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

## HEARING

BEFORE THE

SUBCOMMITTEE ON THE CENSUS

OF THE

## COMMITTEE ON GOVERNMENT REFORM AND OVERSIGHT HOUSE OF REPRESENTATIVES

ONE HUNDRED FIFTH CONGRESS

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

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**THURSDAY, DECEMBER 10, 1998**

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON THE CENSUS,
COMMITTEE ON GOVERNMENT REFORM AND OVERSIGHT,
*Miami, FL.*

The subcommittee met, pursuant to notice, at 2:09 p.m., in the Dade County Community Chambers, 111 N.W. 1st Street, Miami, FL, Hon. Dan Miller (chairman of the subcommittee) presiding.

Present: Representatives Miller, Maloney and Meek.

Staff present: Kelly Duquin and Lara Chamberlin, professional staff members; and Michelle Ash, minority counsel.

Mr. MILLER. There is a quorum present on the Subcommittee of the Census of the Government Reform and Oversight Committee of the U.S. House of Representatives and we are going to begin this field hearing concerning the census for the year 2000.

First of all, I would like to welcome my colleague on the committee, Congresswoman Carolyn Maloney of New York City to the hearing today. I would also like to extend a special thanks to Congresswoman Carrie Meek, the Congressperson from the Miami-Dade County area. Mrs. Meek requested that we come to Miami and I am glad we were able to make this hearing happen.

We are going to have two panels of witnesses and after each panel, the three committee members here will be able to question the witnesses. Obviously our goal is to hear about the possible problems with the year 2000 census. I would like to welcome everybody to this meeting here, especially our witnesses. Mrs. Meek requested that we come to Miami and I am glad we were able to have our first hearing here in Miami. Miami has one of the most diverse populations in the Nation and I think that it is very appropriate for us to begin our field hearing process here.

I would also like to thank the staff in this meeting who provided invaluable assistance in making this hearing possible. They really have put in a great deal of effort and we certainly thank them for their support.

Yesterday, I had a wonderful opportunity to take a tour of Mrs. Meek's district. Carrie and I had talked about this for some time and I am glad we were able to make it happen. I was able to visit an early Head Start program, a senior's home, a public housing project, a program to help at-risk teens and a homeless shelter.

One of the interesting highlights of that trip yesterday is when we were stopped at the County Center and they had a math bowl taking place among Title I fourth graders. I saved the test and I am going to give it to my staff and see how well they can do with a fourth grade math test, when we get back to Washington.

I have had an opportunity to travel around the country in my capacity as a Member of Congress, and although the specific needs of people vary depending on where you are, there is always the recurring theme, people care about what their government is doing. Your constituents, Mrs. Meek, are no different. I found them very well informed and they had some very good ideas and a real commitment on how to improve their lives and the lives of the people in their community. You have some fine constituents, Carrie, and I hope we can continue to work together in the future, as we have in the past, and provide the resources that they need.

Let me be clear as we begin this hearing, everyone gathered here today has the same goal. We all believe it is paramount that everyone is counted in the 2000 census. We all want the most accurate census possible. The census is important because it is the fundamental building block of our representative government, from local school board and city council members to State legislators and Members of Congress. The census is the DNA of our democracy. It is critical that we count as many people as possible.

We are in Miami today to fulfill the Subcommittee on the Census' ongoing oversight responsibility of the 2000 census. Back in September, at a hearing in Washington, I made it clear that the subcommittee would begin a program to reach out to those communities that were undercounted in the 1990 census. This hearing is the genesis of that commitment. The purpose of this hearing and the ones to be held over the next 6 months is to give community-based stakeholders an opportunity to give testimony on community-based approaches that they think will be helpful in enumerating their residents. Your input can help the 2000 census the most accurate ever. Today we are focusing on a better count for Miami.

This is not a hearing to debate the use of sampling in the 2000 census. In fact, I believe most of the people who will testify, and probably most of the people in this room favor sampling. We could spend this afternoon debating the sampling issue, but that would be a terrible waste. I am not here to convince you that sampling is bad, and it is highly unlikely that you will convince me that sampling is good. However, that does not mean that we do not have common ground. We do. That common ground is to find the best way to improve a basic enumeration. That is of paramount importance, because no matter how we conduct the census, whether we use sampling or not, we must have a good accurate base count.

I think that there is a fundamental misunderstanding, no method of counting can make up for people that refuse to be counted. Even in the sampling plan, if someone is missed in the initial census and then missed in the post census or ICM, they will be missed altogether. If people hide from census enumerators, that will make it more difficult for either type of census to be successful.

We are here today to find out why people hide from enumerators. Why do people not return their forms? Why do people distrust the

government? And how can we change these tendencies? How can we do a better job?

I am also very interested to see what the local government representatives think about the Census Bureau's plans not to have a post census local review in 2000, something that they did have in 1990.

We are here in Miami today because the witnesses we will hear from know their respective communities best. You know best why some people in your communities may be not want to be counted. You know best what Congress and the Census Bureau can do to build a sense of trust that is lacking in so many areas of interaction between government and the people.

Miami is the first, but certainly not the last field hearing. Although field hearings are very difficult to plan, I think it will be very, very useful. I hope we can have further field hearings in Phoenix and L.A., New York City, Atlanta and other cities, should time allow. Congress is committed to conducting a legal, accurate and trustworthy census.

As many of you know, there have been significant changes in the House of Representatives. Most significantly, we have a new Speaker in Washington, Bob Livingston. As with any change in leadership, there are also changes in the structure of the House of Representatives. Mr. Livingston has decided to move the jurisdiction of the census to another committee. It will now fall under the House Oversight Committee. As far as the public is concerned, you should not see any significant changes, if you detect any changes at all.

As far as myself and Mrs. Maloney are concerned, there will no longer be a specific subcommittee in name under the new structure. House Oversight is a unique committee in the House in that there are very few members, so subcommittees are not practical. The full committee will now serve that role. I still plan to be the leader on this issue for the Congress and I hope Mrs. Maloney will continue her role as the leader for the Democrats.

I am excited to be here today. This is a wonderful turnout to see here today. Regardless of the type census that Congress and the courts determine the Census Bureau can conduct, we are going to have to work together.

I look forward to hearing from the witnesses and having the opportunity to ask questions. Thank you all for coming. I now would like to recognize Carolyn Maloney from New York, the ranking member for an opening statement.

[The prepared statement of Hon. Dan Miller follows:]

# STATEMENT OF CHAIRMAN DAN MILLER
# SUBCOMMITTEE ON THE CENSUS
## Miami Field Hearing
## December 10, 1998

I'd like to welcome everyone to the first field hearing of the Subcommittee on the Census,/ especially our witnesses who will be giving important testimony regarding the 2000 Census this afternoon. I would like to extend a special thanks to Congresswoman Carrie Meek.// Mrs. Meek requested that we come to Miami and I'm glad we were able to make this hearing happen. // Miami is has one of the most diverse populations in the nation and I think that it's very appropriate for us to begin our field hearing process here. //

I would also like to thank the staff of Ms. Meek who provided invaluable assistance in making this hearing a reality. Thank you very much.///

Yesterday, I had a wonderful opportunity to take a tour of Ms. Meek's district. // Carrie and I had talked about this for some time and I'm glad we were able to make it happen. I was able to visit an early head start program, a senior's home, a public housing project, an program to help at risk teens and a homeless shelter. //

I must say that one of the highlights of yesterday's tour was when at the County Center we happened upon a math bowl // taking place among Tittle I fourth graders. Being a former math teacher I was delighted to see such enthusiasm over math. // My staff doesn't know this yet, but I brought a copy of the fourth graders test with me and I have a little surprise for them when I get back to Washington //.

I've had the opportunity to travel around the country in my capacity as a Member of Congress,/ and although the specific needs of people vary depending on where you are, there is always this recurring theme:// People care about what their government is doing./ Your constituents, Mrs. Meek, are no different. I found them very well informed and they had some very good ideas on how to improve their lives and the lives of those in their community. You have some fine constituents, Carrie, and I hope that we can continue to work together in the future, as we have in the past and provide the resources that they need. //

Let me be clear as we begin this hearing.// Everyone gathered here today has the same goal./ We all believe it is paramount that everyone is counted in the 2000 Census. // The Census is important because it is the fundamental building block of our representative government - from local school board and city council members to state legislators and Members of Congress. The Census is the DNA of our Democracy.//

It is critical that we count as many people as possible.///

We are here in Miami today, to fulfill the Subcommittee on the Census' ongoing oversight responsibility of the 2000 Census. Back in September, at a hearing in Washington, I made it clear that the subcommittee would begin a program to reach out to those communities that were undercounted in the 1990 Census.// This hearing is the genesis of that commitment. The purpose of this hearing and the ones to be held over the next six months is to give community-based stakeholders an opportunity to give testimony on community-based approaches that they think will be helpful in enumerating their residents. //

Today we are focusing on a better count for Miami.///

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We could spend this afternoon debating the sampling issue. But that would be a terrible waste. I'm not here to convince you that sampling is bad, and it is highly unlikely that you will convince me that sampling is good.

However, that does not mean that we don't have common ground. We do. That common ground is to find a way to improve a basic enumeration.

That is of paramount importance, because no matter how we conduct the census, whether we use sampling or not, we must have a good accurate base count.

I think that there is a fundamental misunderstanding. No method of counting can make up for people that refuse to be counted. Even in the sampling plan if someone is missed in the initial census and then missed in the post census or ICM they will be missed altogether. If people hide from census enumerators that will make it more difficult for either type of census to be successful.

We are here today to find out why people hide from enumerators? Why do people not return their forms? Why do people distrust the government? And, how can we change these tendencies. How can we do a better job counting.

I am also very interested to see what the local government representatives think about the Census Bureau's plans not to have Post Census Local Review in the 2000 Census./// Something that they did have in 1990.

We are here in Miami today, because the witnesses we will hear from know their respective communities best./ You know best why some people in your communities may not want to be counted./ You know best what Congress and the Census Bureau can do to build a sense of trust that is lacking in so many areas of interaction between government and the people.///

Miami is the first, but certainly not the last field hearing.// Although field hearings are very difficult to plan, I think they are very, very useful. I hope we can have further field hearings in Phoenix and L.A., New York City and Atlanta and other cities should time allow. Congress is committed to conducting a legal, accurate and trustworthy census.///

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As with any change in leadership there are also changes in the structure of the House of Representatives. Mr. Livingston has decided to move the jurisdiction of the 2000 Census to the another committee. It will now fall under the House Oversight Committee. //

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I'm excited to be here today. This is a wonderful turnout and it's just what we wanted. Regardless of the type of Census that Congress and the Courts determine the Census Bureau can conduct, we are going to have to work together.
//

I look forward to hearing from the witnesses and having the opportunity to ask questions. Thank you all for coming and now I recognize Congresswoman Carolyn Maloney from New York and the Ranking Member.

Mrs. MALONEY. Thank you very much, Mr. Chairman.

Before I begin my prepared statement, I wanted to briefly comment on reports that this—and you mentioned it, Mr. Chairman—that this subcommittee will be abolished in the next Congress and the jurisdiction over the census moved to the House Oversight Committee. It is a curious time to be abolishing the Census Subcommittee as we move forward to the 2000 census and I strongly oppose such a move and believe the Democratic leadership will as well. Oversight of how the 2000 census is conducted should not be the responsibility of a committee stacked with Republicans and with a fiercely partisan history. This issue should not be vested in an administrative committee of the House which has no oversight of other executive branch organizations, and the census most certainly should not be within the jurisdiction of a committee which has managed to severely antagonize the Hispanic and Latino community with the Loretta Sanchez oversight of her election that was conducted in this committee.

We need to work together in good faith to make sure that the 2000 census is as fair and accurate as it can be. I must say that I believe Chairman Miller has tried to do that. Dan, since this may be our last hearing together, I really want to say for the record and say publicly that it has been a great pleasure working with you. While we have not always disagreed—or agreed, we have not agreed much more often than we have disagreed on the issues, but I do think you want the 2000 census to succeed. You have always been fair and listened to the minority and I deeply appreciate it on behalf of my Democratic colleagues.

Also, Mr. Chairman—and I know this hearing is not about sampling, but we have received a letter from organizations and elected officials in the Miami area calling upon Congress to drop its objections to sampling. I would like to have this letter included in the record. Clearly these groups do not believe that direct counting methods alone can solve the undercount problem despite the extraordinary efforts that will be made throughout the Miami area.

I was also impressed with the incredibly diverse nature of the organizations that signed this letter. Representatives of African Americans, Hispanics, Haitians, children, elderly, homeless and the list goes on and on. So I would like to ask that this letter that is addressed to both of us that talks about the undercount in Miami be put in the record.

Mr. MILLER. Without objection.

[The information referred to follows:]

December 8, 1998

Honorable Dan Miller
Chairman
Subcommittee on the Census
H1-114 O'Neill House Office Building
Washington, D.C. 20515

Honorable Carolyn Maloney
Ranking Member
Subcommittee on the Census
H1-114 O'Neill House Office Building
Washington, D.C. 20515

Dear Mr. Chairman and Ranking Member Maloney:

We, the undersigned elected and appointed officials and advocates, represent constituencies that have a significant stake in the outcome of the 2000 census. Our affiliations cover a broad spectrum of civic, cultural, and economic interests, including children and families, communities of color, low-income people, educators, older Americans, immigrants, religious leaders, businesses and labor unions.

First, we want to thank you for holding a field hearing in Miami and for giving local officials and civic leaders an opportunity to share their ideas on achieving an accurate census count in our community.

As you know, the Miami metropolitan area has a tremendous stake in ensuring the 2000 census is as complete and fair as possible. According to Census Bureau evaluations, the 1990 census excluded nearly 5.0 percent of Miami residents. In Dade County alone, the net undercount rate was 3.7 percent, substantially higher than both the net national undercount of 1.6 percent and the net undercount for the State of Florida of 1.9 percent. These results were unacceptable, and consequently, the residents of our county and city have been denied the fiscal resources and political representation to which they were entitled over the past decade. We pledge to work with the Census Bureau, local officials and Congress to ensure that the 2000 census is more accurate and fair.

Our state, county and city are home to many people whose racial and ethnic background, age, or economic status make it more likely that they will be left out of the census. Miami's population is more than one-quarter African American and nearly two-thirds Hispanic. The Miami-Fort Lauderdale Consolidated Metropolitan Statistical Area also has significant African American (27 percent) and Hispanic (33 percent) populations. The Miami Primary Metropolitan Statistical Area alone grew nearly 20 percent in the 1980s. More recent population estimates show that Florida registered the largest increase among states in African American population and the third largest increase in Hispanic population from 1990 - 1997. For the same time period, Dade County had the fifth largest gain among all counties in Hispanic population. That is why the unacceptably high undercount rates for African Americans (4.5 percent) and Hispanics (5.0 percent) in 1990 are of such great concern to us.

Florida continues to experience increases in the number of older Americans as well as in its school age population. Immigrants continue to settle in the Miami area; the CMSA had the fifth highest

immigrant population gain in the country from 1990 - 1997. We are proud of our richly diverse community but we also are mindful of the extraordinary challenge this diversity presents for the census. In 1990, children - particularly African American, Haitian, and Hispanic children - were missed at much higher rates than the population as a whole. And we suspect that recent immigrants are less able or less willing to participate in the census due to language barriers, distrust of government generally, confidentiality concerns, and other factors.

We have several recommendations to help ensure a successful count in Miami and Dade County in 2000.

1) The Census Bureau must recruit and hire a local workforce that represents the diverse population of our city and county. Despite integration efforts, many communities remain segregated along racial, ethnic and even age lines. People are more likely to cooperate with census takers who live in their neighborhood, speak the same language, and have a similar economic status. Elderly people, many of whom live in retirement communities in our state, are more likely to trust other elderly individuals. Census officials should affirmatively reach out to civic leaders in each of our diverse communities to establish employment networks that draw from all segments of society.

2) In the past, the Census Bureau has struggled to hire and retain enough enumerators to complete the follow-up visits to nonresponsive households in a timely manner. The relatively low unemployment rate in many areas threatens to compound this problem in 2000. To help the Bureau attract a sufficient number of temporary workers, Congress should take steps to remove legal barriers that prevent many low income and older people from applying for census jobs. For example, retirees who receive social security benefits or military and federal pensions might lose a portion of their monthly payments if they temporarily work as census takers. Similarly, recipients of food stamps, Medicaid, or housing subsidies might jeopardize their eligibility for those benefits if they earn more than the law allows through temporary census employment. We commend Representative Carrie Meek (D-FL) for introducing legislation that would waive certain income limits for recipients of Federal benefits who serve in temporary positions during the census, and we urge Congress to approve this legislation as soon as possible.

3) Census materials must be readily available in languages other than English. Spanish is the primary language for a significant portion of Miami's population but census forms or assistance guides in other languages also are needed. Particular strategies addressing the undercount of Haitians also are needed. We understand that the Census Bureau has modified its outreach program for "linguistically isolated" households and will request funds to hire staff at Questionnaire Assistance Centers (QAC), instead of relying exclusively on volunteers. We strongly urge Congress to allocate the necessary funds for this purpose and for the Census Bureau to consult with community leaders to identify the best locations for QACs.

4) We encourage the Census Bureau to distribute census promotional materials to local community groups as early as possible in 1999. Educating our diverse communities about the importance of census participation is a difficult task that cannot be accomplished overnight. For the 1990 census, many organizations did not receive educational materials until late in 1989. We are anxious to assist the Bureau in promoting the census through the many civic and cultural networks that permeate our neighborhoods in unique ways but we must have adequate information and sufficient time to do so.

Mr. Chairman and Ms. Ranking Member, we are grateful for this opportunity to discuss ways to improve the census process in communities that have proved difficult to count in the past. There are many activities that must be done well and on time in order to lay a solid foundation for a successful count. In addition to those already mentioned, an accurate address list compiled with the help of local governments, a well-crafted promotion campaign, foreign language assistance materials, and early and sustained outreach activities are all necessary components of a well-executed census. Fortunately, the Census Bureau recognizes the importance of these activities and is already planning their implementation. We also support operational improvements such as user-friendly questionnaires, higher and variable pay rates for temporary workers, and access to 'Be Counted' forms in public places that are part of the Bureau's plan for 2000. These new elements will help encourage more individuals to participate voluntarily in the census, as well as improve the Bureau's ability to reach those households that do not respond during the mail phase of the count.

However, we also have taken to heart the conclusion reached by virtually all experts who have closely studied the census process: direct counting methods alone do not have the capacity to improve accuracy or reduce the differential undercount of children, people of color and the urban and rural poor. Earlier in the decade, a National Academy of Sciences panel convened at the direction of Congress found that "physical enumeration ... has been pushed well beyond the point at which it adds to the overall accuracy of the census. Moreover, such traditional census methods still result in a substantial undercount of minority populations."

This panel concluded that the Census Bureau could "improve the accuracy of the census count ... by supplementing a reduced intensity of traditional enumeration with statistical estimates." More recently, in 1997, another Academy panel stated: "[W]e do not believe that a census of acceptable accuracy and cost is possible without the use of sampling procedures, for both nonresponse follow-up and integrated coverage measurement," the two primary uses of sampling that are part of the Bureau's plan. That same year, the Commerce Department's Inspector General reached a similar conclusion in a report to the United States Senate: "There is no evidence to suggest that the undercount in 2000 will be lower than in 1990 without the use of statistical techniques."

These conclusions are widely shared among expert, independent evaluators who have reviewed the last census. In mid-1992, the U.S. General Accounting Office advised that the 1990 census "demonstate[d] that the American public has grown too diverse and dynamic to be accurately counted solely by the traditional 'headcount' approach and that fundamental changes must be implemented for a successful census in 2000."

