNIVERSITY OF WISCONSIN
AT MADISON, WI**

Mr. ROBINSON. Mr. Chairman, thank you. I would like to welcome both you and Congresswoman Maloney to God's country, the great State of Wisconsin. On behalf of Governor Tommy Thompson, he asked me to specifically say those words to you, our very special guests.

My name is Nat Robinson and I am administrator of the Division of Energy and Intergovernmental Relations, and it is within that Division that our Demographic Service Center is housed, the Demographic Service Center oversees, or we are the link between the U.S. Census Bureau and the implementation of the census taking process here in Wisconsin.

It is Wisconsin's goal to have the best—when I say best, I am talking about the most accurate and complete—census in the Nation. Today, I will outline Wisconsin's efforts to help local units of government achieve that objective and I will also summarize some of our concerns as we approach census 2000.

Let me first talk about partnering. In conjunction with the U.S. Census Bureau, the Wisconsin Department of Administration and its Demographic Service Center and our partners to include the University of Wisconsin's Applied Population Laboratory and its partners, we are administering several initiatives to enhance the quality, as well as the accuracy, of the census 2000 process.

Efforts that are being undertaken, or have already been undertaken, include updating the address lists, updating census maps to facilitate the process of census taking next year, as well as the post-census local review process.

In addition, we are assisting local officials and their State representatives and encouraging them to participate in what we call the preparation for census 2000.

We have also employed what we call a full-time 100 percent person who is devoting 100 percent of time to providing technical assistance, training and hands-on assistance to the Census Bureau and local units of government within Wisconsin. This person works very closely with the Bureau's government partnership specialist to establish the complete census count committees in Wisconsin, and as a result of that collaboration, we have over 150 complete-count committees to date and we are currently expanding those throughout the State of Wisconsin.

To make this program even more effective, Mr. Chairman, we would ask that funding, if at all possible, be provided by the Census Bureau to assist with making sure that our preparation for achieving that accurate and complete census count starting next April 1 is made a reality. Or in lieu of moneys, we ask that more government partnership specialists be hired in the field. We have an excellent working relationship with our specialist, but she has a large territory and even with our efforts, our combined efforts, there is still lots of work to be done.

Our census outreach specialist performs a variety of technical assistance, as I said, and other duties for the purpose of enhancing the capability of the local governmental units, including designing promotional material and distributing to the public things like brochures, along with meeting with any group who wish to meet with us. All of these activities are geared on promoting that complete and accurate census goal that I previously talked about.

To help us in this endeavor, we want to assure that Wisconsin residents benefit from the fair share of the Census Bureau's planned public awareness budget. Governor Thompson has already written to Dr. Prewitt, asking that Wisconsin receive our fair share, which will amount to some \$6 million of what we understand to be an anticipated \$300 million budget for the census awareness campaign. The fair share of \$6 million represents about 2 percent of the total, which Wisconsin's population translates into about 2 percent of the Nation's population.

Also, Wisconsin has asked the legislature to appropriate about \$750,000, as was appropriated for the 1990 census, to further assist with the preparation process for census 2000.

According to the current population estimates and projections from the Census Bureau, Wisconsin definitely would have to work very hard if we want to maintain all of our congressional seats and continue our very strong voice in Washington. And by the 1990 census results, we know that we can do this in partnership with the Bureau and with our partners throughout Wisconsin. As you know, and as has been noted here today, in 1990, the census showed that Wisconsin had the highest response rate to the census questionnaire and one of the lowest undercount rates in the Nation. We had 30,000 undercounted in Wisconsin, so while we did well in terms of being the first in those other things, obviously a lot of work still needs to be done.

If the 2000 census were to yield the same number of undercounted residents, it would be equated to the city of West Bend, Mr. Chairman, a city in the State of Wisconsin that has about 30,000 residents. So, that gives you a magnitude as to what the 30,000 population undercount does for the State of Wisconsin. And of course, you have already heard about the number of Federal dollars over the 10 year period that would result from the undercount if it were the same in 2000 as it was in 1990.

So, it is imperative that we continue these partnerships and we are intending to do that.

Someone mentioned prisoners. Our position is that out-of-state prisoners, for which we have contractual obligations and Wisconsin pays the bill, should be counted in the home area from which they came, and that is the State of Wisconsin. In conjunction, we know that Congressman Ryan has a bill for military personnel. We would ask that a similar advice that you rendered to the U.S. Census Bureau regarding prisoners be the same. We believe that if the State pays the way for them, they should be counted toward our role.

In conclusion, these are the things that we would specifically advise for you to take back to the Census Bureau—count our military in conjunction with an effort already begun by Congressman Ryan, count our prisoners and those out of State where we pay the bill, give money to supplement the \$750,000, assuming that the legisla-

ture does concur with Governor Thompson's request as the legislature appropriated in 1990, and we ask that you advise the Census Bureau to talk about another matter that was mentioned with the first two speakers. We have to provide more trust within the minds of those people for whom we want to complete the census forms. That is critical. You have already heard about distrust and that translates into a no response. We would urge that the Census Bureau find some way to help local units of government and States to come up with our own response for improving that trust.