This early assessment belies the charges made by some critics of modern scientific methods that the Bureau's plan is nothing more than a scheme devised by the Clinton Administration to increase the count of Americans who might be more sympathetic to one political party than another. To the contrary, there is ample evidence of universal support among experts for fundamental reform of the census process even before the current Administration took office. We are greatly concerned that continuing efforts to paint the 2000 census plan as a partisan scheme will further undermine the already fragile public trust in the census process, leading to even lower levels of participation and thus a higher undercount. Such an outcome would spell disaster for the residents of Miami and Dade County.

We also are concerned about recent suggestions that the persistent differential undercount can be significantly reduced through indirect counting methods other than statistical techniques. In particular, some observers have recommended the use of administrative records to identify people who might be missed by traditional counting efforts. However, testimony before the Census Monitoring Board at a recent hearing clearly showed that administrative records are not sufficiently reliable, comparable, or comprehensive to address the systemic problem of differential undercounting in the 2000 census. Furthermore, we note that none of the experts who studied the census process in detail throughout the decade recommended the extensive use of administrative databases to add millions of people to the census who were missed by mail or field follow-up procedures.

S. MALONEY HIGHLIGHTED J. HOEFLING

Therefore, we call upon Congress to drop its objections to the use of sampling and other statistical methods. Instead, we respectfully encourage Congress to work with the Census Bureau to build public confidence in the 2000 census plan and to insure that the Bureau has sufficient fiscal resources to prepare for and conduct the best census possible. We know that the Supreme Court is considering two cases that seek to bar the use of sampling in counting the population for purposes of congressional apportionment. The district courts in both cases found that the Census Act prohibits sampling in the census for this narrow purpose. If the Supreme Court upholds the lower court decisions, Congress should amend the law to give the Census Bureau the scientific tools it needs to take the most accurate and fair census possible in 2000. Failure to do so would signal an intent on the part of Congress to accept a census that the experts have already told us will leave out millions of poor people and people of color once again. We fervently hope that Congress will not countenance that result.

Sincerely,

John Stokesbury
Executive Director
Alliance for Aging

Barbara Schwartz
President
American Association of University Women – Miami

Howard Simon
Executive Director
American Civil Liberties Union of Florida

Modesto E. Abety
Director
Children's Services Council of Miami-Dade

Guarione Diaz
President
Cuban American National Council, Inc.

Cheryl Little
Executive Director
Florida Immigrant Advocacy Center, Inc.

Jorge Luis Lopez
Chairperson
Florida 2000 Census Education Fund

John de Leon
Executive Director
Greater Miami Chapter American Civil Liberties Union

Leonie Hermantin
Director of Economic Development
Haitian American Foundation

Carline Paul
Executive Director
Haitian American Youth of Tomorrow

Marleine Bastien
President
Haitian Women of Miami, Inc.

Vicente P. Rodriguez
President
Hialeah Hispanic Chamber of Commerce

Daniella Levine
Executive Director
Human Services Coalition

Eileen Lopez
Program Director
Lutheran Services Florida

The Honorable Alex Penelas
Mayor
Miami-Dade County

Il Young Choi
Chairperson
Miami-Dade County Asian American Advisory Board

Xiomara Casado
Director
Miami-Dade County Division of Community Relations

Lyra Logan
Chairperson
Miami-Dade County Equal Opportunity Board

Angel Larrua
Chairperson
Miami-Dade County Hispanic Affairs Advisory Board

Adora Obi Nweze
President
National Association for the Advancement of Colored People (NAACP) Miami-Dade

Venghan (Winnie) Tang
President
Organization of Chinese Americans, Inc. – South Florida

Monica Russo
Executive Director
Unite for Dignity

T. Willard Fair
President and CEO
Urban League of Greater Miami

Mrs. MALONEY. And I would like to really underscore—the record talks about the many things that they will be doing in this area to improve and to make the census accurate. I would just like to underscore this one paragraph.

Therefore, we call upon Congress to drop its objections to the use of sampling and other statistical methods. Instead, we respectfully encourage Congress to work with the Census Bureau to build public confidence in the 2000 census plan and to ensure that the Bureau has sufficient financial resources to prepare for and conduct the best census possible.

As I said, the executive director from the Alliance for Aging; the American Association of University Women for Miami; the Children's Services Council of Miami, Dade; Florida Immigrant Advocacy Center; Greater Miami Chapter of American Civil Liberties Union. The list goes on and on and I am glad that you will allow this to be in the record.

I also would like to request that put in the record is an editorial today in the Miami Herald entitled, "Counting on a True Count."

Mr. MILLER. Without objection.

[The information referred to follows:]

The Herald

JOHN S. KNIGHT (1894-1981) JAMES L. KNIGHT (1909-1991)

ALBERTO IBARGÜEN, Publisher DAVID LAWRENCE JR., Chairman

JOE NATOLI, President — JIM HAMPTON, Editor — DOUGLAS C. CLIFTON, Executive Editor

MARTHA MUSGROVE and JOE OGLESBY, Associate Editors — PAUL ANGER, Broward Publisher — LARRY OLMSTEAD, Managing Editor

# Counting on a true count

**HEARING ON CENSUS**
**South Floridians will stress how important accuracy is to this region.**

The point of the public hearing is not to debate whether the next census should use statistical sampling to count the U.S. population. But if the congressional participants listen with open minds and make an honest evaluation, they will conclude that sampling indeed is the right way to do it. So far, rank politics has trampled scientific integrity.

South Florida today hosts the first in a series of meetings around the nation sponsored by the House Subcommittee on the Census. Its goal, according to a committee spokesman, is to focus not on the sampling controversy, still unresolved by Congress and the courts, but on how to make the count more convenient; better to count minorities and the poor, who are chronically undercounted; and to assure skittish noncitizens that their responses won't be divulged to other agencies. (By law, the information cannot be shared for 72 years.)

However, sampling speaks directly to those concerns — and South Florida *should* be concerned. Four congressional districts here, represented by Reps. Lincoln Diaz-Balart, Carrie Meek, Ileana Ros-Lehtinen, and Alcee Hastings — were among the top 50 districts nationwide undercounted in the 1990 census.

As a result, this region has been shortchanged when crucial federal funds for everything from law enforcement to community development were disbursed. Census numbers also are used to divvy up House districts.

The sampling technique would count up to 90 percent of the population numerically, then estimate the remaining 10 percent. It's a method trusted enough to determine the U.S. unemployment rate and gross domestic product. It is a cheaper, more-accurate approach recommended by a panel formed with bipartisan congressional support in 1992. However, sampling becomes suspect only when politics is injected.

Congressional Republicans have blocked sampling, fearful that it will weaken their numbers by adding more minorities to the count, many of whom they assume would fall to the Democrats. The U.S. Supreme Court recently heard arguments on sampling; it's expected to rule in March.

South Florida must add its voice to the cause of an accurate census, and it's heartening that several committed individuals will be heard today. South Florida cannot be shortchanged again.

■ **Attend the public hearing on the census from 2-5 p.m. today, at the Government Center, 111 NW First St., in the Miami-Dade Commission chambers.**

Mrs. MALONEY. In it, it talks about the fact that Miami was among the top 50 districts nationwide undercounted in the 1990 census. It really says south Florida cannot be shortchanged again. What is interested is that it lists the four congressional districts here, Carrie Meek, of course, and Alcee Hastings. But two are represented by Republicans, Ileana Ros-Lehtinen and Lincoln Diaz-Balart. So the argument, I think, is interesting that some Republicans—not Dan Miller—but some have argued that if you counted the recognized undercount, that the Republican party would lose power in Congress. This shows that many minorities are Republican and vote for Republicans and I am sure there are as many undercounted people in Ros-Lehtinen's district as Carrie Meek's. So it is really a problem that should be beyond politics. It is about policy and we should do what the scientists and everyone else says will help us have an accurate count.

I would really like to take this opportunity to not only thank the chairman, but my colleague Carrie Meek, who has worked not only very hard for the residents here in Miami and south Florida, but she has been an outstanding member of the Appropriations Committee, an outstanding member of the Women's Caucus and a very, very strong voice on many of the problems that confront our Nation. I really thank her for hosting our subcommittee today as we look at the very serious problems of the census undercount.

Carrie Meek and her constituents can offer detailed insight for improving the census count in Miami by drawing on their familiarity with Miami and its surroundings. Miami is one of the most diverse cities in our Nation and it has one of the largest immigrant populations in our country. Reaching all of the populations in Miami is key to a successful census 2000.

I know that we are going to be hearing from a number of government representatives; however, I am particularly pleased, Mr. Chairman, that you have begun to reach out to those groups which are traditionally hard to count. I am also pleased that this is but one in a series of hearings where we are going to hear from stakeholders in local communities.

I would like to welcome today's witnesses, and thank each of you for taking the time to testify today. Each of you has responsibilities that consume your days, and I suspect most of you wrote your testimony over the weekend. I appreciate the effort you have made to be here today and I truly look forward to hearing your comments.

There are a number of components to a successful census that have nothing to do with the debate over statistical methods that has been dominating the discussions in Washington.

First, whether or not statistical methods are used, there must be an accurate address list. The Bureau cannot meet that goal without the help of local governments. In 1992, Congress passed legislation to give local governments access to the Census Bureau's list of addresses for their community. It was our hope that if the Census Bureau and local governments could agree on the addresses to be counted, most of the controversy we saw during local review following the 1990 census could be avoided.

Second, whether or not statistical methods are used, 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. They also can use advice on the best vehicle for those messages. Tailoring the advertising campaign to local communities cannot be done without community involvement.

Third, whether or not statistical methods are used, the Bureau must recruit and hire hundreds of thousands of temporary workers. It cannot do that without referrals from individuals in all economic sectors who can identify potential applicants.

Fourth, whether or not statistical methods are used, there must be language assistance guides. I must say, flying into Miami today from New York, I was very pleased to see that all the signs were in dual languages. We do not have that in New York, even though we have a large Latino speaking community. We must make sure that we do have language assistance and questionnaire assistance centers to help people, particularly those with limited English skills. We must make sure that they understand and fill out their forms. The Census Bureau cannot do that without help from community leaders in identifying the best locations for assistance centers and volunteers to help staff these activities.

It is important to remember that under the Census Bureau's plan for 2000, statistical methods will not take the place of an aggressive direct counting effort aimed at every single household in every community. It will merely support and supplement those counting operations and serve as a quality check.

It takes only a simple look back to understand the future. The census has a past that it cannot escape. A census that only relies on so-called traditional counting methods is guaranteed to fail. We know that. It is that simple. Virtually every independent expert review of the census process has concluded that without scientific statistical methods to augment direct mail and door-to-door efforts, the 2000 census will not be any better than 1990. In fact, it will probably be worse. More pointedly, these experts concluded that the highly disproportionate undercount of minorities will not be reduced without statistical methods, and in fact, it may be worse.

The Commerce Department's Inspector General has reached that same conclusion. In January 1997, the inspector general said,

> If conducting the most accurate census possible is a national goal for 2000, then the ICM is the only proven method to correct the greatest obstacle to an accurate count, coverage bias. If sampling nonrespondents is proven essential for completing the survey within legal deadlines, then it too is necessary for a more accurate count.

Referring to coverage improvement programs used in 1990 to boost the sagging door-to-door count, the inspector general said,

> Without the use of statistical sampling, the pressure to count everyone will likely manifest itself as a host of similarly ineffectual, expensive programs. There is no evidence to suggest that the undercount in 2000 will be lower than in 1990 without the use of modern statistical techniques.

The U.S. General Accounting Office has reached the identical conclusion. In a hearing before this subcommittee in response to a question about the effectiveness of outreach efforts, Nye Stevens said, "We certainly do not believe that outreach and promotion will be enough to eliminate the persistent differential undercount that has been with us for so many decades."

Several panels convened by the National Academy of Science reached the same conclusion in 1994. The Panel to Evaluate Alter-

native Census Methods wrote, "Differential undercount cannot be reduced to acceptable levels at acceptable costs without the use of integrated coverage measurement and the statistical methods associated with it."

In 1995, the Panel on Census Requirements in the Year 2000 and Beyond in a report requested by Congress and the Bush administration wrote,

> It is fruitless to continue trying to count every last person with traditional census methods of physical enumeration. Simply providing additional funds to enable the Census Bureau to carry out the 2000 census using traditional methods will not lead to improved coverage or data quality.

In 1997, the second Panel to Evaluate Alternative Census Methodologies, after reviewing the Census Bureau's Specific Design for 2000 concluded, "There is no reasonable fall-back position for the 2000 census. We do not believe that a census of acceptable accuracy and cost is possible without the use of sampling procedures for both Nonresponse Follow-Up and Integrated Coverage Measurement."

Mr. Chairman, the burden of proof is not on statistical methods, because virtually all knowledgeable experts have concluded that without these modern techniques, the differential undercount will persist, no matter how much money we spend. And these experts have applauded the improvements in sampling methods developed by the Bureau since 1990. The real burden of proof is on those who want us to take the 1990 census, including the 10 percent miscount and skyrocketing costs all over again. We do not want to repeat the mistakes of the past.

Today we will hear from witnesses who will discuss how communities can help the census effort. This is a critical part of every census. However, promotion and outreach will not solve the problems of an undercount which is much larger in poor and minority communities than in the rest of the country. Remember, 70 percent of those missed in the 1990 census were missed within households that were counted.

What promotion and outreach can do is make the census an easier task for every household. In 1970 nearly 80 percent of those mailed questionnaires returned it by mail. The experts predict that in 2000 that rate could fall to less than 60 percent. It costs about $2 to count a household by mail and it costs between $25 and $50 to send a census taker to collect the information, and then the information collected is not as accurate.

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.

Again, I think Chairman Miller and Carrie Meek for hosting this meeting today and all of the participants.

[The prepared statement of Hon. Carolyn B. Maloney follows:]

*14th District • New Yo*

**Congresswoman**

# *Carolyn* Maloney

## Reports

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## STATEMENT OF CAROLYN B. MALONEY
## RANKING MINORITY MEMBER
## SUBCOMMITTEE ON THE CENSUS

December 10, 1998

Mr. Chairman, I want to thank you for holding this hearing. I also want to thank Congresswoman Carrie Meek for hosting our Subcommittee as we grapple with the serious problems of the census undercount. Representative Meek and her constituents can offer detailed insight for improving the census count in Miami by drawing on their familiarity with Miami and its surroundings. Miami is one of the most diverse cities in our nation and it has one of the largest immigrant populations in our country. Reaching all of populations in Miami is key to a successful Census 2000.

I know that we are going to be hearing from a number of government representatives; however, I am particularly pleased, Mr. Chairman, that you have begun to reach out to those groups with traditionally hard-to-count populations. I am also please that this is the first in a series of hearings where we are going to hear from stakeholders in local communities.

I would like to welcome today's witnesses, and thank each of you for taking the time to testify today. Each of you has responsibilities that consume your days, and I suspect most of you wrote your testimony last weekend. I appreciate the effort you have made to be here today, and I look forward to hearing your comments.

There are a number of components to a successful census that have nothing to do with the debate over the use of scientific methods that has been dominating discussions in Washington.

First, whether or not statistical methods are used, there must be an accurate address list. The Bureau cannot meet that goal without the help of local governments. In 1992 Congress passed legislation to give local governments access to the Census Bureau's list of addresses for their community. It was our hope that if the Census Bureau and local governments could agree on the addresses to be counted, most of the controversy we saw during local review following the 1990 census could be avoided.

Second, whether or not statistical methods are used, 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. They also can use advice on the best vehicle for those messages. Tailoring the advertising campaign to local communities cannot be done without community involvement.

Third, whether or not statistical methods are used, the Census Bureau must recruit and hire hundreds of thousands of temporary workers. It cannot do that without referrals from individuals in all economic sectors who can identify potential applicants.

Fourth, whether or not statistical methods are used, there must be language assistance guides and questionnaire assistance centers to help people – particularly those with limited English skills -- to understand and fill out their forms. The Census Bureau cannot do that without help from community leaders in identifying the best locations for assistance centers and volunteers to help staff these activities.

It is important to remember that under the Census Bureau's plan for 2000, statistical methods will NOT take the place of an aggressive direct counting effort aimed at ALL households in every community. It will merely SUPPLEMENT those counting operations and serve as a quality-check.

It takes only a simple look back to understand the future. The census has a past that it cannot escape. A census that only relies on so-called traditional counting methods is guaranteed to fail. It is that simple. Virtually every independent expert review of the census process has concluded that without scientific statistical methods to augment direct mail and door-to-door efforts, the 2000 census will not be any better than 1990. More pointedly, these experts concluded that the highly disproportionate undercount of minorities will not be reduced without statistical methods, and in fact may be worse.

Mr. MILLER. Congresswoman Meek, would you like to make an opening statement?

Mrs. MEEK. Yes, I would. I want to thank Chairman Miller and Ranking Member Carolyn Maloney for bringing this hearing to Miami. I stressed this point to Chairman Miller and in his affable manner he said he would. Not only that, he came down a day ahead of time so he could get a feel for my district here in Miami and some of the problems that I would be talking about today relative to an inaccurate count. I want to thank them for that. I want to commend him for having a sense of purpose in trying to see what we're doing here ahead of coming to this hearing today.

I think the ranking member has really laid out to you the same argument which I would give to you, Mr. Chairman, in my proceeding statements. But we are going to benefit so much from an accurate census count in that we have always had an undercount. In the 1970 census we had an undercount and in the 1990 census we had an undercount.

I am here also because I am the point person for the Congressional Black Caucus for the census. We have worked on this for 2 years. It was one of our major priority objectives in which we tried to pass legislation which would really sort of mandate a more accurate count in the census. We also tried to pass legislation, which I think Chairman Miller agrees to, at least he did before, and that was to be sure that we have people who live in these districts to serve as accurate census counters, so that when the count is done, we will know that people will have done this count who are familiar with the area. I plan to file that bill again this year. Hopefully, I will have Mrs. Maloney's and Mr. Miller's signature on these bills as sponsors.

Before I begin my real testimony, I have to say that the census has not always been good to African-Americans. If you will remember, the very founding fathers of this country decided that African-Americans could stand for only three-fifths of a man, not a full count, not a full head. That is why it is so important to us that we be counted accurately in the census in this day. The Constitution requires this every 10 years. The stakes are very high here, very, very high, not only in my district but around the country.

I asked Ms. Gwendolyn Warren from the city of Miami Housing how this count would—if it were an undercount, as it was in 1990, how it would affect her. I am trying to put a face on some of the problems you hear here today so that the committee can really get a feel in this hearing how this will affect the people who live in this county and in this city if there is an undercount. She mentioned the fact that one-third of the homeless population is in the city of Miami. Technically they are city residents, but they are not counted either. She said approximately one-fourth to one-third of Miami's population has never been counted. That is a large undercount. Ms. Sanchez, who is with the county, says you receive $600 million to $700 million per year in the county from the Federal Government, that is distributed for needs throughout this county. Think of it, if you do not have an accurate population count, you will not be eligible for these funds.

The Census Bureau shows that in the State of Florida alone, more than a quarter of a million people were undercounted during

the 1990 census. That is about the same number of people who live in my hometown, the city of Tallahassee. The highest miscalculations occurred in the Miami/Dade County area. For Miami, the undercount was 4.99 percent, or over 18,000 people were not counted. In Dade County, the 3.69 percent undercount shows that 74,206 people were missed. Now think of the statistical errors that may be there, there were probably many more than that, but this is sort of an approximation on an accurate count.

A disproportionate number of these residents not counted, Mr. Chairman, were people of color; 4 percent were African-Americans, 1.8 percent were Asian, 5.3 percent were of Hispanic origin and 2.7 percent were Native American. We cannot let this happen again, and it will if we do not get an accurate census count. We cannot let it happen again because an accurate census is all about power. It is all about money which should be coming to Dade County and to this State that will help us with our quality of life.

Census 2000 will be used to determine how many seats each State has in the House of Representatives. We have 23 seats now in the House of Representatives, but if we get an undercount, we may have less than 23 seats. If we get an accurate count, we may have more, that is true. Census 2000 will also be used to draw boundaries for State and local political districts, school board districts, all the local and political ones.

Census 2000 will be used as a basis for allocating billions of dollars each year in Federal and State funds. This development is so important to our people because census numbers drive the distribution of nearly $200 billion in tax revenue each year. In other words, if the count in our district is too low, then the distribution of Federal funds to our district will be too low. You may feel that people should be held responsible for showing up for the count—they may not show up for the count, as Chairman Miller said, but they will show up when it is time to give out food stamps. They will show up when we have a hurricane and we need funds down here to feed these people, to clothe them and house them. They will show up then. So that is why it is so important that we take all of these things into consideration. Based on the last census count, chairman and ranking member, we have reason to be concerned about that possibility.

We are a strong ethnically diverse community, we love each other, we live with each other, we do not always speak the same language, but we understand each other and we must work together and we realize that. The failure of the 1990 census to accurately count our residents seriously shortchanged Federal funding levels we should have received during this last 10 years. This means that our community—to this district, money that could have gone to improve our schools, to build roads and low-income housing and to restore our public libraries, all of which would have made the quality of life much better for the people who live here. But we missed out on these funds because the numbers were inaccurate. Clearly this was not good for our families or for our children.

Mr. Chairman, there was a very serious undercount of children in the census. We must be sure that the children in Dade County must be counted. They need moneys when they go—when you take your child to Jackson Memorial Hospital for care, they count as

well as an adult person. The Constitution requires that everyone be counted. Please be sure that the children are counted.

Mr. Chairman, I want to enter into the record a document from the Leadership Council on Civil Rights that shows in terms of their Education Fund the specific undercount for Florida. With your permission, I would like to do that, Mr. Chairman.

Mr. MILLER. Without objection, it will be included.

[The information referred to follows:]

# FLORIDA

The failure of the 1990 census to accurately count Florida's population seriously shortchanged the federal funding Florida ought to have received during the past decade. In effect, Florida was required to utilize funds for schools, roads, health facilities, housing, and other important services for people that were not counted by the census. Below are the numbers of people missed in Florida by the 1990 census.

| | |
|---|---|
| State Net Undercount | 259,829 |
| Net Undercount of Children | 134,477 |

| | |
|---|---|
| Net Undercount of Whites | 165,860 |
| Net Undercount of Blacks | 73,478 |
| Net Undercount of Asian and Pacific Islanders | 2,880 |
| Net Undercount of American Indian/Alaska Native | 1,039 |
| Net Undercount of Hispanic Origin (of any race) | 87,938 |

WORKING TO ENSURE A FAIR AND ACCURATE CENSUS

The Leadership Conference Education Fund is working to ensure that Census 2000 is the most accurate census possible using the best, most up-to-date scientific methods as recommended by the National Academy of Sciences.

THERE IS A NEED FOR A FULL AND FAIR COUNT IN 2000

According to the Census Bureau, the 1990 census missed 8.4 million people and double-counted 4.4 million others. While missing or miscounting so many people is a problem, the fact that certain groups (such as children, the poor, people of color, city dwellers and people who live in rural rental homes) were missed more often than others made the undercount even more inaccurate and unfair.

IN FLORIDA ALONE, THE 1990 NET UNDERCOUNT WAS 259,829 PEOPLE

Like the national results, a disproportionate number of Florida residents missed were minorities – 4.00% of Blacks were missed; 1.80% of Asians were missed; 5.30% of Latinos and persons of Hispanic origin were missed; and 2.70% of Native Americans were missed.

| Major Cities | Net Undercount | Undercount Rate (%) |
|---|---|---|
| Fort Lauderdale | 3,310 | 2.17 |
| Hialeah | 9,444 | 4.78 |
| Hollywood | 1,766 | 1.43 |
| Jacksonville | 14,207 | 2.19 |
| Miami | 18,831 | 4.99 |
| Orlando | 4,567 | 2.7 |
| St. Petersburg | 3,520 | 1.45 |
| Tallahassee | 3,061 | 2.4 |
| Tampa | 7,430 | 2.59 |

Leadership Conference Education Fund
1629 K Street NW
Suite 1010
Washington D.C. 20006
www.civilrights.org
202.466.3434 tel
202.466.3435 fax

| Major Counties | Estimated Number Missed | Undercount Rate (%) |
|---|---|---|
| Alachua | 4,455 | 2.394 |
| Bay | 2,102 | 1.629 |
| Brevard | 5,975 | 1.476 |
| Broward | 21,906 | 1.715 |
| Charlotte | 923 | 0.825 |
| Clay | 1,776 | 1.648 |
| Collier | 2,859 | 1.845 |
| Dade | 74,206 | 3.69 |
| Duval | 14,850 | 2.159 |
| Escambia | 5,531 | 2.061 |
| Hernando | 936 | 0.918 |
| Hillsborough | 19,357 | 2.268 |
| Lake | 1,899 | 1.233 |
| Lee | 4,476 | 1.318 |
| Leon | 4,128 | 2.10 |
| Manatee | 2,902 | 1.352 |
| Marion | 2,910 | 1.472 |
| Martin | 1,220 | 1.195 |
| Okaloosa | 2,570 | 1.76 |
| Orange | 16,131 | 2.326 |
| Osceola | 1,992 | 1.816 |
| Palm Beach | 13,246 | 1.511 |
| Pasco | 2,563 | 0.904 |
| Pinellas | 8,779 | 1.02 |
| Polk | 6,536 | 1.587 |
| St.Lucie | 2,383 | 1.562 |
| Sarasota | 2,145 | 0.766 |
| Seminole | 5,207 | 1.779 |
| Volusia | 5,025 | 1.338 |

Source: U.S. Bureau of the Census website and Post Enumeration Survey

Mrs. MEEK. We missed out on these funds because the numbers were not accurate. Clearly this was not good for our families or for our children. So we are doing everything here in Miami—we are appealing to all of the people to make sure it does not happen again. For years and years, I have had a long and abiding interest in making sure that we get the numbers right in Florida and around the country. In fact, I sponsored a bill, which I told you about, to help ensure that communities get a fair representation of enumerators. I want to call to the chairman's attention that he said that he would co-sponsor and help with that bill this year.

We can encourage everyone to participate in this census effort without intimidating them. In poor or immigrant communities strangers, particularly strangers representing the government, are often viewed with suspicion. The ranking member, Carolyn Maloney, mentioned that. One of the ways to address this problem is to hire census enumerators who live in the neighborhoods in which they are working. To support this effort, I introduced a bill which makes sure that if you receive welfare benefits, food stamps, housing or health care assistance and you want to get a part-time job as a census enumerator, that additional income will not cause you to lose your benefits. That bill had 60 co-sponsors, and I am grateful for Chairman Miller's support for this bill. We have done so many things here in Dade County to be sure that we get an accurate count.

Bear in mind that for the first time there will be a paid advertising campaign for the 2000 census. I have supported efforts to make sure that minorities and women get a percentage of the multi-million dollar contracts handed out by the Census Bureau. Additionally, I have insisted that the Census Bureau's $100 million advertising contract message be focused on African-Americans and Hispanics and other people of color for whom the undercount is particularly important. Remember that in the last census, we missed more blacks than in any of the previous five census counts. This is why getting the message out to residents on local radio and television stations and in the print media will encourage higher participation rates in the census effort.

Mr. Chairman, my testimony goes on and on. I am going to submit it for the record. I do not want to take any more of your time. I thank you very much for allowing me to speak, you and Ranking Member Maloney. Thank you very much.

Mr. MILLER. Thank you very much, Congresswoman. For the record, Congresswoman Meek is not actually a member of this particular committee. We are jointly members of the Appropriations Committee together. Officially for the record, I think Congresswoman Maloney will introduce it for the record, if that is correct. That will make it official.

Mrs. MEEK. Thank you.

Mrs. MALONEY. I would like to introduce this for the record. It is very interesting. Actually, I would like a copy of your testimony, if I could. It is great.

Mrs. MEEK. Thank you.

Mr. MILLER. Your testimony and everybody's testimony will be entered in the official record. So all the panelists today will be asked to submit their testimony and they may either read their testimony or may paraphrase it, as they desire.

[The prepared statement of Hon. Carrie P. Meek follows:]

Statement of U.S. Rep. Carrie P. Meek
Hearing Before the Census Subcommittee of the
Committee on Government Reform and Oversight,
December 10, 1998

Good afternoon. This is a great time to have a hearing on the Census 2000 effort. I would like to commend Chairman Miller for bringing this committee to Miami, a community which will benefit greatly from an accurate census count. It makes sense to do something about the undercount in this district and around the nation by having these hearings, which should help us make the census effort more accurate.

The Constitution requires a census of our population every ten years. Unfortunately, we have a history of huge undercounts of the minority community in our district, and indeed around the whole country.

A Census Bureau survey shows that in the state of Florida alone, more than one quarter of a million people were undercounted during the 1990 census--

that's about the same number of people who live in the city of Tallahassee. ***The highest miscalculations occurred in the Miami-Dade County area.*** For Miami, the undercount was 4.99% or 18,831 people. In Dade county, the 3.69% undercount shows that 74,206 people were missed.

A disproportionate number of those residents not counted were people of color--4% were African American, 1.8% were Asian, 5.3% were of Hispanic origin, and 2.7% were Native American. We can't let this happen again.

We can't let this happen again, because an accurate census is all about political power and money--money which should be coming to this state to improve the quality of life for all of our citizens.

Here is why getting the count right is so important. Census 2000 will be used to determine ***how many seats each state has in the House of Representatives.*** Census 2000 will also be used ***to draw boundaries for state and local political districts.*** Census 2000 will be used ***as the basis for allocating billions of dollars each year in Federal and State funds.***

These developments are important to our people

because census numbers drive the distribution of nearly $200 billion in tax revenues each year. In other words, if the count in our district is too low, then the distribution of federal funds to our district will be too low. Based on the last census count, we have reasons to be concerned about that possibility.

The failure of the 1990 census to accurately count our residents seriously short-changed federal funding levels we should have received during this entire decade. ***This means that our community missed out on billions of dollars in federal funding to this district--money that could have gone to improve our schools, to build roads and low-income housing, and to restore our public libraries--all of which would have made the quality of life for our people better.*** But we missed out on these funds because the numbers were not accurate. Clearly, this was not good for our families or for our children, so I am doing everything I can to make sure that it does not happen again.

For years and years, I have had a long and abiding interest in making sure that we get the numbers right in Florida and around the country. In fact, I sponsored a bill to help ensure that

communities get a fair representation of enumerators who can encourage everyone to participate in the census effort without intimidating them. In poor or immigrant communities, strangers--particularly strangers representing the government--are often viewed with suspicion. One of the ways to address this problem is to hire census enumerators who live in the neighborhoods in which they are working.

To support this effort, I introduced a bill which makes sure that if you receive welfare benefits, food stamps, housing or health care assistance, and you want to get a part time job as a census enumerator, that additional income will not cause you to lose your benefits.

My bill, HR 776 introduced in the House in February, 1997, now has 60 co-sponsors. I am grateful for Chairman Miller's support for my bill.

I have done other things to support a successful census effort for next April. Bearing in mind that for the first time, there will be a paid advertising campaign for the 2000 census, I have supported efforts to make sure that minority contractors get a percentage of the multi-million dollar contracts handed out by the Census Bureau.

Additionally, I have insisted that the Census Bureau's $100 million advertising contract message be focused on African Americans and other people of color for whom the undercount is particularly important. Remember that in the last census, we missed more blacks than in any of the previous five census counts. This is why getting the message out to residents on local radio and television stations, and in the print media will encourage higher participation rates in the census effort.

You may have heard about a dispute back in Washington about the use of sampling in the 2000 Census. Sampling is simply a technique that takes a small part of the population and uses that number to estimate the number and characteristics of the whole population. Many statisticians and other scientists want to use sampling to improve the accuracy of the census, because the approach will make the numbers more accurate than they have been in the past. There is broad professional support for the argument that sampling will work well, because it is used widely in businesses and in industry. I also favour sampling, but the whole question of whether to use it has turned into a politically contentious issue.

The Supreme Court heard oral arguments about sampling on November 30th. Sometimes next spring the justices will probably issue a decision on the question of whether this scientific method can be used in Census 2000. Until then, we have to work with what we have--a rickety, out-dated, baroquely complex approach to counting people door-to-door. That's what we have right now, so that's what we will have to work with.

To that end, the Census Bureau is going to hire over 300,000 people to do the census. I want to make sure that we get our fair share of those jobs right here in Miami and Dade County.

We also need to focus on ways that we can help ourselves in these efforts.

- We have to make sure that there are language-based census forms, particularly in this district, where a number of our people are of Spanish, French, Creole, and African descent. At present, the Census forms do not accommodate the multiplicity of those rich and diverse cultures.
- We have to make sure that we get our churches and non-profit organizations involved in forming

partnerships with the Census Bureau to make sure that everyone is counted at the grass-roots level. No home should be missed. Every person needs to be counted.

Let me remind you again why an accurate census is so important. It's all about political power and money. All of these decisions will affect you for a decade, so we need to get with the program and participate in this effort so that the end result is accurate.

30-30-30-30-30

Mr. MILLER. We will now begin with the first panel. That is Mr. Schlakman——

Mrs. MALONEY. Can we ask Carrie some questions? Would that be appropriate?

Mr. MILLER. Well——

Mrs. MEEK. You can.

Mr. MILLER. Well, I know we can. The only problem is, I do not want to get too far behind our schedule.

Mrs. MALONEY. Do you mind if I grill you a little bit, Carrie?

Mrs. MEEK. I do not mind at all.

Mr. MILLER. I just do not want to take up all of our panelists' time.

Mrs. MEEK. You want me to come at the end? She can question me at the end.

Mr. MILLER. We have nine panelists——

Mrs. MEEK. See, I am trying to take over this hearing already. [Laughter.]

Mrs. MALONEY. Mr. Chairman, I would just like to reserve the opportunity to grill my colleague at the end.

Mr. MILLER. Fine, very fine.

Let us begin with the first panel, and then we will have time certainly to do that, I believe.

The first panel will include Mr. Mark Schlakman, Senator Margolis, Ms. Mallette and Mr. Stierheim. If they would all please come to the front panel. As part of our procedure, if you will all remain standing and I will swear you in as witnesses.

[Witnesses sworn.]

Mr. MILLER. Have a seat and we will begin. Let the record note they all said in the affirmative.

We will ask you to hold your opening statements to 5 minutes, if possible and we will begin with—I hope I am pronouncing the names correctly—Mr. Schlakman, the special counsel to Governor Chiles. We will begin with you, sir.

**STATEMENTS OF MARK SCHLAKMAN, SPECIAL COUNSEL TO GOVERNOR CHILES, STATE OF FLORIDA; SENATOR GWEN MARGOLIS, CHAIRPERSON OF THE BOARD, BOARD OF DADE COUNTY COMMISSIONERS; KELLY C. MALLETTE, POLICY ADVISOR, OFFICE OF MAYOR JOE CAROLLO, CITY OF MIAMI, FL; AND MERRETT R. STIERHEIM, COUNTY MANAGER, MIAMI-DADE COUNTY, FL**

Mr. SCHLAKMAN. Yes, sir, thank you. Good afternoon. My name is Mark Schlakman and I serve as special counsel to Florida Governor Lawton Chiles. On behalf of Governor Chiles and Lieutenant Governor MacKay, I would like to join you, Mr. Chairman, and you, Congresswoman Meek and fellow Floridians, in terms of extending a warm Florida welcome to your subcommittee. We certainly appreciate the opportunity to raise issues of great importance to the State concerning the year 2000 census, an undertaking that will dramatically affect Florida's ability to access critically needed funds well into the next millennium.

The stakes are high for Florida. We have established that already today. We must try to ensure that census figures are accu-

rate and truly reflect the population of our State, something that has not been the case in prior years.

The 1990 census failed to recognize, as we again have heard today, more than a quarter of a million people in the State of Florida, representing nearly 2 percent of Florida's overall population at that time. As a result, more than a quarter of a million people were ignored when Federal funds were appropriated to build and maintain Florida's roads. More than a quarter of a million people were disregarded when Federal funding was allocated for senior citizen programs. And more than a quarter of a million people were overlooked when Federal funding formulas determined the level of funding that would be available for Head Start and school lunch programs.

Those invisible Floridians needed roads, they needed senior citizen centers, they needed Head Start programs and school lunches. Due to the undercount, the State of Florida and its local communities failed to receive a fair share of Federal tax dollars. Due to the undercount, Florida taxpayers were shortchanged by the Federal Government, year after year after year.

The next census must do a better job of accounting for all Floridians. And Mr. Chairman, you established that as your goal, both for Florida and the entire country and we salute you for that. But we are concerned that our State may be subject to the same kind of undercounting that Florida has previously endeavored to correct.

It is clear that reporting of Florida's very diverse population was uneven at best in 1990. More than 5 percent of Florida's Hispanic population, roughly 4 percent of Florida's African American population and nearly 3 percent of Florida's Native American population were excluded. Almost 5 percent of Florida's children simply did not exist as far as the Federal census was concerned.

Part of the answer—but only a part of the answer—must be to require the Bureau of the Census to reach out to Florida's diverse communities when developing plans and hiring staff for the count. Community leadership teams and Bureau staff should reflect the communities that are to be counted and they must be keenly aware of the communities that are historically less likely to respond to forms distributed by mail.

Public awareness campaigns must involve minority and multilingual media outlets, community newspapers, the internet, billboards, churches and other resources to enhance the traditional and more conventional efforts to notify the public.

Publicity and outreach, even good publicity and outreach, are necessary but not sufficient. The results from the 1990 census were flawed, despite various efforts to contact these communities. More than 8 million people were missed nationwide. Even if the promotional efforts are enhanced for the next census, history indicates that heavy reliance upon a direct count, upon the kind of methodology that was employed for the 1990 census, would be misplaced. We must guard against making the same mistakes again.

For example, as Congresswoman Meek has already mentioned.

Children have been undercounted. Children living in foster care, who are not counted by either their parents or their caretaker are not likely to be counted, notwithstanding an outreach campaign, no matter how well conceived.

Women and children in hiding from an abusive spouse may be omitted entirely.

Undocumented non-U.S. citizens who are in fear of government knowledge of their presence typically will not open the door to a census taker, much less be forthcoming about family composition—a problem that has dogged Florida and high impact States for years in the past.

These are not new concerns. Since the last count, Governor Chiles has frequently voiced his concerns about the validity of the 1990 census data and the corresponding need for statistical adjustments to correct for the miscount. In a 1992 bipartisan effort to deliver a better, more accurate product, Florida's congressional delegation signed a joint letter supporting a statistical adjustment to the 1990 census. I am submitting a copy of that letter so that it may be included in the record of today's proceeding, if you have no object, Mr. Chairman.

Mr. MILLER. Without objection, we will include that as part of your testimony.

Mr. SCHLAKMAN. Thank you, sir.

The logic behind the position articulated in that letter is still compelling today—the most accurate means must be used to ensure that U.S. taxpayer funds are distributed equitably.

For many years, Florida has been in the unenviable position of being a donor State for the U.S. Treasury. We have far too often received fewer tax dollars from the Federal Government than we have contributed to Federal coffers. It is long past time for Florida to receive its fair share.