So we are doing a lot, but we have got to do even more if we are going to achieve our goal—training, technical assistance support, financial support, all designed toward achieving the goal of a complete and accurate census for 2000.

Again, on behalf of Governor Thompson, thank you and thank you, Congressman Ryan for bringing this forum to Wisconsin, we appreciate that very much.

Mr. MILLER. Thank you. Mr. Kehl.

Mr. KEHL. Thank you, Mr. Chairman, on behalf of Kenosha, where I am the county executive. We very much appreciate your time and efforts in coming to fine southeastern Wisconsin's heat and humidity this time of year. I cannot guarantee you it is any better in December, but thanks for coming.

Mr. MILLER. Would you pull the microphone a little closer, please?

Mr. KEHL. Sure. I have got a low voice anyway.

I am going to move from my text just a little bit, with your permission. What I think is a major issue here is how we can best coordinate our efforts at the local level with the Census Bureau.

Kenosha County has moved in this direction. Our land information office has been working diligently in more accurately computerizing census maps on the county geographic information systems. In fact, the GIS is now devoted totally toward the census, because we feel it is that important. The population is currently around 143,000 and we are experiencing a phenomenal growth rate that we do not see lessening any time in the near future.

As a result of that, in response to a border and annexation survey recently completed from the census, Kenosha County will be sending information showing boundary and annexation changes that have occurred since January 1998. This is an ongoing project that we will utilize with our local council of governments to bring forward the best information that we can, because of the importance, obviously, it relates to the community and the dollars that can be brought in for our operations.

Census counts are certainly used for reappointment, and an accurate and complete count is important to ensure representation in Congress. And, I might add we have a great guy in Paul, and we thank you for being here and bringing this so that at least there will be a local forum and we can address those concerns.

Data from the census is powerful information for planning and land use, schools, economic development and more, specifically delivery of service.

So, we do want to be actively involved in the census because we feel that is a must.

Understanding fully well the importance of a complete and accurate count, Kenosha County has, as Racine County has, been working through our various divisions and departments, and using the County's University of Wisconsin's Extension. A series of community meetings will be planned, because the more information we bring forward and the more people we create the interest and understanding of what this is all about, the better responses we feel we have.

Without belaboring, I just do want to say to you that we know the importance of this and we are using the full extent of our resources to work with the Census Bureau for the accuracy of the count.

And again, we thank you, at least from Kenosha County's government, as others have, for your interest in being here and realizing you have a tight schedule. I have said all that I should say.

Thank you.

Mr. MILLER. Thank you very much. Dr. Voss.

[The prepared statement of Mr. Kehl follows:]



COUNTY OF KENOSHA

ESTABLISHED 1850

TESTIMONY

OF

ALLAN K. KEHL
KENOSHA COUNTY EXECUTIVE

AT THE

PUBLIC HEARING ON CENSUS 2000

Sponsored by
House of Representatives
Subcommittee on the Census

Monday, June 28, 1999
9:30 A.M.
Racine City Hall

My name is Allan K. Kehl, and I am County Executive Of Kenosha County. I am pleased to have this opportunity to address this body on the important issue of Census 2000.

There are a number of reasons that it makes good sense for Kenosha County's local governments to be involved in and concerned about the census.

- Census counts translate directly into Federal and State dollars. Accurate counts and information will mean that local and county governments get their fair share.
- Census counts are used for re-apportionment. An accurate and complete count is important to ensure fair representation in the Congress.
- Data from the census is powerful information for planning and land use, schools, economic development, and delivery of services.



ALLAN K. KEHL - COUNTY EXECUTIVE

1010-56TH STREET KENOSHA, WI 53140 PHONE: (414)653-2600 FAX: (414)653-2817

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Understanding fully well the importance of a complete and accurate count, Kenosha County has been working aggressively to coordinate the efforts of County departments and divisions to do our part in assisting with the census. Through the County's University of Wisconsin-Extension Office, a series of community meetings are being planned as a means of providing information to the public about the importance of the census and experts will be available to answer questions.

Kenosha County's Land Information Office has been working diligently to develop more accurate, computerized census maps on the County Geographic Information System (GIS). In fact, a layer on the GIS is now devoted totally to census.

In response to a Boundary and Annexation Survey recently received from the Census, Kenosha County will be sending information showing boundary and annexation changes that have occurred since January 1, 1998. This is an ongoing project that Kenosha county has been a part of over the years.

Our county government has an ongoing process of checking census address information to more accurately delineate the addresses that exist in Kenosha County.

As I said in the beginning of my presentation, we in Kenosha County Government understand the importance of establishing an accurate census and we stand ready and willing to do everything we can to ensure that we reach that objective.

ALLAN K. KEHL
KENOSHA COUNTY EXECUTIVE

Dr. VOSS. Thank you very much, Mr. Chairman. I appreciate the invitation to be here and to share my comments this morning on issues of census accuracy in the upcoming census.

I am a professor of rural sociology at the University of Wisconsin in Madison. I also direct a small unit called the Applied Population Laboratory, which has been mentioned this morning. It is a part of that Extension partnership in this State where a number of parties, within Extension and outside of Extension, are working to make the count as good as possible in this State.

I have chosen to focus my comments very narrowly this morning. I realize I am sitting between the esteemed members of the subcommittee and their lunch, so I am going to try to be quite brief and focused.