In 1992, GAO calculated that in Medicaid, Federal highway funds and social services block grant programs alone, Florida would have gained millions of dollars in additional Federal funding each year if adjusted census figures had been used. According to the GAO, that relates to 3 out of more than 100 Federal programs that use population data as a basis to allocate revenue.

Therefore, our primary concerns are focused upon the results of the census, not necessarily upon the methodology employed to conduct it. If we could be assured that an actual enumeration, relying upon methods similar to those employed during the 1990 census, would now provide the most accurate results, we would have no quarrel with those methods. However, our experience in 1990 clearly indicates otherwise.

States like Florida suffer from higher error rates than others when direct counts are determinative. These problems are exacerbated further for growth States—again, like Florida. It would be unfortunate at best for Congress to perpetuate for yet another decade the fundamental unfairness of a significantly flawed count.

In closing, Governor Chiles in 1992 called for "nothing more than fairness, nothing less than accuracy" as he advocated for the use of statistically adjusted figures to more fairly distribute Federal funds. He said, "It just adds insult to injury when the fourth largest State in the country . . . is knowingly treated unfairly. As far as I am concerned, not using the updated numbers amounts to grand theft."

Mr. Chairman, on behalf of Governor Lawton Chiles, I once again thank you for the opportunity to appear before you this afternoon to raise issues of great importance to our State.

Mr. MILLER. Thank you.

Senator Margolis.

[The prepared statement of Mr. Schlakman follows:]

## Testimony of Mark R. Schlakman
## Special Counsel to Florida Governor Lawton Chiles
## The Committee on Government Reform and Oversight's
## Subcommittee on the Census
## Thursday, December 10, 1998, 2:00 PM
## Miami-Dade County Community Chambers
## Stephen P. Clark Center, 111 N.W. 1st Street, Miami, Florida 33128

Good afternoon. My name is Mark Schlakman and I serve as special counsel to Florida Governor Lawton Chiles. On behalf of Governor Chiles and Lieutenant Governor MacKay, I would like to extend a warm Florida welcome to you Mr. Chairman and to your entire committee. We appreciate this opportunity to raise issues of great importance to the State of Florida concerning the year 2000 census -- an undertaking that will dramatically effect Florida's ability to access critically needed federal funds well into the next millennium.

The stakes are high for Florida. We must try to ensure that census figures are accurate and truly reflect the population of our state -- something that has not been the case in prior years.

The 1990 census failed to recognize more than a quarter of a million people in Florida, representing nearly 2% of Florida's overall population at that time. As a result, more than a quarter of a million people were ignored when federal funds were appropriated to build and maintain Florida's roads. More than a quarter of a million people were disregarded when federal funding was allocated for senior citizen programs. More than a quarter of a million people were overlooked when federal funding formulas determined the level of funding that would be available for Head Start and school lunch programs.

Those invisible Floridians needed roads, they needed senior centers, and they needed Head Start programs and school lunches. Due to the undercount, the State of Florida and its local communities failed to receive a fair share of federal tax dollars. Due to the undercount, Florida taxpayers were shortchanged by the federal government, year after year after year.

The next census must do a better job of accounting for all Floridians, but we are concerned that our state may be subject to the same kind of undercounting that Florida has previously endeavored to correct.

It is clear that reporting of Florida's very diverse population was uneven in 1990. More than 5% of Florida's Hispanic population, roughly 4% of Florida's African-American population and nearly 3% of Florida's Native American population were excluded.

Almost 5% of Florida's children simply did not exist as far as the federal census was concerned.

Part of the answer, but only a part of the answer, must be to require the Bureau of the Census to reach out to Florida's diverse communities when developing plans and hiring staff for the count. Community leadership teams and Bureau staff should reflect the communities that are to be counted, and must be keenly aware of the communities that are historically less likely to respond to forms distributed by mail.

Public awareness campaigns must involve minority and multilingual media outlets, community newspapers, the internet, billboards, churches and other resources to enhance traditional and more conventional efforts to notify the public.

But publicity and outreach, even good publicity and outreach, are necessary but are not sufficient. The results from the 1990 census were flawed despite various efforts to contact these communities. More than 8 million people were missed nationwide. Even if the promotional efforts are enhanced, history indicates that heavy reliance upon a direct count would be misplaced. We must guard against making the same mistakes again. For example:

* Children living in foster care who are not counted by either their parents or their caretaker are not likely to be counted notwithstanding an outreach campaign, no matter how well conceived.

* Women and their children in hiding from an abusive spouse may be omitted entirely.

* Undocumented non-U.S. citizens who are in fear of government knowledge of their presence typically will not open the door to a census-taker, much less be forthcoming about family composition.

These are not new concerns. Since the last count, Governor Chiles has frequently voiced his concerns about the validity of the 1990 census data and the corresponding need for statistical adjustments to correct for the miscount. In a 1992 bipartisan effort to deliver a better, more accurate product, Florida's Congressional Delegation signed a joint letter supporting a statistical adjustment to the 1990 census. I am submitting a copy of that letter so that it may be included in the record of today's proceedings. The logic behind the position articulated in that letter is still compelling -- the most accurate means must be used to ensure that U.S. taxpayer funds are distributed equitably.

For many years, Florida has been in the unenviable position of being a donor state for the U.S. Treasury. We have far too often received fewer tax dollars from the federal government than we have contributed to federal coffers. It is long past time for Florida to receive its fair share.

In 1992, GAO calculated that in the Medicaid, federal highway funds and Social Services Block Grant programs alone, Florida would have gained millions of dollars in additional federal funding each year if adjusted census figures had been used. According to the GAO, that relates to only three out of more than 100 federal programs that use population data as a basis to allocate revenue.

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States like Florida suffer from higher error rates than others when direct counts are determinative. These problems are exacerbated further for growth states -- again, like Florida. It would be unfortunate at best for Congress to perpetuate, for yet another decade, the fundamental unfairness of a significantly flawed count.

In closing, Governor Chiles in 1992 called for "nothing more than fairness, nothing less than accuracy" as he advocated for the use of statistically adjusted figures to more fairly distribute federal funds. He said, "It just adds insult to injury when the fourth largest state in the country...is knowingly treated unfairly. As far as I am concerned, not using the updated numbers amounts to grand theft."

On behalf of Governor Lawton Chiles, I, once again, thank you for the opportunity to appear before you this afternoon to raise issues of great importance to our state.

Florida Congressional Delegation
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Florida
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(202) 225-2501

Senator Bob Graham
Senator Connie Mack

Congressman Dante B. Fascell
19th District
Congressman Sam M. Gibbons
7th District
Congressman C. W. Bill Young
8th District
Congressman William Lehman
17th District
Congressman Andy Ireland
10th District
Congressman Tom Hutto
1st District
Congressman Bill McCollum
5th District
Congressman E. Clay Shaw, Jr.
22nd District
Congressman Melvin Watt
9th District
Congressman Tom Lewis
12th District
Congressman Lawrence Smith
15th District
Congressman Porter J. Goss
13th District
Congressman Craig T. James
4th District
Congressman Harry A. Johnston
14th District
Congressman Clifford B. Stearns
6th District
Congressman Ileana Ros-Lehtinen
18th District
Congressman Jim Bacchus
11th District
Congressman Pete Peterson
2nd District

August 6, 1992

Dr. Barbara Everett Bryant
Director
Bureau of The Census
4600 Silver Hill Road
#2049 Building #3
Suitland, MD 20233

Dear Dr. Bryant:

We have read with great interest reports that your office is still considering using statistical census information to improve the accuracy of the 1990 census head-count figures, especially in growth states like Florida. As members of the Florida Delegation, we are writing to express our strong support of a statistical adjustment to 1990 population estimates.

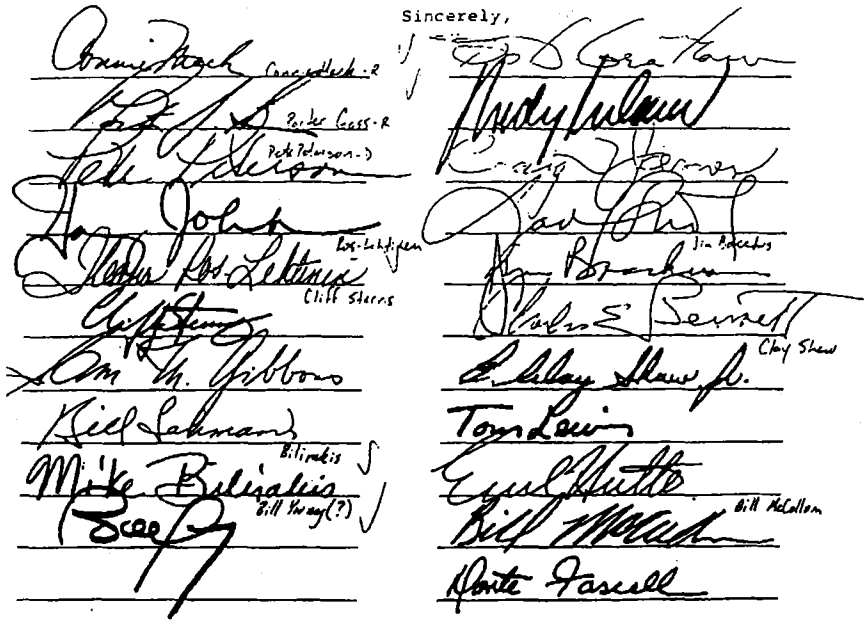
Our state, the fourth-fastest growing in the nation, has consistently ranked last or near last in terms of fair return on our federal tax dollars, behind even Guam, the Virgin Islands, American Samoa, Puerto Rico and the District of Columbia. After years of receiving less than our fair share, many of us had anticipated the 1990 census as a turning point when federal funding formulas would be updated to accurately reflect our current population and demographic trends.

Unfortunately, it is clear that the 1990 census prolonged rather than corrected our problem as it contained significant undercounts for Florida and other large states. In recent years our state delegation has worked with only limited success to increase Florida's share to something closer to "fair" through piecemeal attempts at amending education, immigration and transportation funding legislation. We have vehemently and cooperatively protested a retroacative formula for the Alcohol, Drug Abuse and Mental Health Administration, to no avail. The fact that we continue to have an unfair shortfall of federal resources indicates that a broader solution is needed. We must have a more accurate reflection of the population trends in Florida and other high-growth states on which to base federal funding formulas.

We urge you to consider the plight of high growth states such Florida as you make your decision about use of the statistical data augment the census head-count. It's not a matter of special treatment Florida -- it's a matter of fair treatment for all the states.

Thank you for your consideration.

Sincerely,



Ms. MARGOLIS. Good afternoon. Let me start by welcoming you to Dade County. I am now the chairman of this august body, the County Commission of Miami-Dade County, and on behalf of Alex Penelas, we are really delighted that you chose our community to be the first in several hearings that you are going to have around the country.

We probably have a very compelling story to tell, so I will start and tell my story.

We are home to more than 2 million residents and it is the most diverse major metropolitan area in the country. When I say 2 million people, to put it in perspective, it is larger in population than 16 States in this country—it is very significant.

More than half of the population is of Hispanic origin and more than a fifth is black. A large number of the black population is from Haiti and other Caribbean islands. Because of this unique population mix, I can think of no better place to start these hearings.

In Florida, more than any other State, there is a need for a full and fair count. We live in a State that has been constantly undercounted. Florida alone had a net undercount of close to 260,000 people in 1990, over 70,000 of them came from Dade County, or an estimated 3.7 percent of the resident population. Dade County's undercount was substantially higher than both the net national undercount of 1.6 and the net undercount for the State of Florida of 1.9. Children, the poor, African Americans, Hispanics were missed more often than any. For example, over 6,000 children were missed in the city of Miami, one of our largest municipalities, and part of Congressperson Meek's district. All four congressional districts in Miami-Dade County ranked in the 50 districts in which in 1990 there was a population undercount.

Florida's continuing growth really requires that we do a lot better in the year 2000. From 1990 to 1997, we estimate that we have had a 20 percent increase in population in Florida. In the same period, Dade County had the fifth largest gain among all counties in Hispanic population and certainly an amazing amount of growth in the black population.

We recognize that you have a great challenge in front of you and applaud the Bureau's assessment of what has worked in the past and what did not work in 1990 and its proposal to reduce the undercount in the year 2000.

In the written testimony that was submitted, I believe by our mayor, we list five recommendations designed to improve the accuracy of the census. Some of them might have been adopted by the Bureau, but we certainly encourage you to look at the written submission.

We urge you to consider the recommendations and instead of going in detail into the recommendations, I want to emphasize that the record of the past gives us no grounds of confidence that in the year 2000 the census will be any more accurate than 1990 or 1980 or 1970. In fact, the increased immigration and the rising economic distress within our communities kind of tell us that the undercount could possibly be larger unless we do something about it.

For these reasons, Mayor Penelas has created a panel of local residents that really have dedicated themselves to making sure

that we have a complete and accurate census count in the year 2000, and has expressed his strong support of a scientific sampling and other statistical methods. We believe the only way to account for parts of each population groups will be through the use of scientific sampling techniques. As you know, three National Academy of Science panels have recommended this method of counting. He talks about Congressperson Meek's bills that we support strongly and certainly with two wonderful Hispanic Congresspersons, one of whom served in the Senate with us, and Carrie Meek, who has just been in the forefront as far as I am concerned in progressive legislation over the many years that I have known her.

We hope that we are in good hands, as we respond to any questions.

Mr. MILLER. Ms. Mallette. By the way, Senator Margolis, thank you very much for making the chambers available for us today. We appreciate this opportunity and we are very impressed. I wish we had this nice a chambers in Washington. Thank you very much.

Ms. Mallette.

[The prepared statement of Ms. Margolis follows:]

**Congress of the United States**
**House of Representatives**
**Committee on Government Reform and Oversight**
**Subcommittee on the Census**

**Miami-Dade County Field Hearing**
**December 10, 1998**

**Testimony of**
**Senator Gwen Margolis**
**Chairperson**
**Miami-Dade County**
**Board of County Commissioners**

On behalf of Mayor Alex Penelas, who could not be with us today, I welcome all of you to Miami-Dade County, home to more than 2 million residents and one of the most diverse major metropolitan areas in the United States. More than half of the population of Miami-Dade is of Hispanic origin and more than one-fifth are Black. A large number of the Black population is from Haiti and from other islands in the Caribbean. About half of the total population was born in another country, many in former British, Spanish, and French colonies that bring with them their languages and the richness of their diverse cultural traditions. Here in Miami-Dade, nonHispanic Whites, the majority of the United States population, constitute a small minority.

Because of this unique population mix, I can think of no more appropriate place to begin your field hearings on ways to improve the 2000 Census. Here in Miami-Dade County you will see first-hand the full range of challenges faced by Census enumerators as they try to make a complete count of all of our residents, the rich and the poor, the old-timers and the newly arrived, citizen and noncitizen alike. This is a community that has been consistently undercounted in the past. In the 1990 census an estimated 3.7 percent of the resident population was missed. This represents over 70,000 persons who were excluded. All four Congressional Districts in Miami-Dade ranked among the top 50 districts in which the 1990 population was undercounted. In the 2000 Census we must do a better job. Fundamental fairness requires that all persons be accounted for. Communities, like Miami-Dade, with large numbers of minorities, poor people, and recent immigrants should not be penalized just because these people are harder to reach than other Americans. We cannot continue to be shortchanged, as we have been for the past decade, of the federal dollars we rightly deserve and need.

We recognize the tremendous challenges faced by the Census Bureau and their highly skilled staff in conducting the 2000 Census. We understand that in the real world a completely accurate count is not possible. We therefore applaud the Bureau's rigorously scientific approach to measuring the undercount, their thorough assessment of what worked and what did not work in 1990, and their carefully considered proposals to reduce the undercount in the forthcoming

census. The record of the past, however, gives no grounds for confidence that the 2000 Census will be any more accurate than the 1990 or the 1980 efforts. In fact, increased immigration and rising economic distress suggest that the 2000 Census will result in a greater undercount in Miami-Dade unless changes are made in the way the census is conducted. For these reasons, Mayor Penelas has created the Census 2000 Complete Count Committee and is working with local Census Bureau staff on this effort. Also, the Mayor has taken a strong position in favor of scientific sampling and other statistical methods. As you know, from three National Academy of Sciences panels, to the Committee on National Statistics, there is virtual unanimous agreement among experts: for a successful census that includes everyone, we need to use statistical techniques such as sampling. The people at the Census Bureau have been counting Americans for over 200 years--experts from across the globe visit them to study the way they do it--we must let the Bureau conduct the 2000 Census using the methods they rely on to achieve a full and successful count.

At this time, I would like to make some recommendations designed to improve the accuracy of the traditional census. Some of these may have been adopted already by the Census Bureau, but may be capable of further expansion or application at the local level.

1. Expand the marketing of the census by involving and contracting with local firms, churches, and other groups with demonstrated expertise in reaching targeted populations and hard-to-count groups.

2. Make greater use of current administrative records such as drivers' licenses, school enrollment records, real property records, and vital statistics to determine the existence of additional addresses, especially informal housing units, and housing in nonresidential structures. These records may also be useful as a check on the number of people in a given area.

3. Continue to offer the census forms in languages other than English and mail these on the first mailing to areas where a language other than English is the dominant language. Work with local governments and others to determine these areas.

4. Send follow-up enumerators more frequently and at more varied times-of-day to households that do not initially respond. Make sure that these enumerators can converse in the predominant language of the neighborhood in which they are working.

5. Continue to work closely with local governments in updating the master-address lists up to the last possible date before the mailing of census forms. In rapidly growing communities like Miami-Dade, the census address lists will almost always lag behind the completion of new residential units and subdivisions. Local governments know where the new units are being completed. Use locally generated maps of new subdivisions where possible.

Even with the full implementation of these suggestions a significant undercount seems likely. Nationally, decreasing survey response rates and increasing cynicism toward government will likely result in returns of poorer quality from the 2000 Census. The time needed to physically reach every household, the financial resources required, and the trained staff needed for this

effort is likely to exceed the Bureau's resources. In gateway communities like Miami-Dade with large numbers of recent immigrants, both documented and undocumented, the nonresponse rates are likely to be higher. Again, as I've stated before, we believe the only way to account for these hard-to-reach population groups will be through the use of scientific sampling techniques.

A bill recently introduced by one of our own representatives, Congresswoman Carrie Meek, addresses the undercount issues and presents a reasonable solution to the problem. This bill allows the Bureau to use sampling as a substitute for direct contact in a particular census tract only after direct contact has been made with at least 90 percent of the households in such a tract. Some form of sampling for nonresponse and coverage improvement is the only way in which Miami-Dade and many other communities, after years of undercounting, will at last get credit for all of their residents regardless of their language, national origin, immigrant status, living arrangements, or economic well-being. We must to do whatever is needed to ensure that all Americans, newcomers and native-born alike, are properly counted.

Ms. MALLETTE. Good afternoon, Mr. Chair, members of the committee and Congresswoman Meek.

I am pleased to be here on behalf of Mayor Joe Carollo——

Mr. MILLER. Pull the microphone a little closer, please.

Ms. MALLETTE. I am pleased to be here on behalf of Mayor Joe Carollo and the city of Miami Commission. I want to apologize that the mayor could not be here personally and he did prepare some comments that he would like me to read for him.

As we prepare for the 2000 census, it is necessary to consider the appropriateness of traditional methods of census enumeration in light of the harsh reality that thousands of our city's residents will not be reached by those methods. Miami is a great city, the gateway to the Americas, but the rate of poverty in many of our neighborhoods, our abundance of recent immigrants from poor countries, the prevalence of overcrowded housing and homelessness throughout our city and a linguistic isolation of many of our residents will ensure that many individuals and families will fall through the cracks when the census is taken. Since the availability of funding for addressing these difficult conditions hinges so directly on census data, the sad reality is that the very presence of these problems will stand in the way of their cure.