I am absolutely convinced that State and local promotional activities, the census complete count committees, a strong advertising campaign, curriculum materials and the countless other innovative census outreach programs initiated by State and local census partners do result in a better census. And I am very encouraged this morning by some of the testimony that we have heard that relate to those local activities.

For the 1990 census, as you have heard, the State of Wisconsin allocated substantial State resources for a successful statewide census awareness campaign and a grant program for local complete count committees. I am certain the effective use of these State resources was an important reason why Wisconsin led the Nation in 1990 in the return of mailed out census questionnaires. Advertising, promotion, effective census outreach, these things do improve census response rates, I am absolutely convinced of that.

Sadly, however, the record shows rather conclusively that such efforts do not appear to have much effect on census accuracy; that is to say, on coverage and on differential coverage. On this matter, I agree with Mrs. Maloney in her opening statements this morning. Despite increasing resources allocated by the Congress to the census in recent decades and despite extraordinary efforts on the part of the Census Bureau and its partners to narrow the stubborn, unyielding gap in the undercount between the majority white population and race and ethnic minority populations, that gap persists.

The 1990 census was a particular disappointment in this regard. While reducing the differential undercount was the No. 1 goal for 1990, the gap widened. This caused many observers at the time to conclude that traditional census taking had pretty much already achieved as much as it possibly can in terms of improving census accuracy. More money, more advertising, more highly visible promotional campaigns, more complete count committees, more attention to making census questionnaires user friendly, more census assistance centers—none of this appears to hold much promise for counting perhaps the last 2 percent of the people in this country or for reducing the differential undercount below 4 percent.

As a demographer and as a member of the Commerce Department's 2000 Census Advisory Committee, I have followed the debate regarding sampling and coverage improvement methods for the 2000 census with considerable interest. I, likewise, am familiar with the limited ruling of the Supreme Court on January 25. And I know it is the Census Bureau's intention to release, prior to April

1, 2001, both the field counts from the 2000 enumeration as well as the corrected counts based on census errors revealed by the accuracy and coverage evaluation survey, or the ACE survey.

I believe this to be a correct legal and ethically defensible intention. This would seem to me to be our only hope for census data users who want census data with the least possible error.

I believe that accuracy in the census is fundamentally a matter of fairness and equity for the American people and for the places where they live. It would be my strongest hope that fairness in the census not become a partisan or a parochial issue where elected leaders and others hold positions about census errors, depending on whether their State or their city gains or loses because of those errors. Errors in the census must be a concern to each of us.

The matter goes beyond which data are used for drawing political boundaries or are used in Federal funding allocations. Rather, it seems to me, Mr. Chairman, that at its foundation, this is about the methods we use to produce a portrait of the American people and of the urban neighborhoods and the rural villages where they live. It is my opinion that none of us should advocate a portrait that knowingly excludes some people. None of us should want a portrait that is not as absolutely accurate as we are capable of producing or a portrait that fails to reflect our fundamental American ideals of fairness and equity.

In summary, Mr. Chairman, I believe local partnership efforts are an essential strategy for improving census response rates. Regrettably, however, I believe the evidence shows that none of these activities can close the overall coverage gap or reduce the stubborn problem of differential coverage.

I thank you, Mr. Chairman. That concludes my formal remarks, but I am happy to answer any questions.

[The prepared statement of Dr. Voss follows:]

Statement of

Paul R. Voss, Ph.D.
Professor of Rural Sociology
Director, Wisconsin Applied Population Laboratory
University of Wisconsin-Madison

before the

Subcommittee on the Census
Committee on Government Reform
Congress of the United States

June 28, 1999

Mr. Chairman and Members of the Subcommittee:

I very much appreciate the invitation to be here today and to offer my comments on improving accuracy in the upcoming census. My name is Paul Voss. I am a Professor of Rural Sociology at the University of Wisconsin in Madison and Director of the Applied Population Laboratory -- an Extension and University outreach activity working to assist governmental units, communities, school districts, organizations and small businesses throughout Wisconsin to acquire and use census data to do their jobs better. I have been involved in one way or another with each of the last three censuses.

I also should add that since 1991 I have represented the Population Association of America, the professional association of demographers in North America, on the Commerce Department's 2000 Census Advisory Committee. So, like you, I have been involved with the Census Bureau as its plan for the 2000 Census has evolved over the course of this decade. And like you, and census data users around the country, I care deeply about the outcome of this decennial ritual we call "The Census."

I have chosen to focus my prepared comments very narrowly this morning, although I will be happy to answer any questions the Subcommittee might have for me at the conclusion of these brief remarks.

I am absolutely convinced that state and local promotional activities, Census Complete Count Committees, a strong advertising campaign, curriculum materials, and the countless other innovative census outreach programs initiated by state and local census partners result in a better census. I am told the California State Legislature right now is considering appropriating upwards of \$25 million to promote the 2000 Census in the Golden State -- so clearly someone in California recognizes the benefits of census promotion. For the 1990 Census, the State of Wisconsin allocated substantial state resources for a successful statewide census awareness

campaign and a grant program for local Complete Count Committees. I am certain the effective use of these state resources was an important reason why Wisconsin led the nation in 1990 in the return of mailed-out census questionnaires. Advertising, promotion and effective census outreach do improve census response rates – of that I am convinced.

Sadly, however, the record shows rather conclusively that such efforts appear not to have much effect on census accuracy – that is, on coverage and differential coverage. Despite increasing resources allocated by the Congress to the census in recent decades, and despite extraordinary efforts on the part of the Census Bureau to narrow the stubborn, unyielding gap in the undercount between the majority white population and race and ethnic minority populations, that gap persists. The 1990 Census was a particular disappointment in this regard. While reducing the differential undercount was the number one goal for 1990, that gap widened. This caused many observers at the time (from members of the Congress, to scientists working for the National Research Council, to the auditors in the General Accounting Office, to the leadership in the Census Bureau itself) to conclude that traditional census-taking had already achieved as much as is possible in terms of improving census accuracy. More money, more advertising, more highly visible promotional campaigns, more Complete Count Committees, more attention to making census questionnaires user-friendly, more census assistance centers – none of this appears to hold much promise for counting perhaps the last two percent of the people in this country or for reducing the differential undercount below four percent. This is why the Census Bureau, in consultation with its advisory committees and its Congressional oversight committee, made the effective use of statistical methods one of four “fundamental strategies” in its plan for improving accuracy and reducing costs in the 2000 Census.

As a demographer, and as a member of the Commerce Department’s 2000 Census Advisory Committee, I have followed the debate regarding sampling and coverage improvement methods for the 2000 Census with considerable interest. I likewise am familiar with the limited ruling of the Supreme Court on January 25. And I know it is the Census Bureau’s intention to release, prior to April 1, 2001, both the field counts from the 2000 enumeration as well as the corrected counts based on census errors revealed by the Accuracy and Coverage Evaluation (ACE) Survey. I believe this to be a correct, legal and ethically-defensible intention. This would seem to me the only hope for census data users who want census data with the least possible error.

I believe accuracy in the census is fundamentally a matter of fairness and equity for the American people and for the places where they live. It would be my strongest hope that fairness in the census not become a partisan or parochial issue where elected leaders hold positions about census errors depending on whether their state or city benefits or is harmed by those errors. Errors in the census must be a concern to all of us. It should trouble each of us equally when a Puerto Rican family in New York City, a black farmer in rural Mississippi, a migrant farm worker in the Central Valley of California and a Hmong vegetable grower in Marathon County Wisconsin is somehow missed in the census count.

The matter goes beyond which data are used for drawing political boundaries or are used in Federal funding allocations. Rather, it seems to me Mr. Chairman that at its foundation this is about the methods we use to produce a portrait of the American people, and of the urban

neighborhoods and rural villages where they live. It is my opinion that none of us should advocate a portrait that knowingly excludes some people. None of us should want a portrait that is not as absolutely accurate as we are capable of producing or a portrait that fails to reflect our fundamental American ideals of fairness and equity.

In summary, Mr. Chairman, I believe local partnership efforts are an essential strategy for improving census response rates. Regrettably, however, I believe the evidence shows that none of these activities can close the overall coverage gap or reduce the stubborn problem of differential coverage.

Thank you Mr. Chairman. That concludes my remarks. I will be pleased to answer any questions.

Mr. MILLER. Thank you.

Let me start with Mr. Robinson first. Is the legislature still in the process of coming up with the appropriation that Governor Thompson requested? Is the budget process still going on?

Mr. ROBINSON. Yes, it is, Mr. Chairman. That process is going on as we speak. I just got an update prior to the commencement of the hearing this morning, and I understand that at least one of our houses has added, at least for discussion as of this time, \$100,000 to the Governor's \$750,000 request. So, we are still very much in the ball game.

Mr. MILLER. And in 1990, money was made available and it was made as a grant to local communities; is that the way it worked?

Mr. ROBINSON. It was a two-pronged process, Mr. Chairman. There were moneys for grants and there was also moneys for campaign, a public advertising campaign as well.

Mr. MILLER. Well, it obviously helped get the mail response rate up.

Dr. VOSS. This is really not a hearing on sampling, but I am a little surprised. You say you think sampling is the only way to solve the problem. Do you believe that is true at the census block level when you get down there? Will you say that, yes or no? Do you think adjusted census block numbers are better than adjusted numbers? Yes or no?

Dr. VOSS. You want a yes or no answer? No.

Mr. MILLER. So, adjusted numbers are not more accurate at census block levels?

Dr. VOSS. I do not think we know the answer to that. I think there is evidence that error gets introduced at the block level. Just as there is error in the block level in the census raw counts. There is error at that very small level of geography and it is not solved by something like the ACE survey.

Mr. MILLER. OK. When you get into redistricting and, you know, you must work with block data, I mean you are working with very small numbers, relatively small numbers.

Dr. VOSS. Oh, absolutely.

Mr. MILLER. And as you start adjusting that, the error becomes magnified.

Dr. VOSS. Not necessarily. There are enormous offsetting errors, you see, that take place. As you aggregate up, there is no question in my mind that at a congressional district level, the corrected numbers are better than the uncorrected numbers, at a city level and even at a neighborhood level, I am convinced—

Mr. MILLER. Are you familiar with the adjustment that was attempted in 1990?