Poverty is foremost among the factors which result in undercounting, and with a poverty rate of 31.2 percent, Miami is the fourth poorest city in the United States. Further, while ranked fourth poorest by the poverty rate, Miami has the lowest median household income in the Nation, just $16,925. Moreover, Miami has become poor in dramatic fashion. In 1980, the rate of poverty was 24.5 percent. During the 1980's an additional 26,000 persons were added to those already below the poverty level. Many areas of the city are considerably poorer than the city as a whole, and in the majority of community development target areas, the poverty rate is above 40 percent, with two areas evidencing rates above 50 percent. The gravity of the situation and its implications for the future are seen in the poverty rate for children, which stands at 44 percent for the city as a whole and in certain target areas, above 60 percent. Miami's poor will be difficult to count for numerous reasons. Many are constantly on the move with no permanent residence, many speak no English, many fear government questioning and many, sadly, live on the street.

Miami is very proud of its diversity. No other American city is as comparably diverse. Over 90 percent of residents are of minority backgrounds, with 60 percent Hispanics and almost 30 percent black. Within these groups is another layer of diversity—Hispanics are represented by Cubans, Nicaraguans, Dominicans, Puerto Ricans and other immigrant groups from the Caribbean Basin nations; while amongst blacks, Afro-Americans and Haitians are the main groups. Much of this diversity stems from Miami's position as an international gateway, nearly 60 percent of our residents are foreign born. In fact, almost 30 percent of our residents have entered the United States since 1980. Yet many of these recent immigrants bring with them few resources and quickly join the ranks of our "difficult to count." Following the Mariel boatlift in 1980, a year which also brought many desperate Haitian refugees to Miami, the Federal Government acknowledged the presence of

more than 50,000 undocumented refugees in Miami. Today almost one-half of Miami's adult population are not U.S. citizens, while over 73 percent of Miami's population speaks a language other than English at home, the highest rate in the Nation.

Taken together, these characteristics show the city of Miami to be at an unusual disadvantage among American cities in regard to census undercounting. If the limiting principle of a simple strict count is employed in the 2000 census, both the best efforts of the Census Bureau and the city of Miami's concerted efforts to assist the Bureau will be thwarted. This traditional count method will miss the thousands and thousands of residents who, for reasons stated above, will prove to be too difficult to find by census enumerators.

The city of Miami has been consistently undercounted in the past. In the 1990 census, for instance, it is estimated that at least 5 percent and possibly as much as 8 percent of the population was excluded. That is between 18,000 and 29,000 individuals. In the 2000 census, we must do a better job. Fundamental fairness requires that all persons be accounted for. Communities with large numbers of minorities, poor people and recent immigrants should not be penalized simply because these people are harder to reach than others.

The challenge that lies ahead for the Census Bureau is great and the efforts of the Bureau must be applauded. Clearly the Bureau's attempts to measure past undercounts, its self-assessment following the 1990 census and its carefully considered proposals to reduce the undercount in the forthcoming census are to be praised. Yet past experience gives little cause for optimism that the 2000 census will be any more accurate than those of 1970, 1980 or 1990. Despite increasingly accurate master address lists and improved enumeration practices, survey response rates are expected to decrease nationwide. Increasing immigration and economic distress suggest that the 2000 census will result in a still greater undercount unless changes are made in how the census is conducted.

Sampling presents a reasonable and long-overdue solution to the problem of undercounting in the decennial census. In communities such as the city of Miami, where nonresponse rates are likely to be very high, professional Census Bureau staff employing scientific sampling techniques represent the only way to account for hard-to-reach populations. Sampling is not new to the census and has been used to gather specialized information and detailed data for many decades. It is the only way for the city of Miami and other such communities to at last get credit for all of their residents after years of undercounting.

It is critical that we pursue all means necessary to ensure that all Americans—regardless of language, national origin, immigration status, living arrangements or economic wellbeing—are accounted for in the 2000 census. Sampling provides an appropriate solution to the problem of undercounting and is the only solution

that will provide the city of Miami and other areas with a proper and fair count of all of its residents and we heartily endorse this approach.

Thank you again for the opportunity to address you today.

Mr. MILLER. Mr. Stierheim.

[The prepared statement of Ms. Mallette follows:]

City of Miami

Testimony before the

U.S. House of Representatives
Committee on Government Reform & Oversight

for the

Miami-Dade County Field Hearing
December 10, 1998

As we prepare for the 2000 Census, it is necessary to consider the appropriateness of traditional methods of census enumeration in light of the harsh reality that thousands of our city's residents will not be reached by those methods. Miami is a great city – the gateway to the Americas – but the rate of poverty in many of our neighborhoods, our abundance of recent immigrants from poor countries, the prevalence of overcrowded housing and homelessness throughout our city, and the linguistic isolation of many of our residents will ensure that many individuals and families will fall through the cracks when the census is taken. Since the availability of funding for addressing these difficult conditions hinges so directly on census data, the sad reality is that the very presence of these problems will stand in the way of their cure.

Poverty is foremost among the factors which result in undercounting – and with a poverty rate of 31.2 percent, Miami is the fourth poorest city in the United States. Further, while ranked fourth poorest by the poverty rate, Miami has the lowest median household income in the nation, just $16,925. Moreover, Miami has become poorer in dramatic fashion. In 1980, the rate of poverty was 24.5 percent. During the 1980s, an additional 26,000 persons were added to those already below the poverty level. Many areas of the city are considerably poorer than the city as a whole. In the majority of community development target areas, the poverty rate is above 40 percent with two areas evidencing rates above 50 percent. The gravity of the situation and its implications for the future are seen in the poverty rate for children, which stands at 44 percent for the City as a whole and, in certain target areas, is above 60 percent. Miami's poor will be difficult to count for numerous reasons – many are constantly on the move, with no permanent residence, many speak no English, many fear government questioning. Many, sadly, live on the street.

Miami is proud of its diversity – no other American city is comparably diverse. Over 90 percent of residents are of minority backgrounds, with over 60 percent Hispanic and almost 30 percent Black. Within these groups is another layer of diversity: Hispanics are represented by Cubans, Nicaraguans, Dominicans, Puerto Ricans, and other immigrant groups from the Caribbean Basin nations; while amongst Blacks, Afro-Americans and Haitians are the main groups. Much of this diversity stems from

Miami's position as an international gateway; nearly 60 percent of our residents are foreign born. In fact, almost 30 percent of our residents have entered the U.S. since 1980. Yet many of these recent immigrants bring with them few resources and quickly join the ranks of our "difficult to count" residents. Following the Mariel boatlift of 1980 – a year which also brought many desperate Haitian refugees to Miami – the federal government acknowledged the presence of more than 50,000 undocumented refugees in Miami. Today almost one-half of Miami's adult population are not U.S. citizens, while over 73 percent of Miami's population speaks a language other than English at home – the highest rate in the nation. Distrust of government, uncertain immigration status, lack of a permanent address, and linguistic isolation prevent many recent immigrants from responding to census enumerators.

The housing status of many of Miami's residents is certain to contribute to a sizable undercount in the 2000 Census. Miami is a geographically compact area with a very high population density of over 10,000 inhabitants per square mile – and within this dense fabric are thousands of households living in overcrowded and often illegally subdivided housing. Pinning down the true number of residents or households living in a given structure in Miami is often a challenging proposition. Furthermore, the problem of homelessness is a growing reality in Miami – and difficult to document – with thousands of individuals living in shelters, in shanties, in the homes of friends and relatives, or on the streets. The vast majority of these individuals are constantly on the move, and so are all the more difficult to count.

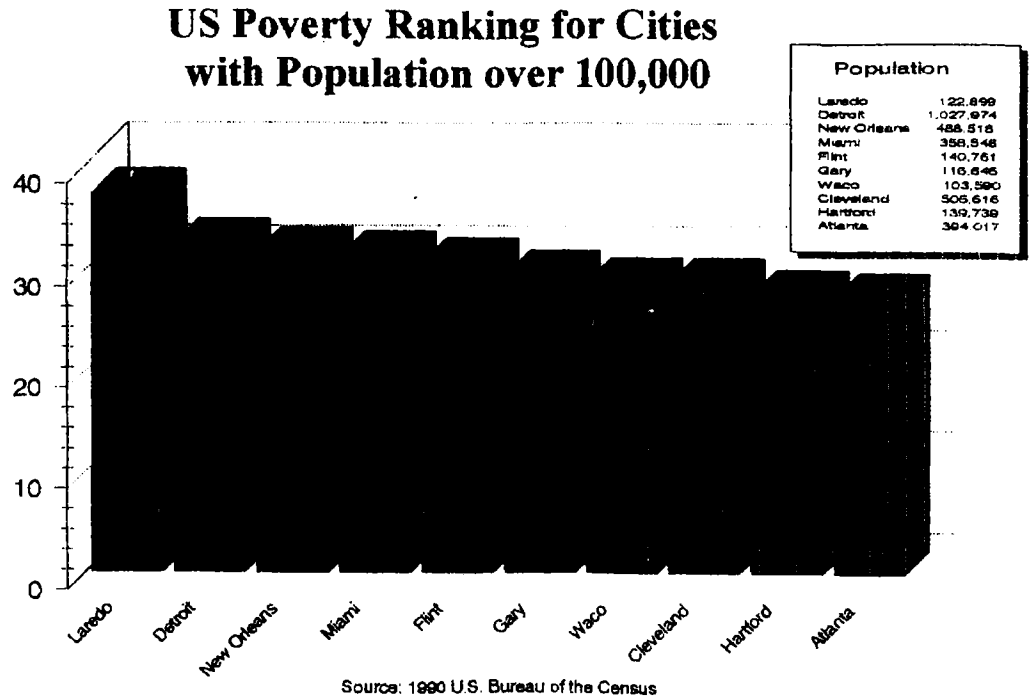
Finally, 50 percent of Miami's residents claim not to speak English 'very well;' 32 percent report that they speak English "not well' or 'not at all.' Many of these linguistically isolated individuals are also poor; many more live in unreliable housing circumstances. Their inability to understand or communicate in English will make them all the more likely to evade census enumerators in 2000.

Taken together, these characteristics show the City of Miami to be at an unusual disadvantage among American cities in regard to census undercounting. If the limiting principle of a simple strict count is employed in the 2000 Census, both the best efforts of the Census Bureau and the City of Miami's concerted efforts to assist the Bureau will be thwarted. This traditional count method will miss the thousands of residents who for the reasons stated above will prove too difficult to find by Census enumerators. The City of Miami has been consistently undercounted in the past. In the 1990 census, for instance, it is estimated that at least five percent and possibly as much as eight percent of the population was excluded - between 18,000 and 29,000 individuals. In the 2000 Census we must do a better job. Fundamental fairness requires that all persons be accounted for. Communities with large numbers of minorities, poor people, and recent immigrants should not be penalized simply because these people are harder to reach than others.

The challenge that lies ahead for the Census Bureau is great, and the efforts of the Bureau must be applauded. Clearly the Bureau's attempts to measure past undercounts, its self-assessment following the 1990 Census, and its carefully considered proposals to reduce the undercount in the forthcoming census are to be praised. Yet past experience gives little cause for optimism that the 2000 Census will be any more accurate than those of 1990 or 1980. Despite increasingly accurate master address lists and improved enumeration practices, survey response rates are expected to decrease nationwide. Increasing immigration and economic distress suggest that the 2000 Census will result in a still greater undercount unless changes are made in how the census is conducted.

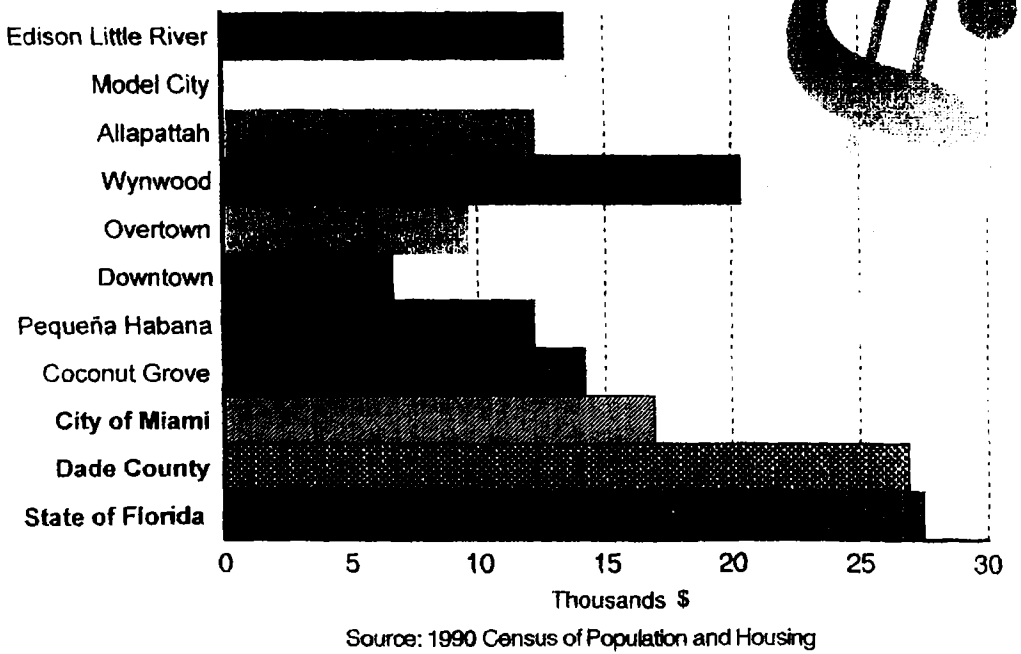
A bill recently introduced by one of our own representatives, Congresswoman Carrie Meek, presents a reasonable and long overdue solution to the problem of undercounting in the decennial censuses. This bill would allow the Census Bureau to substitute sampling for direct contact in particular census tracts after direct contact has been made with at least 90 percent of the households in such a tract. In communities such as the City of Miami, where nonresponse rates are likely to be very high, professional Census Bureau staff employing scientific sampling techniques represent the only way to account for hard-to-reach populations. Sampling is not new to the census and has been used to gather specialized and detailed data for many decades. It is the only way for the City of Miami and other such communities to at last get credit for all of their residents after years of undercounting.

It is critical that we pursue all means necessary to ensure that all Americans – regardless of language, national origin, immigration status, living arrangements, or economic well-being – are accounted for in the 2000 census. Sampling provides an appropriate solution to the problem of undercounting, and is the only solution that will provide the City of Miami and other areas with a proper and fair count of all its residents. I heartily endorse this approach.

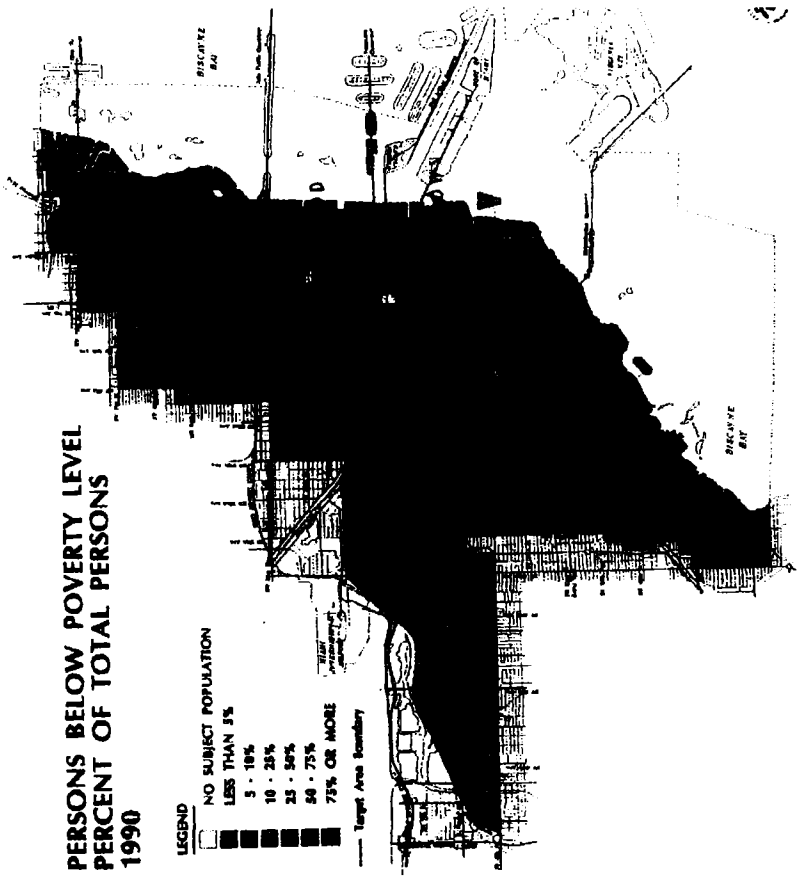

US Poverty Ranking for Cities with Population over 100,000
Population
Laredo 122,899
Detroit 1,027,974
New Orleans 485,516
Miami 358,548
Flint 140,761
Gary 116,646
Waco 103,590
Cleveland 505,616
Hartford 139,739
Atlanta 394,017
40
30
20
10
0
Laredo
Detroit
New Orleans
Miami
Flint
Gary
Waco
Cleveland
Hartford
Atlanta
Source: 1990 U.S. Bureau of the Census

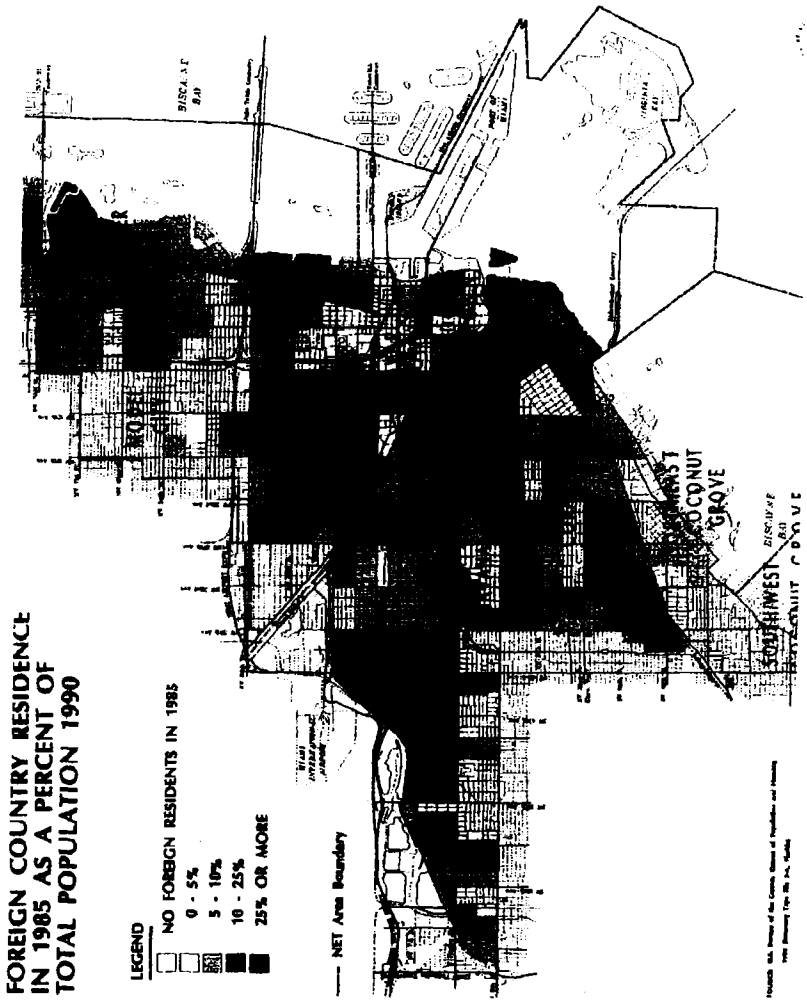
# Income Comparisons

Median Household Income




Source: 1990 Census of Population and Housing


PERSONS BELOW POVERTY LEVEL
PERCENT OF TOTAL PERSONS
1990
LEGEND
NO SUBJECT POPULATION
LESS THAN 5%
5 - 10%
10 - 25%
25 - 50%
50 - 75%
75% OR MORE
Target Area Boundary
BISCAYNE BAY
BISCAYNE BAY


FOREIGN COUNTRY RESIDENCE
IN 1985 AS A PERCENT OF
TOTAL POPULATION 1990
LEGEND
NO FOREIGN RESIDENTS IN 1985
0 - 5%
5 - 10%
10 - 25%
25% OR MORE
NET Area Boundary
COCONUT
GROVE

Mr. STIERHEIM. Yes, thank you, Mr. Chairman. My name is Merrett Stierheim and I am county manager of Miami-Dade County. This is my second time around. I have only been here for a few months now, but I spent almost 10 years between 1976 and 1986 as county manager when we went through Mariel and Haitian refugees and so forth.

At that time, we assimilated about 160,000 people in a period of 6 months. And if you think of a city of 160,000 people and you think of the infrastructure and social requirements, you can appreciate what this community went through in its school systems and its hospitals across the length and breadth of this county.

We are a very popular destination. We have almost 10 million overnight visitors that come here for tourism, but we are also a popular destination for refugees and aliens. And I would respectfully submit to you that this community has, for the almost 40 years that I have been here, been consistently undercounted. I think Representative Meek was extremely eloquent and I want to compliment her for her passionate remarks on this issue. This has imposed added burdens on the community.

I think one of the reasons that President Clinton selected the greater Miami area as the host for the Summit of the Americas was because we really represent the cultures of the western hemisphere. We virtually have populations from every country in Central, South America, and the Caribbean as well as North America.

This undercount that we talk about, you know, I have always felt that it was in the range of 100,000 people, sometimes people say it is more, but 100,000 people who are either homeless, working as domestics in homes, nannies, caring for the house, working for landscaping, gardening companies, or selling fruit and flowers on the streets. And one of the reasons they are here is because of our diversity, they blend into the community very easily and it is easy to be unnoticed in a community of diversity.

As I listened to the testimony, I thought that you might give consideration to urban centers that have that kind of diversity—and we are not alone. Los Angeles, certainly New York City, and San Francisco are cities that come to mind where some special efforts, some special provisions could be given. Ideally, it would be uniform across the country, but I think in cases like ours and the other cities that I mentioned, and some that I did not, a special effort is in order to be equitable and fair, realizing the significance of the population count and what it means in terms of Federal dollars and programs. So we offer—and I believe that this is, as Senator Margolis mentioned, and as in the Mayor's submission, we offer some suggestions to you in the most constructive way, that we hope that you will consider in your deliberations.

No. 1, expand the marketing of the census by involving and contracting with local firms, churches and other groups with demonstrated expertise in reaching targeted populations and hard-to-count groups. That is a very specific effort that I think would be—we think would be very beneficial.

No. 2, make greater use of current administrative records such as drivers' licenses, school enrollment records, real property records and vital statistics to determine the existence of additional addresses, especially informal housing units, and housing in nonresi-

dential structures. These records may also be useful as a check on the number of people in a given area. And sometimes you will have a very small apartment and you will have 12–13 people in that apartment. And that would be one way to pick that up.

No. 3, continue to offer the census forms in languages other than English and mail these on the first mailing to areas where a language other than English is the dominant language. We speak in this community 152 different languages. Now I do not say they are all that heavy, but there are some predominant languages that could be used on the census form and would be very beneficial.

No. 4, send followup enumerators more frequently and at varied times of the day to households that do not initially respond. I think particularly some areas should be targeted. Make sure that these enumerators can converse in the predominant language of the neighborhood, which would be one reason to contract with organizations, whether Haitian, other organizations that can provide some expertise. And there are some outstanding organizations available in this community.

And last, continue to work closely with local governments. And we will work as closely as you would like, and I am sure the State would as well, in updating the master address lists up to the last possible date before the mailing of the census forms. In rapidly growing communities like Miami-Dade, the census address lists will almost always lag behind the completion of new residential units and subdivisions. Local governments know where the new units are being completed. Use locally generated maps of new subdivisions where possible.

Chairman Miller and Representative Maloney and our own honorable Carrie Meek, we are delighted that you are here. Thank you for allowing us to make this presentation.

Mr. MILLER. Thank you very much. Thank all four of you all for being here today and your input and recommendations and thoughts concerning the 2000 census.

I think we all agree, including my fellow Members of Congress here, that really we have a great challenge ahead of us. We recognize there was an undercount, we recognize there was an undercount for the State of Florida, but also very specifically here in Dade County. And we want to do everything we can to achieve the best census possible and the most accurate numbers possible that are also, of course, legal and constitutional.

As I said at the beginning, I was not really going to spend a lot of time debating the issue of sampling. I would be glad to if we had time, but I do not think that is the purpose of this or the best use we can make of our time here today. As a former statistics professor, I am very familiar with the issue. A week ago Monday, Congresswoman Maloney and some of us were at the Supreme Court where they debated the issue with our U.S. Supreme Court. Six Federal judges have already looked at the issue. Six Federal judges ruled unanimously it is illegal. So, you know, the courts are going to have obviously a say in this and so we need to be prepared to do the best census possible.

Even if we use sampling, we still need to get the best counts we can. We cannot just say well, we will just skip all the homeless and will not count them and just let sampling adjust. We cannot, we

need to get the best count we can. So, you know, even if we use sampling, we need to work together to get that best effort and best count.

Let me ask, were any of you involved with the 1990 census? You were in the State Senate at the time—were you here at the time during the 1990 census?

Mr. STIERHEIM. No, I was running the Convention and Visitors Bureau, but I was not involved in the census.

Mr. MILLER. Well, I was not actually involved in 1990 in the census either. But at any rate, there is a lot of good things the Census Bureau is doing for the 2000 census. Some of the recommendations you made, they are already working on.

One of the things that we have stressed that is very important—and I think they are working in that area—is the issue of working together with communities. It is called the Complete Count Committee. And I am interested in your experience so far in working with the Census Bureau and getting a Complete Count Committee together. Have any of you been involved directly? And also, how do you envision your local governmental organization, whether the city, State, or county, will be involved? Because for each of you, you obviously have a vested interest in the outcome of this. It is to your best interest to have that number as high as possible, because it has an effect on dollars.

By the way, one comment on the dollar issue—this is a zero sum game. So, you know, if we get more money for Dade County, that is fine, but you have to go tell some other county they are going to lose money. It is not like everybody gets more because we are talking about discretionary money. But we want to obviously get the best count possible.

So let me ask the question. How do you envision your governmental agency, structure, directly being involved, have you been involved so far, and any suggestions of what we can do to make it better for you to be involved. We know, in 1990 for example, that when Milwaukee got involved in the census, they had 10 percent higher mail response rate in Milwaukee and in Cincinnati than elsewhere in the country. So they did an active participation in areas like that. So let me open it up and whoever wants to start, we will just go down the line.

Mr. STIERHEIM. Thank you for that question, and as I sat here and thought about it, Miami-Dade County government is one that if we include Jackson Memorial Hospital, has 33,000 employees. We have 13 commissioners elected from single-member districts, who are very close to the people in their districts.

I think we could form a task force, clearly we know the organizations that are in these neighborhoods that could assist on the contractual or participative process. I think we could really get ourselves structured where we would be a great resource to the Bureau and the personnel that are working in this area.

We have a public cable television channel, the city of Miami has the same thing and most of our other cities do. We could organize a public information or public relations program to really stimulate. We can go to the various organizations that represent constituencies by race and ethnicity and reach out to them to educate. We can go through the religious institutions, the archdiocese, et

cetera. I think we could really organize a very, very positive—and I know I would be speaking—I do not mean to step in front of my chairperson here, Senator Margolis, but I think I know Mayor Penelas, Mayor Carollo and our other elected officials would really be very aggressive, as would I.

Mr. MILLER. So you think you will be prepared to——

Mr. STIERHEIM. Yes.

Mr. MILLER [continuing]. Use your community resources as best you can. Senator Margolis.

Ms. MARGOLIS. Since I represent about half of the cities in the metropolitan area—the older cities, we have been around for awhile—I think that through each city commission—and most of the growth is happening in unincorporated Dade County, not in the old municipalities, but certainly we can identify for the Bureau all of the new construction that has happened since the 1990 census. We can certainly get the cooperation of all of our cities I am sure that would gladly participate and understand that we all benefit from the proper kind of count.

Since so much of my district personally is incorporated, I certainly would volunteer to activate all of the cities within my district.

Mr. STIERHEIM. If I can add a footnote. I am reminded that Mayor Penelas on Monday announced the creation of a public count committee, an all-inclusive effort. So the Mayor is already ahead of us and I think maybe that is evidence of our commitment to work with the appropriate officials.

Mr. MILLER. Very good. Mr. Schlakman.

Mr. SCHLAKMAN. Yes, Mr. Chairman. We have an opportunity and a challenge which is clear.

Recently we had to work very closely, and should work very closely with the cities and counties throughout the State in terms of dealing with other issues that are hinging upon accurate counts. For instance, moving through the welfare reform process and the restoration of certain benefits. We had to work very closely and carefully with the cities and counties and any related organizations representing those cities and counties throughout the entire State.

So I think whatever we do—and certainly Miami-Dade County has the resources and the commitment to move forward on this issue, as was just evidenced—we will all need to work together. And I think notwithstanding an imminent transition from Governor Chiles to Governor-elect Bush, this is an issue that could be framed as nonpartisan and should be framed as nonpartisan. So we certainly intend to pursue it in that fashion.

Mr. MILLER. Ms. Mallette, as far as the city——

Ms. MALLETTE. I am just going to kind of echo what the county manager said, in that what the city can do is we can really pour on the resources that we have, like different civic groups, community groups, plus the resources that we have within the city, to make sure that we find those people that are difficult to find. And we can target those areas where some people will be harder to find than others and really concentrate on those areas that have been undercounted in the past, and assist in those efforts.

Mr. MILLER. One thing that is going on right now with the Census Bureau is the address lists. I mean half the problem in 1990

was an address problem. We have spent an extra $100 million working on it right now and my understanding is they are working in the rural areas, moving into the urban areas the first of the year and giving communities a chance to get involved in the address list development at this early stage. In fact, one comment, we are spending $1 billion this current fiscal year getting ready for the 2000 census. It is an expensive undertaking—$1 billion. In fact, we added $175 million more than the President requested in his original budget request to prepare for this, and he has since of course asked for all this additional money to prepare for it. A lot of it is to go for more community outreach.

One comment that you mentioned is greater use of administrative records. For some reason, the Census Bureau is reluctant to use them. They say they are going to do some tests this time around and maybe in 2010—I just feel, for example, the WIC program, which is a program that really, as you know, addresses the newborn children and pregnant mothers, the very poorest. So it is a program that addresses those that are really undercounted. Those are the type records that we have access to and we should find a better way to make use of it. So I am a little disappointed they are not moving more in that direction.

You mentioned the English language, I think they are going to make multiple languages and I think addressing this language issue is going to be a real challenge. I know we have someone from the Haitian community coming up later and we can talk about that issue.

I think my time is up and we are going to try to stay on time because we do need to adjourn in order to stay on schedule.

Congresswoman Maloney.

Mrs. MALONEY. First, Mr. Chairman, I would like to respond to your earlier statement on the Federal courts. Two Federal courts did rule against sampling for purposes of apportionment among the States. Three other courts though have ruled in favor of sampling.

And it is interesting that you continue to bring up the Milwaukee example that cost thousands of dollars and added very little to the count. The statement that you made that approximately half of the census undercount is attributable to missed housing units is false. It is an inaccuracy that has been pointed out to the majority over and over again. The drafters of the National Academy of Science's report admits that those numbers refer to the 1980 census, not the 1990 census. The majority knows the report is wrong on this issue, but they choose to quote it for their own political agenda.

The correct fact is that approximately 70 percent of those missed in 1990 were in households that were enumerated; that is, complete enumeration of households, not missed households.

But since our time is limited, I wanted to ask a question of all of you and ask you to just give me a show of hands. How many of you support the use of modern scientific methods in the census to correct the undercount?

[Show of hands.]

Mrs. MALONEY. All four of you. Well, we are doing pretty well here. Given all that you know about this issue and the effectiveness of all the coverage improvement programs that you have dis-

cussed—and again by a show of hands—do you believe that the undercount can be eliminated without the use of sampling? Do you think we can eliminate this undercount without using modern scientific methods?

Mr. STIERHEIM. I do not know.

Mrs. MALONEY. OK, then raise your hand. In other words, you support modern scientific methods.

[Show of hands.]

Mrs. MALONEY. OK, let me ask—first of all, I would like to ask, I guess it is Mr. Schlakman—well, I would like to ask all of you very briefly, has your jurisdiction, city or State, appropriated any money or does it have any plans to appropriate money to supplement the Census Bureau's effort during the 2000 census, with local advertising personnel? Do you plan to put more money into the census in addition to what the Census Bureau and the Federal Government—again by a show of hands?

Mr. STIERHEIM. I would say that we would consider that, yes, on behalf of the county.

Mrs. MALONEY. OK, how much are you going to put in there?

Mr. STIERHEIM. Well, that is a little premature. I mean we do not consider the budget until the summer and it depends on what you all do and what kind of cooperation we are going to get from the Bureau.

Mrs. MALONEY. OK. Senator Margolis, you mentioned using administrative records as a possible way to check addresses. As you know, the census must know where a person lives on April 1, 2000. We have heard concerns that in many localities, records are often not updated regularly. Can you tell us, if you know, how up to date the records you mentioned, such as the drivers' licenses, school enrollment are for Miami-Dade County and Florida? Would these records tell us where a person lives on April 1, 2000?

Ms. MARGOLIS. Yes, certainly the Dade County School Board could tell you those that are homeless that have been registered for school. We certainly could use the Florida Power & Light, the power companies, the telephone companies to also participate. I mean, I think that there are places that we can access——

Mrs. MALONEY. But will it tell where a person lives on April 1, 2000?

Ms. MARGOLIS. Well, if they have the lights on, I guess we know in many cases where they live. In cases that we have apartment buildings, it would seem to me that there is a record in each building of at least one person who lives there.

Mrs. MALONEY. I would like to ask you, Mr. Schlakman, we have a new Governor-elect Bush, will you be working with him too? [Laughter.]

I am just curious. I was hoping new Governor Bush would come. Are you going to be with the new administration or is that an embarrassing question?

Mr. SCHLAKMAN. Oh, it is not embarrassing, as Buddy MacKay said, it is time for Florida to come together. We are certainly going to support the Bush administration through transition.

Mrs. MALONEY. Well, I appreciate your nonpartisanship. Question: Do you know, does Governor-elect Bush support the use of statistical methods to help correct the persistent differentially high

undercount of racial minorities in Florida—Hispanics, African Americans and American Indians? And if not, why?

Mr. SCHLAKMAN. Any transition is difficult. This one is going reasonably well, so perhaps I should try to avoid creating problems by stating the position of the next Governor, without discussing it with him. [Laughter.]

Mrs. MALONEY. Well, if you could—I am told I have 30 seconds left and I have numerous questions and with really the support of the chairman, I would like to know if the Governor-elect could respond in writing to the committee and if we could give to you our additional questions.

I am very concerned about the loss of money to Dade County and Miami proper and all of south Florida and I would like to know how much it was. There are a lot of questions that pertain specifically to this locality and what the undercount meant in terms of services and dollars. So I was wondering if I could put in the record these questions and give them really, particularly to the Governor and the city representatives and State representatives, particularly the financial impact and other questions, if that is permissible.

Mr. SCHLAKMAN. Yes, and Congresswoman Maloney, I will be sure to carry your questions back to Governor-elect Bush and I am certain that he will respond.

Mrs. MALONEY. Thank you very, very much.

Mr. MILLER. We will leave the record open for 2 weeks in order to get responses to questions and, if possible, we would appreciate that.

Congresswoman Meek, 5 minutes for questions.

Mrs. MEEK. Yes, Mr. Chairman. Some of my questions, I hope that you and the ranking member will be sure that the Census Department will give answers to these questions.

One of them has to do with—similar to what you have asked—in trying to eliminate the undercount, is sampling the most accurate methodology to estimate the hardest-to-reach 10 percent of the population? That question has been answered by many people before but I want to put that in the record.

On the issue of race and ethnicity, the Office of Management and Budget has proposed changes to the way data is collected on race and ethnicity, retaining existing classification, but not limiting respondents to identifying with one racial category. So there are some people in the population, even though they are African Americans, they also identify, because they are of mixed heritage. Will this approach dilute the actual numbers of minorities in this country and will that dilution have a disparate impact on African Americans? I hope that you will be able to get some answers for me from the Census Department on that.

My second question for the record has to do with, on changing the forms, there will be a new short form, which will change the way information is tabulated from years past relative to marital status and other demographic categories. Is this the proper way to get an accurate count? I have asked these questions before of the Census Department, I am sure coming from the chairman and this subcommittee, I may be able to get more accurate answers—not more accurate answers, but some definitive answers.

My questions to this panel will have to do certainly with whether or not you will be able to cull all of the disparate groups that are in this county to get each of them really on target and realize that they are stakeholders in this. I see the need for some sort of summit on the census, which I think the county and the city can do better than anyone. And I am hoping from this panel I can get an answer that it will be a coordinated approach. So that my question is will you be able to come forward with a coordinated approach so that we will not have a proliferated kind of approach, so that in the city, you will do one thing, the county will do the other thing, the municipalities will do another thing. It would be good if we could get some answers from you on that, just as you do with the empowerment zone, if you could do this on the census.

That is my question to the panel.

Ms. MARGOLIS. Do you want us to respond in writing?

Mrs. MEEK. No, now would be good.

Mr. STIERHEIM. I would say yes, that only makes sense. It would be foolish for several cities, particularly the city of Miami and Hialeah and others, to be working independent of what the county is trying to achieve because it is of mutual benefit to the city and to the county. So I would say that a coordinated effort would be the only way to go.

Mrs. MEEK. Thank you.

Ms. MARGOLIS. I think, Congresswoman, that the School Board could be extremely helpful. I kind of said to Mr. Schlakman under my breath we teach in 60 languages and we can certainly identify those students that do not necessarily speak Portuguese or Spanish or the Haitian dialect. We can certainly communicate then through the school system and get information on where they are coming from. I mean I think the School Board is going to be a big key in finding some of the very, very diverse groups that we have out there, and we have a lot of them. We have a lot of Russian immigrants also.

Mrs. MEEK. Thank you. Those are my questions, Mr. Chairman.

Mr. MILLER. Just one comment by the way about the school system. The Census Bureau is doing a lot of good things and there are a lot of things that are different from 1990. And one of the programs they are really stressing is an educational component with the schools, to make it an educational program for the students and then the parents get involved in the program. So I am delighted they are working on this particular program, because that is one source to get not only the children counted, but also to get the parents counted.

Mr. STIERHEIM. Just one added thought. I have a concern, which I hope does not become a reality, but it will be pressure. Given the devastation that has occurred with the hurricanes that went through the Caribbean and Central American countries, and having had quite a bit of experience with this, I can see tremendous pressure for people to try to come into this country. And Miami has always been a very popular destination. I mean I just see this situation as perhaps even getting more serious for this community, certainly potentially and probably in a realistic sense, in reality.