Dr. VOSS. Oh, absolutely.

Mr. MILLER. And do you feel that the adjusted numbers would have been better than the unadjusted numbers?

Dr. VOSS. At what level of geography?

Mr. MILLER. At any level?

Dr. VOSS. Oh, yes, absolutely.

Mr. MILLER. Wisconsin would have lost a congressional seat if they used adjusted numbers, did you know that? And Pennsylvania.

Dr. VOSS. Oh, that is a different question. I understand that question too; but yes, for every State, I believe the count would have been closer to the true number of people in that State.

Mr. MILLER. How about the census block data in 1990, adjusted?

Dr. VOSS. No, I cannot say that a given block would be more accurate or less accurate.

Mr. MILLER. I will tell you, I believe it is less accurate. That is the problem you have when you start working with block data. As you know, you may only have 20, 30, 40, 50 people in a block and——

Dr. VOSS. May I followup, Mr. Chairman?

Mr. MILLER. Pardon?

Dr. VOSS. May I followup on that?

Mr. MILLER. Yes.

Dr. VOSS. I agree with you, I mean I completely agree with you on that point. But blocks are used as building blocks, as aggregate, they aggregate up to neighborhoods, they aggregate up to villages and towns and cities; so that I think that at the block level, we should not wring our hands over the very, very small errors that occur, but worry about the aggregation that happens at a much higher level.

Mr. MILLER. We can assume away errors and that is nice to have that ability to assume. But the bottom line is, anyone that draws lines, and when the State legislature does that, they work with block data. And when you start creating the errors I do not totally buy that particular argument that they will average out in the end.

Let me go back, Mr. Kehl, in your community, do you have somebody designated to be responsible for the census yet?

Mr. KEHL. Yes.

Mr. MILLER. How much of this person's time will be devoted to census matters?

Mr. KEHL. As much time as necessary. He works directly out of our office.

Mr. MILLER. And you have one full-time person at the State level right now, is that right?

Mr. KEHL. Yes.

Mr. MILLER. And they will work together. Is there any organizational meeting where your person is meeting with the people in other communities in the State?

Mr. KEHL. We do a quarterly meeting as it relates to local government bringing together issues, and the census is one of those. So we will be meeting again in July and we are at Madison quite a bit, which is our State capitol unfortunately for a lot of other reasons, but we live there.

Mr. MILLER. Who do you think is going to be the hardest to count population segment?

Mr. KEHL. I am concerned—as was mentioned, the minority, certainly, but when we look at being as divested as we are, I become a little concerned about our rural areas and that is why we are coordinating with local governments to make sure there is an accuracy there, sir.

Mr. MILLER. You say the rural areas?

Mr. KEHL. Uh-huh, yes.

Mr. MILLER. Why?

Mr. KEHL. Well, because of it being so spread out and so diversified, and I think as we bring our council of local governments together and meet on these issues, the accuracy will come from that, and that is the role that county government should play in coordinating those.

Mr. MILLER. Mrs. Maloney.

Mrs. MALONEY. Thank you. I thank everyone for their testimony. It is wonderful, Mr. Robinson, to hear the efforts of your State, to share financially and otherwise in striving for an accurate count. And I appreciate very much your comments, Mr. Voss, and I would like unanimous consent to put in the record an editorial from the Racine Journal Times that ran December 2, 1998, which really mirrored many of the statements of Dr. Voss. May I put that in the record, Mr. Voss?

Mr. MILLER. Without objection.

Mrs. MALONEY. Thank you.

[The information referred to follows:]

Racine Journal Times text of edit that ran Dec. 2, 1998.

State picks wrong side in census court battle

Wisconsin has taken the low road in its fight against the use of sampling to help determine the U.S. Census.

It has done so for very traditional reasons: money and power.

The sampling issue, which will determine the shape of the 2000 census, was debated Monday before the U.S. Supreme Court.

Wisconsin Attorney General James Doyle filed a friend of the court brief opposing the use of sampling to augment the actual count done during the census.

The Clinton administration has advocated statistical sampling in order to make up for an expected undercount of minorities who do not respond to traditional counting methods.

Wisconsin, five other states and House Republicans are fighting the administration plan which would likely result in a reapportionment of the nation's 435 congressional districts.

Because of population shifts, Wisconsin stands to lose a congressional seat and with it millions of dollars in federal aid that are allocated partially on the basis of a state's number of House seats.

We barely dodged that bullet in the 1990 census when Commerce Secretary Robert Mosbacher decided against the use of sampling even after the U.S. Census Bureau admitted it had missed 5 million people in one of the most extensive actual counts ever.

In arguments Monday, the House and a citizens group maintained that sampling would be illegal and unconstitutional that the U.S. Constitution requires an "actual enumeration" of the population.

The Constitution may be the hook for the arguments, but a big part of the fight is simply a partisan one with Republicans fearing that Democrats would benefit from a more accurate account of under-represented minorities and the poor.

We not among those who think the Constitution should be rewritten lightly and sampling may very well run aground on a strict interpretation of that document.

But if the census cannot come closer than 5 million on a count of 248 million we need to develop a system that will provide a more accurate count.

Wisconsin may very well lose a House seat even under a traditional count in the 2000 census.

We find it disturbing that the state elects to act in its own self-interest even if it means depriving other citizens of their rightful share of federal dollars.

Mrs. MALONEY. Mr. Voss, my understanding of Milwaukee's experience in 1990 is that there were great efforts in time and cost by local governments to increase the mail rate return. However, the undercount in Milwaukee was well above the national average and nearly four times the undercount in the State. Does this suggest that the Milwaukee example is useful for increasing the mail return rate but not for reducing the undercount?

Dr. VOSS. The figure you gave, I will have to accept; I cannot verify those. I think that it does. I think that Wisconsin did not have a complete count in 1990, even though our response rate was highest in the Nation. And I think the sort of disconnect between achieving a high response rate and achieving a complete and accurate count, those two things are very different.

Mrs. MALONEY. Will more promotion and outreach reduce the differential undercount?

Dr. VOSS. No. That was essentially the gist of my testimony, that it will not.

Mrs. MALONEY. So it did not work in 1990 and it is not going to work now. There would be an undercount unless it is corrected?

Dr. VOSS. I think all of the evidence points to a yes answer to that question.

Mrs. MALONEY. Some people believe that correcting the undercounts with modern scientific methods would boost the population figures in other States more than in Wisconsin and could cost the State a seat in the U.S. House of Representatives. I have reviewed a number of reports, including one that was written by the Congressional Research Service, which indicates that Wisconsin will lose a seat in 2000 regardless of whether or not modern scientific methods are used. Do you think the use of modern science will affect the number of congressional seats held by Wisconsin?

Dr. VOSS. I am sitting here with people who may have a very different opinion on that and I should guard my comments. It is my belief that the ninth seat has disappeared. And what I mean by that is, as the population shifts have taken place over the course of this decade, that if you were to have redistricted say in 1998 or this year in 1999, if the Census Bureau's estimates are even close to being accurate, regrettably for all of us, I think the ninth seat is gone. Now this pertains to the Supreme Court decision—your question relates to would adjusted or unadjusted numbers affect our count and that is no longer an issue because of the court's ruling. But I do not think it will come into play at all.

Mrs. MALONEY. Will it affect the State legislatures?

Dr. VOSS. The use of adjusted numbers rather than unadjusted numbers?

Mrs. MALONEY. Uh-huh.

Dr. VOSS. The "A" word is frequently frowned upon. Yes, I think that it could, but in very small ways, not in dramatic ways, but in small ways.

Mrs. MALONEY. Some people suggest that modern scientific methods will add errors into the census—we just heard those comments—regardless of whether or not modern scientific methods are used. But isn't the base line census erroneous?

Dr. VOSS. Well, of course it is, and all the coverage improvement evaluations that have been made since 1940 show that. So, the cen-

sus is in error. The ACE survey will not correct appropriately all of those errors, but it will bring us closer to a true count of the population in all larger areas and cities and counties, and for the United States.

Mrs. MALONEY. You are unique in that you have had extensive experience in studying rural areas. Could you expand a bit on why it is so difficult to achieve an accurate census count in America's rural and small town communities? And do you think the expanded outreach and promotion efforts planned for 2000 will address the disproportionately high undercount in poor rural areas?

Dr. VOSS. Well, one would certainly hope that it will. I hope that our outreach efforts are not based solely on our cities. In addition to the undercount being related to race and ethnicity, it also is highly related to poverty and it is widely known that rural America has large pockets of rural poverty and that the poverty is fairly widespread in rural areas. So, there is a problem of undercount in rural areas and I would hope that our statewide promotional campaigns here in this State and in other States address that.

Mrs. MALONEY. Can I ask one more question that is totally about Wisconsin? I know my time is up.

We hear and we talked about extensively today about how Wisconsin's low undercount rate of 0.6 percent was due to the outreach and promotion, the State funds, the whole effort by the State. Can you explain why Ohio, which did not have extensive outreach and promotion, as your State did, also had an undercount rate of 0.6 percent?

Dr. VOSS. Is that question addressed to me?

Mrs. MALONEY. Yes, uh-huh.

Dr. VOSS. No, I cannot.

Mrs. MALONEY. I was looking at the numbers last night and I said hey, they had the same amount and they did not do all the things that you had done in the legislature. Thank you, very much.

Mr. MILLER. Mr. Ryan.

Mr. RYAN. Thank you. Just for the folks in the audience, I would like to step back and talk about the sampling adjustment and how it works with the higher aggregation levels. I think it is safe to say that the higher the aggregation, the more accurate the adjustment may be; but when you get down to the lower aggregate levels, experts have agreed that adjustment is much less accurate for towns and cities and areas with populations below 150,000. It is important to note that almost every town in Wisconsin has a population below 150,000. There is not one town in the First Congressional District that exceeds population of 150,000. We just have a handful of cities that are actually that large.

So this adjustment question, as it relates to Wisconsin, suggests that according to expert witnesses and reports, that it is less accurate at those levels below 150,000.