Mr. MILLER. Yes, I saw that in your written statement. And that is some of the problems we have to be prepared to address for the

2000 census, and it is only going to be by working together. They may not know the answers in Washington, DC about that type of problem, but it is a specific problem here. The problems on the Indian Reservations out in Arizona are different from the problems in inner city New York City. And so the key is getting the cooperation of local communities and local governmental agencies, recognizing it is to everybody's interest to get the best number possible. And so I appreciate, Mr. Stierheim, especially your commitment in saying that. You recognize that we are going to put the resources. And we need to hear from you what you want that we can do additionally out of the Congress and such. Whether it is Congresswoman Meek's idea, which I think is a good one, about making it easier for people to work for the Census Bureau and not lose benefits. And so we do make special exceptions for veterans and such so they will not lose their benefits. Let us just get people within the Haitian community, within the Salvadoran community or such, whatever we need to make it possible. We ask for your continued input to this idea.

We thank all four of you for being here today and we will conclude the first panel. Thank you very much.

If the next five would please—we will take about a 2-minute break here as they change panels, but if the panel would like to come forward.

[Recess.]

Mr. MILLER. Will the five panelists come forward, please.

[Witnesses sworn.]

Mr. MILLER. Thank you. Let the record state that all five witnesses have responded affirmatively.

We will begin with the second panel. I appreciate all five of you all being here. Once again, I would like to thank Congresswoman Meek and her staff for making it possible to help identify all of you all to be participating in this to help identify the problem areas we are having with the 2000 census of the undercount. We are especially interested in how do we help address that problem, what we can do legislatively, and what we can do through the Census Bureau to make it possible to get the best count possible. Whether we use sampling or we do not, we still need to get the best count possible. That is our goal.

So with that, let us start at this end of the table. Mr. Stokesberry, if you will begin. Try to hold your statements to 5 minutes so we have time for some questions. We do want to conclude by 5 o'clock.

Mr. Stokesberry.

**STATEMENTS OF JOHN STOKESBERRY, DIRECTOR, AREA ALLIANCE FOR AGING; OPAL JONES, CHIEF OF STAFF, COMMISSIONER BETTY FERGUSON; DR. DARIO MORENO, ASSOCIATE PROFESSOR, DEPARTMENT OF POLITICAL SCIENCE, FLORIDA INTERNATIONAL UNIVERSITY; MARLEINE BASTIEN, L.C.S.W., COMMISSION ON THE CENSUS 2000, HAITIAN-AMERICAN GRASSROOTS COALITION; AND LYNN SUMMERS, EXECUTIVE DIRECTOR, COMMUNITY PARTNERSHIP FOR HOMELESS**

Mr. STOKESBERRY. Thank you, Mr. Chairman. Congresswoman Maloney, Congresswoman Meek, distinguished guests and friends. On behalf of the 400,000 elders residing in Miami-Dade and Monroe Counties, we welcome the opportunity to address you and thank you for inviting us to share our concerns regarding the critical issues of the upcoming 2000 census.

Before beginning my formal oral presentation, I would like the record to reflect that the Alliance for Aging, Inc. is a private not-for-profit community-based organization governed by a voluntary board of 27 directors and a 55-member advisory council representative of our community at large. Although I am appearing as a non-governmental witness, our agency, as the federally designated area Agency on Aging for Dade—Miami-Dade and Monroe Counties, administers approximately $9 million in Federal grants under Titles III and VII of the Older Americans Act, $1.2 million from the Office of Refugee Resettlement, $1.6 million from the U.S. Department of Agriculture and $203,000 from Emergency Home Energy Assistance for the Elderly Programs, for a total of over $12 million.

Today you have heard from, or will soon hear from, elected officials, public policymakers and other community leaders eloquently describing the devastating consequences of undercounting and its impact on our community, which has plagued us for a decade. Due to the unique circumstances which disproportionately affect south Florida, we now know that the errors made in 1990 resulted in average undercount percentages far exceeding, in some cases, doubling the average percentage undercounts in other parts of Florida and the Nation.

My testimony today will focus on only one segment of the population to be counted, the elderly. It is my sincere hope, Mr. Chairman, that all of us gathered today are dedicated to the same goal regardless of political affiliation, ethnic or cultural heritage or status and station in the community. That goal must be a fair and accurate census for all America—as accurate as humanly possible and modern science can provide.

You are all too familiar with the well documented causes of historical undercounting—illiteracy, apathy, indifference, lack of information, language barriers and transiency—problems which have always faced the Census Bureau and which disproportionately affect the poor, ethnic minorities, people of color and those living in urban areas.

But generally speaking, these undercounted populations are usually unconcerned with whether they are counted or not. South Florida, as much or more than any other area in this country, suffers a different challenge, it is a challenge of fear. Unfortunately, south Florida is home to tens of thousands of residents who not only do

not care that they are not counted or naturally shy away from governmental intervention into their lives, but who will actively attempt to elude and hide from the census, or will lie and deceive the enumerators when contacted personally. You have heard some of the reasons. Their families and loved ones were tortured and killed by the government in their country of origin. They fear loss of their freedom, deportation, loss of their children and possible criminal charges because they are violating zoning and housing laws and regulations, and the fears go on and on. But Mr. Chairman, and members of the panel, they must be counted. They reside in our community and they use our resources.

Our elders are no different. Some of them also hide or are hidden by others for a variety of reasons. Let me put a face on some of these problems that you may not be aware of.

Two older individuals who are not married, but living together. They do not want to disclose that they are living together; therefore, one will remain uncounted.

An elder who has immigrated to this country and lives in an apartment with restrictions on the number of persons allowed to reside in that apartment. This individual may also have family members or relations who may be undocumented and therefore fears any government questionnaire. In this case, the entire household may refuse to respond.

Elders who live in small efficiencies attached to a house. These rental units are usually constructed without a license or permit and may not have a mailing address. What occurs is, individuals residing in these places do not get a census questionnaire, and if an enumerator does go to the main house, they are never told about the rental unit attached for fear of penalty.

Elders living in unlicensed adult living facilities, as we call them here ALFs, may be undercounted because owners of such facilities may not want to disclose that they are currently operating an unlicensed facility and thus violating the law.

Elders living in trailers and/or trailer parks—which there are a disproportionately high number of in south Florida—may never get a census form, and when an enumerator is sent, that enumerator may not be able to gain access to these individuals. This also happens because of fear and a sense of close-knit community.

Now in closing, let me offer some suggestions. The Census Bureau is sensitive to the need for recruiting enumerators to work in the communities where they live. The wisdom of this approach is widely recognized, and the Bureau is to be congratulated for their outreach efforts thus far. I personally have already been contacted by a member of the Census Bureau who asked to work with me to locate low income and retired elderly so that they could be interviewed and employed as enumerators. And this, by the way, has already begun in their field offices here in Miami. However, recruiting low-income and retired elders to work part time is made difficult because of current limits on earned income, as Carrie Meek has already so eloquently described, and those receiving Social Security benefits and military Federal pensions might lose a portion of their monthly payments if they temporarily work. You have already heard that Representative Meek has introduced legislation that would waive certain income limits for recipients of Fed-

eral benefits who serve in temporary positions during the census, and we urge Congress to approve this legislation as soon as possible.

Finally, it should be obvious by now that because a significant number of south Floridians will not allow themselves to be counted, improvements in current counting methodologies and even more refined techniques of recruiting, hiring and training enumerators will still leave unacceptably high numbers of south Floridians uncounted. Therefore, the Alliance for Aging, on behalf of the aging network, strongly endorses the statistical sampling methodology and urges Congress to drop their objections to this very sophisticated approach of ensuring a fair and accurate count of all residents of our great Nation in the year 2000 census.

Thank you for your kind attention. I will be glad to answer any questions at the appropriate time.

Mr. MILLER. Thank you.

Ms. Jones.

[The prepared statement of Mr. Stokesberry follows:]

TESTIMONY
by
JOHN L. STOKESBERRY
to
SUB-COMMITTEE ON THE CENSUS
FIELD HEARING, MIAMI, FL, DEC. 10, 1998

Mr. Chairman, Congresswoman Maloney, Congresswoman Meek, distinguished guests and friends. On behalf of the 400,000 elders residing in Miami-Dade and Monroe Counties, we welcome the opportunity to address you and thank you for inviting us to share our concerns regarding the critical issue of the upcoming 2000 census.

Before beginning my formal oral presentation, I would like the record to reflect that the Alliance for Aging, Inc. is a private not-for-profit community-based organization governed by a voluntary board of 27 Directors and a 55 member advisory council representative of the community at large. Although I am appearing as a non-governmental witness, our agency, as the designated Area Agency on Aging for Miami-Dade and Monroe Counties, administers approximately $9 million in federal grants under Titles III and VII of the Older Americans Act, $1.2 million from the Office of Refugee Resettlement, $1.6 million from the U. S. Department of Agriculture, and $203 thousand from Emergency Home Energy Assistance for the Elderly Program, for a total of over $12 million.

Today you have heard from or will soon hear from elected officials, public policymakers, and other community leaders eloquently describing the devastating consequences of undercounting and the impact on our community, which has plagued us for a decade. Due to the unique circumstances which disproportionately affect South Florida, we now know that the errors made in 1990 resulted in average undercount percentages far exceeding, in some cases, doubling the average percentage undercounts in other parts of Florida and the nation.

My testimony today will focus on only one segment of the population to be counted - the elderly. It is my sincere hope that all of us gathered today are dedicated to the same goal regardless of political affiliation, ethnic or cultural heritage, or status and station in the community. That goal must be a fair and accurate census for all America. As accurate as humanly possible and modern science and technology can provide.

You are all too familiar with the well documented causes of historical undercounting. Illiteracy, apathy, indifference, lack of information, language barriers, and transiency. Problems which have always faced the census bureau and which disproportionately affect the poor, ethnic minorities, people of color, and those living in urban areas. But generally speaking, these undercounted populations are usually unconcerned with whether they are counted or not. South Florida, as much or more than any other area in this country, suffers a different challenge - that of fear. Unfortunately, South Florida is home to tens of thousands of residents who not only don't care if they aren't counted or naturally shy away from government intervention into their lives, but who will actively attempt to elude and hide from the census or will lie and deceive the enumerators when contacted personally. You have heard some of the reasons. Their families and loved ones were tortured and killed by the government in their country of origin. They fear loss of their freedom, deportation, loss of their children, possible criminal charges because they are violating zoning and housing laws and regulations, and the fears go on. But they must be counted. They reside in our community and use our resources.

Our elders are no different. Some of them also hide or are hidden by others for a variety of reasons. Let me put a face on some of these problems you may not be aware of.

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with restrictions on the number of persons allowed to reside in the apartment. This individual may also have family members or relations who may be undocumented and, therefore, fears any government questionnaire. In this case, the entire household may refuse to respond.

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Now in closing, let me offer some suggestions. The Census Bureau is sensitive to the need for recruiting enumerators to work in the communities where they live. The wisdom of this approach is widely recognized and the bureau is to be congratulated for their outreach efforts thus far. However, recruiting qualified low-income and retired elders to work part time is made difficult because of current limits on earned income for many low-income and retired seniors. For example, retirees who receive social security benefits or military and federal pensions might lose a portion of their monthly payments if they temporarily work as census takers. Similarly, recipients of food stamps, Medicaid, or housing subsidies might jeopardize their eligibility for those benefits if they earn more than the law allows through temporary census employment. Representative Carrie Meek (D-FL) has introduced legislation that would waive certain income limits for recipients of Federal benefits who serve in temporary positions during the census, and we urge Congress to approve this

legislation as soon as possible.

Finally, it should be obvious by now that, because a significant number of South Floridians will not allow themselves to be counted, improvements in current counting methodologies and even more refined techniques to recruiting, hiring, and training enumerators will still leave unacceptable numbers of South Floridians uncounted. Therefore, the Alliance for Aging, on behalf of the aging network, strongly endorses the statistical sampling methodology and urges Congress to drop their objection to this very sophisticated approach to insuring a fair and accurate count of all residents of our great nation in the Year 2000 Census.

Thank you for your kind attention, and I will be glad to answer questions.

Ms. JONES. Good afternoon, Mr. Chairman, Mrs. Maloney and Mrs. Meek. Let me join everyone else in expressing my delight for you bringing this, your first, field hearing to Miami-Dade County. Once again, Congresswoman Meek has demonstrated her insight, forethought and leadership on behalf of the citizens of Florida.

I appreciate this opportunity to briefly speak about the 2000 census. My name is Opal Jones. As an African-American citizen, a minority person in particular, and a governmental employee, I grapple with the disproportionate impact of census undercounts. However, my appearance here today is as a private citizen. My specific comments will be limited to the review of the breadth of the undercount, the need for more aggressive outreach efforts, the recommended use of statistical sampling and the need for adequate funding.

It is critical that you zealously evaluate, in an apolitical manner, what impedes an accurate census count. Based upon that evaluation, the Census Bureau should adopt a non-traditional approach to this constitutionally prescribed process. The goal should be to move away from what is currently allowed or what has historically been done, specifically if it did not work. Efforts should be toward techniques that meet the Constitution's mandate and ways to provide for as accurate a census count as possible.

One enumeration technique previously used was the cross-referencing of records in certain data bases, Internal Revenue Service, drivers' license or things of that sort. Surely some of these sources are better than others, yet none of these sources is independently accurate. For example, in 1990 administrative records for parolees and probationers were used to add 447,000 people to the census records, only to discover later that 60 percent of those additions were wrong. So the caveat is that cross-referencing as a technique may be helpful in the checks and balances process, but it is not the most reliable option for initial counts.

According to the Census Bureau's own review, the 1990 undercount was estimated at about 4 million people, or between 1.8 to 2.1 percent overall. However, for minorities, the estimated undercount was much higher; blacks, 5.1 percent; Asians, 3.2 percent; Hispanics, 5.5 percent and Native Americans 5.3 percent. Indeed Florida has the fourth highest undercount in the Nation. The 1990 census missed 258,000 people, 133,998 of which were children.

Although the only constitutional mandate for the census is to apportion the U.S. House of Representatives, there are other growing political economic consequences which result from the census count. Thus, the differential undercount has and can have far-reaching and long-term disparate impact on minorities. In other words, the ability to miscount millions of certain people has had a devastatingly adverse effect not only on the electoral empowerment of minority voters, but a growing impact on other social and economic factors as well.

To date, census 2000 and preparations for it have operated in a stealth mode. The average citizen in my neighborhood is not aware of the committee's hard work, the Census Bureau's efforts, nor what lies ahead in the year 2000. A more high profile public process is essential. There already should be an aggressively focused

outreach campaign. Although the Census Bureau operates a local office in Miami-Dade County, their efforts could be enhanced by more direct face-to-face contact with targeted groups. Also, the Bureau should hire people who are indigenous to the neighborhoods or to contract with community-based organizations that provide supportive services to many hard to reach populations. Moreover, field operatives must underscore the issue of confidentiality when soliciting information.

One comment on the release of information electronically. Releasing information electronically may be more efficient and may produce a cost savings, but this method continues to exclude more of the people that have been victims of the undercounts. Thus, electronic communication should not be used to supplant direct face-to-face contact.

When it comes to the actual count, the sampling option should not be abandoned. The statistical sampling method proposed is the same method used to calculate our unemployment rate and the gross national product. It is valid. Using this sampling technique would provide a more accurate measure for counting people and would compensate for acknowledged undercounting inherent in traditional enumeration techniques. The real impediment to an accurate census count isn't scientific, it is political. Experts know how to make the count more accurate. But if politics prevent implementation of known techniques for greater accuracy, the biggest losers once again will be Blacks, Hispanics, Asians, Native Americans and children.

One recent indication of political tampering and the intent to inaccurately enumerate is the lack of funding appropriated for the process. Congress has appropriated only half of the funding required to conduct the 2000 census. In light of inadequate funding for the census, it seems that other arguments for fair enumeration lose muster. Given Congress' lack of funding, the 2000 census overall will be much worse than the 1990 census, and 1990 was the first time in history that the current year's count was less accurate than the previous count.

So how do we overcome the obvious politics and sentiments like those of Representative John Linder from Georgia? Mr. Linder has gone on record stating that even if the Supreme Court rules that sampling is legal, Republicans still will not fund it.

It just seems that rather than selectively adjusting numbers in hindsight, as was done in 1990—after the 1990 census, why not build in methods to conduct the best count possible on the front end of the 2000 census process. However, if politics-as-usual wins out, the Nation will have missed a historic opportunity to end a long-standing injustice.

The bottom line in the year 2000 census is that everyone counts and everyone should be counted.

Thank you.

Mr. MILLER. Dr. Moreno.

[The prepared statement of Ms. Jones follows:]

**Testimony for the Miami-Dade County Field Hearing of the Committee on Governmental Reform and Oversight Subcommittee on the Census**

**Presented by Opal A. Jones**

Good afternoon Mr. Chairman, Ms. Maloney, Ms. Meek. Let me join everyone else in expressing my delight for you bringing this, your first, field hearing to Miami-Dade County. Once again Congresswoman Meek has demonstrated her insight, forethought, and leadership on behalf of the citizens of Florida.

I appreciate this opportunity to speak briefly about the 2000 Census. My name is Opal Jones. As an American citizen, a minority person in particular, and a governmental employee, I grapple with the disproportionate impact of census undercounts. However, my appearance here today is as a private citizen. My specific comments will be limited to a review of the breadth of the undercount, the need for more aggressive outreach efforts, the recommended use of statistical sampling, and the need for adequate funding.

It is critical that you zealously evaluate, in an apolitical manner, what impedes an accurate census count. Based upon that evaluation, the Census Bureau should adopt a non-traditional approach to this constitutionally proscribed process. The goal should be to move away from what is currently allowed or what has historically been done — especially if it did not work. Efforts should be toward: techniques that would meet the constitution's mandate and ways to provide for as accurate a census count as possible.

One enumeration technique previously used was the cross-referencing of records in certain databases — Internal Revenue Service, drivers licenses, or things of that sort. Surely, some of these sources are better than others. Yet, none of these sources is independently accurate. For example, in 1990 administrative records for parolees and probationers were used to add 447,000 people to the census records. Only to discover later that 60 percent of those additions were wrong. So the caveat is that cross-referencing as a technique may be helpful in the checks and balances process, but it is not the most reliable option for initial counts.

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Although the only constitutional mandate for the census is to apportion the United States House of Representatives, there are other growing political economic consequences which result from the census count. Thus, the differential undercount has and can have far-reaching and long-term disparate impact on minorities. In other words, the ability to miscount millions of certain people has had a devastatingly adverse effect not only on the electoral empowerment of minority voters, but a

growing impact on other social and economic factors as well.

To date, Census 2000 and preparations for it have operated in stealth mode. The average citizen in my neighborhood is not aware of the Committee's hard work, the Census Bureau's efforts, nor what lies ahead in the year 2000. A more high profile, public process is essential. There already should be an aggressively, focused outreach campaign. Although the Census Bureau operates a local office in Miami-Dade County, their efforts could be enhanced by more direct, face-to-face contact with targeted groups. Also, the Bureau should hire more people who are indigenous to the neighborhoods or contract with community-based organizations that provide supportive services to many hard to reach populations. Moreover, field operatives must underscore the issue of confidentiality when soliciting information.

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One recent indication of political tampering and the intent to inaccurately enumerate is the lack of funding appropriated for the process. Congress has appropriated only half of the funding required to conduct the 2000 Census. In light of inadequate funding for the census, it seems that other arguments for fair enumeration lose muster. Given Congress' lack of funding, the 2000 Census overall, will be much worse than the 1990 Census — and 1990 was the first time in history that the current year's count was less accurate than the previous count.