But I wanted to go back to the block data. Allan Kehl, county executive, I wanted to ask you how important is the block data in what you do and in your estimates and in your population counting and then, how does it affect your job and the services you deliver? And also, Mr. Robinson, I wanted to ask you how the block data affects us to be doing redistricting for the assembly seats. Senator Moore on earlier testimony said it takes about 15,000 votes to

swing an election in the State assembly, and we just elected the first Hispanic to the State assembly very recently. And with a 15,000 vote swing, isn't that accuracy at the block level in those historically undercounted areas so important?

I will go to Mr. Kehl first.

Mr. KEHL. Thank you, Mr. Congressman. Extremely. When you look at planning and you look at land use and you look at development, where should it start—certainly in the block concept. It gives us an overall perspective and we build from there. To me, that is the most important. And especially in the rural setting, which, as you look at Wisconsin, even in southeastern Wisconsin, with the phenomenal growth rate we are experiencing, we are still rural. And as a result, if you take that concept, when you get to the lower level, we see great success and more accuracy. That is my opinion, sir.

Mr. RYAN. Mr. Robinson.

Mr. ROBINSON. I, too, agree. I believe that the count should be a verification at the lowest level possible, the most manageable level, and that is block. And you should build from there. Absolutely, I agree with the county executive.

Mr. RYAN. Do you think that getting the most accurate count at the local level down to the block level is our best chance of getting a better count for those historically undercounted areas so we can get that minority representation into the minority neighborhoods that are actually undercounted?

Mr. ROBINSON. Absolutely. And I was very struck by the testimony of Representative Ladwig, in terms of you have got to go door to door, house to house, face to face. Those activities, coupled with doing it at that very basic level, are absolutely critical if we are ever going to achieve that accurate and complete count that we constantly talk about—absolutely.

Mr. RYAN. Dr. Voss, I would like to ask you briefly. Do you agree with statements by other experts that when you get the aggregation down to the lower level, the block level, towns below 150,000, that it is less accurate, and also do you think that post-census local review—I notice in your testimony, you advocated several of the things that we are trying to do to promote the census, promote the enumeration—do you think that post-census local review, in addition to these efforts, is something that will help us get a better number?

Dr. VOSS. Well, there are two questions there. I think you know my answer to the first one. I am not so worried about the very, very small and I will say close to trivial errors that occur at the block level. It is when you have populations in neighborhoods that are counted by 5 percent that it seems to me that all of us ought to start getting concerned and figure out ways of correcting for that. The block numbers will have error; some will be incorrectly increased and some will be incorrectly decreased. But you lose a lot of that inaccuracy as you aggregate up and it is at aggregations, it is at neighborhoods, it is for communities, it is for villages, it is for towns, that those data become important. So, I guess I disagree with the two gentlemen to my left on that.

With respect to post-census local review, I am really pained in trying to come up with an answer on that one. I understand the

1990 program and how it worked extraordinarily well, and the disappointments that existed here in Wisconsin when that program was concluded. We, in the unit that I said that I was involved with and Nat Robinson's unit in State government, jointly, we put on over 40 workshops trying to educate our local communities on the ground rules for challenging their numbers in post-census local review and how to go about that in the very brief time that they had.

For the most part, I think local review was deemed as a big disappointment. I do not remember the exact percentage, I think it was 18 or 19 percent of eligible communities took part in post-census local review; well over 80 percent did not, despite this effort to get involvement.

I think, just very briefly, I can say it very quickly, the program sounds wonderful and to ask a mayor, would you not like to see your numbers before they are certified as final—you are not going to get a no answer to that. But for the Census Bureau, and I think for your subcommittee, there are some real issues that have to be addressed. The Census Bureau, for one, is on a very, very tight time schedule to get the certified counts out by December 31 so that if the subcommittee, through legislation, is successful in requiring a post-census review, you are going to have to work with the Census Bureau to figure out where the time and the money is going to come from to fit that into this very tight time schedule. That is why the Census Bureau decided to try this time around to front end load that process, to put in the local review of census addresses and block counts before the count, rather than after the count, to give more time, in fact, to that process.

Three, I will say that throughout the country, I think post-census local review was not a terribly effective program. It did not find all that many housing units or people, but it did correct geographic misallocation, which is certainly important.

I think the Census Bureau's largest fear for post-census local review is that the overwhelming majority of communities, the 39,000 or so general purpose governmental units, the majority of those that have chosen not to participate in LUCA, for whatever reasons, but who are not participating in this program, this front-loaded program, will, in a post-census local review, weigh in and they will be doing it for the first time and they will not have understood the sort of rules that surround how one goes about comparing the Census Bureau's addresses and your local addresses, and the Census Bureau will be overwhelmed in terms of the requirement to respond back to those communities.

I much favor the front-end loading, it seems to me that it makes sense, but I know that LUCA is not working as successfully as the Bureau was hoping.

Mr. RYAN. Yes, that is a very interesting point. And I think those of us on the committee who support front and back end, you know, LUCA and post-census local review, as the best way of doing it, that is a very compelling point, that there are 39,000 communities who, by their own choice, because it is a voluntary program, did not participate in the LUCA program. I guess where we may disagree is that I do not necessarily see if those 39,000 communities have a chance of participating in post-census local review as really a problem, but as an opportunity to get a chance at going in and

really getting the accurate count. Does it mean more work for the Census Bureau? Of course, it does.

Dr. VOSS. Sure.

Mr. RYAN. Does it help us get to the accuracy of counting those neighborhoods, of counting the geography so those neighborhoods, those historically undercounted neighborhoods, actually have the kind of representation that they deserve? Absolutely.

Dr. VOSS. Yeah.

Mr. RYAN. Congressman Tom Barrett and I are planning on doing some bipartisan promotion of the census around southeastern Wisconsin in these areas that are historically undercounted. We are hoping that we can get post-census local review in here so we can get to those neighborhoods that are historically undercounted.

One more point I just wanted to add before closing, I see my time has expired, is that in Wisconsin, when we are talking about reaching this threshold where aggregation of statistical adjustment is preferred or better, that threshold is at that 150,000 town population level and that puts just about every single town and city in this State out of the threshold.

So, I just wanted to thank each of you for coming and participating. Did you want to add something there, Nathaniel?

Mr. ROBINSON. If I may, Mr. Chairman, I want to comment on the pre- and post-review of census data. One of the things that we learned in the updated lists, we sent a confirming letter to city clerks, all of them, stating the importance of their money being tied to this base. A lot of them are busy. They do not really realize for the next 10 years, that it is the base not only for Federal money, but local revenue sharing is also going to be tied to that. It does make a difference. What is my point? It may be in the message, Paul. Paul and I are good partners. We can disagree agreeably even in a public forum and still be friends and go out and have a beer. I think it is in the message in terms of letting them know the impact for the next 10 years, their estimates from 2001 on to the next census is going to be based on that. So, if you hit home where it really counts, it does make a difference in their grasping the importance of it. So I think it is critical to keep both. And the way we sell that in terms of the money impact is the way to go.

Mr. RYAN. Very good point.

Mr. Kehl.

Mr. KEHL. Is there something wrong with a check and balance on the post-census? Is there something wrong with accountability? What am I missing here? I think this is what this is supposed to be about.

You know what happened 10 years ago? I guess I was not in the picture. I am very concerned about that as we represent our communities. And although what the good doctor has stated may have been in the past, believe me, there are government officials today at your level, certainly down to ours, who are very concerned about this. I believe in post-census, I believe in the block counts because again, as you represented Congressman Ryan, we do not have a community here that is above 150,000 folks. And this is very important to us. And this is pretty much mainstream Nation here. It does not get any more Midwest. Thank you.

Mr. RYAN. Thank you.

Mr. MILLER. Mr. Petri.

Mr. PETRI. Thank you. Just maybe to wrap this up, in painting a little bit of a black and white picture when it is really probably not that way, we certainly want to use modern telecommunications, printing, tabulation, every other sort of modern thing we have learned to do a better and better census, including statistical adjustment or identification technology to identify where there may be an undercount. Where the difference here exists is whether that should trigger then an extra effort to reach out and count, or whether we should just go ahead and adjust the numbers and not be able to actually subject those adjusted numbers to the discipline of an actual head count check, which is the checks and balances that was just referred to. That is purely a matter of trust and of accuracy and whether we want to turn this over to a group of people who are going to flip numbers to this block and that block and suddenly, they are set in stone.

But, any of you care to comment on whether as a country, you think we are doing a better or worse job than we did in 1800 or 1900? Do you think when we had the Pony Express or before we had radio and television and advertising, when we had a higher percentage of immigrant populations, people unable to get out, no roads and cars, we were doing a better job than we are doing today, or do you think we are holding up for perfect, when in fact, we are much better than we have ever been before?

Mr. KEHL. I guess as we have grown, not everybody knows everybody in the community. That was the case maybe 30 years ago. I hope every 10 years we get better, but please understand our counties or cities are living on nickels and dimes as it relates to the census. These are very important issues to us as far as programming is concerned, as far as operations are concerned, and our very existence. You are going to see communities dying on the vine unless there is some degree of accuracy. We always think you get the message out. We like to believe we get the message out. I can tell you from the local level when we think we do, you can rest assured we have not. And, that concerns us. If I can find a better way, other than knocking on doors, if we have to rely on the mass media, fine.

Thank you, sir.

Mr. ROBINSON. Well, history has showed us that Americans have always had a healthy skepticism; that is why we have checks and balances in our three branches of government. But I think that America is much more skeptical now. We have to craft a message where each individual not only should exercise that personal responsibility but a message that shows how the census-taking process relates to that individual, to make it more personalized. And once we do that, I believe that will make a difference in terms of not only our overall quality as defined by accuracy, as well as completeness, but it will make the process a whole lot easier.

Mr. MILLER. Well, let me thank the three of you for being here today and testifying. We very much appreciate it. I think it has been a good hearing and I appreciate the citizens of Racine to make available their facilities today. It is a pleasure to be in southern Wisconsin.

I ask unanimous consent that all Members' and witnesses' written opening statements be included in the record.

Without objection, so ordered.

In case there are additional questions that Members may have for our witnesses, I also ask unanimous consent for the record to remain open for 2 weeks for Members to submit questions for the record and that the witnesses submit written answers as soon as practicable.

Without objection, so ordered.

Thank you once again, and we stand adjourned.

[Whereupon, at 12:43 p.m., the subcommittee was adjourned.]