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The bottom line in the 2000 Census is that everyone counts and everyone should be counted.

Mr. MORENO. Let me congratulate the committee for coming to Miami-Dade because I think this county represents a microcosm of the daunting task that faces the Census Bureau for the census in the year 2000. Miami is truly the city of the future in that it is often among the first metropolitan areas in the United States to confront the problems created by rapid urban growth, poverty and growing immigration. The crisis that Miami faces today are the urban problems of tomorrow for Atlanta, Chicago and Phoenix.

Miami teaches that there are no simple formulas for resolving the monumental task of census-taking in a complex urban area. Statistical models, which may marginally make a more accurate enumeration are also fraught with the politicalization of the process. I come to argue before the committee that the Census Bureau should work more closely in partnership with agencies which today are serving large numbers of both our poorest citizens and new immigrants.

As you have heard numerous times, Miami-Dade County suffered an undercount of about 70,000 individuals in the 1990 census. I think there were three reasons for this undercount. The first is the demographic revolution that has occurred in Dade County as a result of rapid immigration. It is—no other metropolitan area in the United States has been as rapidly affected by immigration as Miami. Let me remind the committee that as late as 1950 less than 5 percent of the population of Miami-Dade County was foreign born, today a majority of the citizens of Miami-Dade County are foreign born.

We remember that the 1980's was the era of immigration, with the Haitian boat people, the Mariel boat lift and the Nicaraguan revolution. What we do not remember is that the 1990 figures for immigration for Miami-Dade County are just as dramatic. Just last year 41,000 immigrants became permanent residents of Miami-Dade County. There is always lurking in the background of this county the possibility of another immigration crisis. We do not need to speculate that if the—that if Hugo Chavez's regime in Venezuela radicalizes politics in Venezuela, that there could very soon be a Venezuelan immigration crisis in Miami-Dade County.

So this county is very—is home to new immigrants. These new immigrants are hard to count because they are often living with relatives or in temporary accommodations.

The second reason for the 1990 undercount is the large percentages of Dade immigrants are elderly; 15 percent of Dade County's Hispanic population is over 65 years of age. About 50,000 of these elderly immigrants are isolated in their use of one language. These people are very hard to reach. Needless to say, some elderly immigrants, given the recent vote fraud scandals in the city of Miami, are very reluctant to answer questions dealing with the government. So you have the fear factor rising and especially with the elderly immigrant population.

The final factor for the undercount—and all the other witnesses have discussed this—is the pervasiveness of poverty in Dade County. We have to remember that Miami is the fourth poorest city in the United States, but also Florida City and Opa Locka among the top 10 poorest cities in the United States. So Miami-Dade County has 3 of the top 10 poorest cities. Metropolitan Dade County is

among the 10 poorest large urban areas in the United States. So this city in many ways is a microcosm, is an experiment of some of the problems of rapid growth, immigration and poverty.

How can we move to get a more accurate count? I think the Census Bureau can mitigate some of the obstacles to an accurate census by working in partnership with the very well developed network of community-based organizations that operate in Miami-Dade County. The 2000 census can reach out to newly arrived immigrants, elderly immigrants, and the poor by utilizing already existing programs. You do not have to reinvent the wheel.

Just to give you an example, both One Nation, Inc. and the Coalition of Florida Farm Workers are striving under the new law NACARAA and the new Haitian Refugee Act which Congresswoman Meek cosponsored, helping Central Americans and Haitians adjust their legal status in the United States to become permanent residents. These were formerly illegal aliens, were counted as illegal aliens. So the Census Bureau can work with these organizations to reach out to those poor.

The Census Bureau can also reach out to newly arrived immigrants by working with Catholic Charities and the Cuban-American Council, which provides an array of housing, employment placement, education services for poor, newly arrived immigrants. Other groups like the Little Havana Activity Center which provides English classes, medical assistance and meal services for elderly immigrants can also be utilized.

Also, the Census Bureau has to take seriously a public education program. And this is not on, you know, TV stations that no one watches. It has to invest money in advertising, not only in English, but in Spanish and in Creole; not only in the Miami Herald, but in community-based newspapers. It has to reach out to the people who have been historically undercounted.

I think that to get an accurate count there are no magic bullets, there are no simple solutions. It takes a smorgasbord approach. Also, we have to realize that all communities are different. To get an accurate count in Miami-Dade, you have to accept the diversity of this community and how to make that diversity work for you.

Thank you.

Mr. MILLER. Thank you very much.

Ms. Bastien.

[The prepared statement of Dr. Moreno follows:]

**Testimony of Dario Moreno**
**Associate Professor of Political Science**
**Florida International University**

Miami-Dade County represents a microcosm of the daunting task faced by the United States Census Bureau in arriving at an accurate count of the U.S. population for the 2000 census. Miami is truly "the city of the future" in that it often among the first metropolitan areas in the United States to confront the problems created by rapid urban growth, poverty, and growing immigration. The crises that Miami face today are the urban problems of tomorrow for Atlanta, Chicago, and Phoenix. The lessons learned from the Miami case will help the committee in developing a series of recommendations for arriving at a more precise enumeration of the populations living in America's rapidly changing urban areas. Miami teaches that there are no simple formulae for resolving the momentum task of census-taking in complex urban areas. Statistical models, which may or may not be marginally more accurate that direct enumeration, seem fraught with the danger of politicalization. Instead, the census bureau should work in close partnership with agencies that are serving large number of both our poorest citizens and new immigrants.

Miami-Dade's population, like most major urban areas, was undercounted in the 1990 Census. Miami-Dade officials estimate that 70,000 individuals were not counted. There are three reasons for the 1990 undercount which remain as major obstacles for achieving an accurate count of the Miami-Dade population in the 2000 Census. *The first is the demographic revolution that is a result of rapid immigration.* No other major metropolitan area in the United

States has been as radically affected by immigration as Miami. Political, social, and economic unrest in the Caribbean and Latin America have had a direct impact on the city. Four decades ago the foreign-born population of Dade County was less than 5 percent. Today, a majority of the county residents are foreign-born. In the forty years since Castro's revolution more than 800,000 Cubans entered the United States through Miami of these, 600,000 eventually settled in the South Florida area. Similarly, in the 1980s refugees fleeing political unrest in Nicaragua, Haiti, El Salvador and Guatemala began to arrive in large numbers. For example, about 100,000 Nicaraguans and about 70,000 Haitians arrived in South Florida fleeing political and economic turmoil at home. The legal status of many of these Central American and Haitian immigrants is ambiguous and some of them are counted in the estimated 175,000 illegal immigrants in South Florida.

The dramatic image of Haitian boat peoples combined with the spectacle of the Mariel boat-lift created the perception that 1980 was the highpoint of Latin American immigration to Miami. Afterall more than 300,000 Latin Americans arrived in South Florida in the 1980s. But the data since the 1990 census appears to be just as dramatic. Last year 41,527 new immigrants arrived in Miami. Since 1991, 200,000 Latin Americans more made South Florida their final destination. Economic and political conditions in Latin America and the Caribbean Basin favors the continuing flows of peoples to South Florida. The election of the ultra-nationalist Hugo Chavez in Venezuela creates the possibility that the former coup leader will radicalize the political and economic life of Venezuela. Political instability in Venezuela creates the possibility, however small, of another major immigration crisis. The existence of a small Venezuelan expatriate community in Miami could provide the social infrastructure for a much larger migration to the

region. This would follow the Cuban, Central American and Haitian examples.

The rapidity of demographic shifts in Miami-Dade county presents a clear challenge for the 2000 census. Immigrants, fleeing political repression and violence at home, have an almost inherent distrust of the government. Moreover, many of the new arrivals are transients living in temporary accommodations often with family and friends. Miami's proximity to the political turmoil of the Caribbean also presents a unique challenge as the region remains vulnerable to a major immigration crisis. It is important to remember that the area has experienced massive influxes five times in the last forty years: 1959-1962, 1967, 1980, 1984, and 1994.

Another impediment to an accurate enumeration of the 2000 census closely dovetails the first problem, *a large percentage of Dade's immigrant populations are elderly.* Hispanic in Dade's county have an older median age that other Hispanic groups. According to the 1990 census almost 15 percent of Dade County's Hispanic population is more than 65 years of age. Nearly 50,000 elderly Hispanics speak only Spanish. This isolated population has also been traumatized by the vote fraud scandals that have plagued the city of Miami during the past year. Some elderly voters have had their signature on absentee ballots and petition questions by local law enforcement. The action of a small number of unscrupulous politicians has soured the relations between some elderly immigrants and the government. Needless to say some elderly immigrants in Miami will be apprehensive about answering government census questions.

The final factor creating problem for the 2000 census *is the pervasiveness of poverty in South Florida.* The city of Miami, despite its reputation for glitz, is the fourth poorest municipality in the United States, while two other small cities in the county, Opa Locka and Florida City, also ranked among the poorest in America. The Miami-Dade metropolitan area as a

whole ranks among the ten poorest large urban areas in the United States. This is significant because the poor have been historically undercounted in the census because of their poor housing conditions (either homeless or temporary) and lack of public awareness about its importance.

The 2000 census faces significant obstacles in South Florida in providing a completely accurate enumeration of the population. However, despite these serious flaws with the traditional methodology, a 10 percent statistical sampling also suffers from some significant flaws within the South Florida context. Any partial sampling of the South Florida population must take into account the role of language. The conventional wisdom among pollsters is that polls should be conducted in English. Non-English speakers are simply too small a group and besides language proficiencies are believed not to affect political behavior. However, in a series of polls conducted in Dade County by my firm, Florida Scientific Survey, we found that among Hispanics nearly tho-thirds of the Hispanics prefer to take our surveys in Spanish. (Among the elderly the figure rose to 85 percent) Moreover, we found significant attitudinal difference in all our polls between English-speaking Hispanics and Spanish-speaking Hispanics. We also speculate from anecdotical evidence that respondents are also influenced by accents. Hispanic respondents would be far more likely to complete the survey if the surveyor spoke un-accented Spanish; the reverse was true of African-American and Non-Latin Whites who prefer un-accented English.

To be effective a statistical sample must take into account local differences. The designers of the survey might create a statistical sample that provides a more accurate picture of the Mexican-American population in Los Angeles but that undercounts Cubans and Nicaraguans in Miami by ignoring local peculiarities. No statistic model is completely neutral and there is an inherent danger of "politicizing" the 2000 census by using them.

The census bureau, however, can mitigate some of the obstacles to an accurate census by working in partnership with the network of Community Base Organizations that operate in Miami-Dade County. The 2000 census can reach out to newly arrived immigrants, elderly immigrants, and the poor by utilizing already existing community programs. For example, both One Nation, Inc. and Coalition of Florida Farm-workers are striving to adjust the legal status of Central Americans and Haitians living in Miami-Dade County. Congressional legislation on Haitian refugees and the Nicaraguan Adjustment and Central American Relief Act (NACARAA) now permits a majority of the 175,000 illegal immigrants in Dade County to legalize their status. The Census Bureau should initiate an outreach program with these organizations to assure that these newly legalized individuals participate in the census.

The Census Bureau can also reach out too newly arrived immigrants by working with Catholic Charities and the Cuban-American Council. The first stop for needy immigrants is often these two organizations which provide, housing, employment placement, and education for the poor. A partnership arrangement with these charities would dramatically increase the capacity of Census Bureau to accurately count new immigrants. Elderly immigrants are also serviced by a powerful network of local community-based organizations. The Little Havana Activities Center provides meal services, medical assistance, English Classes, and other activities for more than twenty-five hundred elderly immigrants a day. An outreach program with Little Havana will be critical to counting the non-English speaking elderly in Miami-Dade.

The census also needs a partnership with state and local government. Mayor Alex Penelas, the mayor of Miami-Dade County, established a local committee than will work to create a better count of county citizens. The Census 2000 Complete Count Committee will work with the bureau

to canvass neighborhoods and raise awareness about the 10-year count of Americans. Other key state and local agencies include the county's Homeless Trust, Miami's Office of Workforce Development and the Florida Department of Children and Family Services.

Finally, the Census Bureau need to engage in a massive foreign-language public education program. The bureau needs to take advantage of Miami's extensive network of Spanish and Creole radio stations, community newspapers, and TV to educate the public on the importance of the census. The bureau needs to reassure the public that information obtained by the census will not be shared with other federal agencies, to alleviate the fears of those who legal status remains ambiguous.

The 2000 Census in Miami-Dade County will not be able to count every single person in this complex urban area.. It will be less than perfect whatever methodology is used. However, a partnership with Miami's powerful network of Community based organizations and a serious tri-lingual public education program should go a long way toward reducing the 1990 undercount. A census taking program that takes into account the unique qualities of South Florida will be a marked improvement from the 1990 effort.

Ms. BASTIEN. Honorable Dan Miller, Honorable Carolyn Maloney, Congresswoman Meek, good afternoon.

First, I would like to thank you for bringing this field hearing here in Miami. My name is Marleine Bastien, I am here on behalf of the Haitian American community in south Florida. I am the president of the Haitian Women of Miami, a community-based organization. I am also the chairperson of the Commission on the Census 2000 in the Haitian American Grassroots Coalition.

The Haitian American Grassroots Coalition is a community-based organization made up of 13 local organizations in south Florida, with affiliates in other areas such as New York, Boston, Chicago, New Jersey and Connecticut.

As many other minorities, the Haitian-Americans are very concerned about the lasting consequences of the census 2000 on our community. This concern has to do with past experiences with the 1980 and the 1990 census. According to some scholars like Dr. Alex Stepick of the Florida International University, Haitian-Americans in the south Florida area were undercounted by 25 to 50 percent. An estimate close to 1.5 million Haitian-Americans are now living in the United States of America and many of them are here in Miami and some of them in the New York areas.

Nevertheless, with your leadership and strong community participation, we are confident that this panel will make the proper decision by setting policies to significantly improve the accuracy of the upcoming census. Now is the time to correct the inequities of the past. As America is gearing up and preparing itself for the new millennium, improving the social conditions of the poor, empowering new minorities with direct representation at the congressional, State and county levels can greatly contribute to make America a much greater Nation.

The power to make the poor become stakeholders in the public policymaking process is in your hands. The power for our senior citizens to have better access to health care and for our children to improve their educational opportunities with adequate resources is in your hands. We are here today to urge your support for the sampling method for the upcoming census and to champion this cause as a bipartisan issue. Every 10 years, the Constitution calls on you, the leaders, and us, the people, to reassess America's social, economic and political conditions. A common ground must be sought and can be found to make this process fair for all.

Now I am going to discuss a little bit about the 1990 census and what happened in the Haitian community. The census, as you know, has always undercounted the population. However, some groups are missed more often than others, perpetuating a condition that the Census Bureau refers to as differential undercount.

The Haitians were grossly undercounted in the 1990 census, like I said earlier. And the results clearly indicate that in order for the census 2000 to be accurate for all the groups as possible, many things should be done.

Why was the census 1990 such a problem for the Haitian community? First, the Haitians fear and distrust outsiders and government officials. Haitians have a well-founded fear of most government officials and outsiders. Many were victimized during the brutal dictatorship of the Duvalier government. They fled persecution

to seek refuge in the United States. Instead of a safe haven they were yearning for, they found themselves in long-term detention where they were subjected to emotional and sometimes physical abuse.

Typically, Haitians have been forced to become part of an underclass because they have not been welcomed here. They have been easy targets for discrimination and consequently less likely to provide information during the census process.

Immigration status was also a problem. Most Haitians who immigrated to the United States were asylum seekers, as you know. For the most part, their claims were arbitrarily denied on the premise that they were economic refugees and did not have a well-founded fear of persecution if they were returned to Haiti. They were subjected to unfair treatment and their most basic rights were oftentimes violated. They lived in constant fear of deportation and as a result they were not willing to provide confidential information about themselves to complete the census applications. Many did not mail back the applications or did not come to complete the applications. More recently, the unequal treatment of Haitian refugees was evidenced when Congress excluded them from legislation which granted legal residency to 153,000 Nicaraguans and Cubans; eligibility to apply for suspension of deportation to thousands of Guatemalans, Salvadorans and Eastern Europeans. The Haitian-American community reacted swiftly to this unfair exclusion and, with the help of Congresswoman Meek here with you, led a successful campaign which culminated in the enactment of the legislation granting residency to about 50,000 Haitian immigrants. However, the Haitians still did not receive equal treatment with the Cubans and Nicaraguans. In fact, this figure only represents a third of all eligible applicants. So there are many, many illegal Haitian immigrants still living here in south Florida.

Housing arrangements. Due to economic hardships, Haitian families are frequently forced to share space with other households and often sublet additions on homes which would not be counted as separate living quarters. The principal renter of the property is often reluctant to share information about persons they are subleasing to for fear of legal reprisals, and families subletting are reluctant to report their presence for fear of rental increases. The overcrowded conditions within the Haitian community has seriously impacted housing conditions. In many families, children and adults alike share the same sleeping quarters and live in substandard conditions.

Lack of communication and information about the census. As a result of poor resource allocations and lack of community outreach, the Haitian community did not get sufficient information about the importance of the census and its impact on child care, the students, Social Security, Medicare, people living with disabilities and job training. This community, the Haitian community, I must say relies mainly on Creole radio and television shows as its main source of information.

What are some recommendations for the census 2000?

Recruitment of census takers. The Census Bureau must recruit census takers who not only speak Creole, but who are also sensitive to the specific needs of the Haitian-American community. It

is also important that they are not only well-trained, but also able to develop a rapport with the population so as to build the trust needed to facilitate understanding and foster cooperation. In general, immigrants will trust their own and they have a great fear of outsiders. The census takers must characteristically represent the people that they will serve.

Needs of non-English speakers. Census materials must be available in languages other than English. Creole and Spanish are the primary languages of a big portion of the Miami's population. Consequently, it is important that the census applications and guidelines are readily available in these languages. Many will not welcome visits from census takers—and that is very important. However, if transportation services are provided, they will be willing to go to specific locations to get information and complete the needed application. This arrangement can definitely decrease the undercount in the hard-to-find population. Outreach workers will also be needed to travel throughout the community and encourage targeted groups to partake in the census process.

Use of radio and television programs as well as major Haitian newspapers. As previously stated, the Haitians rely mainly on the Creole radio and television for information. It is our recommendation that sufficient funds be allocated to develop extensive educational programs to start as early as next year to educate the community about the importance of the census. Educating the Haitian community is a difficult task, which cannot be accomplished overnight. While we are eager to assist the Bureau in promoting the census throughout the community, we and the media must have adequate information and sufficient time and resources to do so.

Mr. MILLER. Ms. Bastien, if you could kind of speed up the conclusion.

Ms. BASTIEN. Yes, I am getting to it.

Mr. MILLER. I have seen your statement, which is excellent, but in the essence of time——

Ms. BASTIEN. And in specific classification, we are also requesting the inclusion of a specific classification in the census to identify Haitians. A report of the last census identifies Haitians and Pacific Islanders which includes Chinese, Indians, Japanese, Koreans and Filipinos. The census categories ought to be reflective of the demographic changes which have transformed the U.S. landscape in the past 30 years.

Miami-Dade County has a tremendous stake in ensuring that census 2000 is as complete and fair as possible. The Clinton administration supports and is advocating the use of sampling so that the census can look like the people who live in America, as opposed to the minority that usually gets counted. Turning the process into a partisan issue will further alienate the poor, different minority groups and children from the American democracy.

The GOP admits to the chronic problems of differential undercount and promises to use new techniques in the census 2000 to solve them. We do know, however, that many of these techniques have been used before. The same groups continue to be undercounted while a small minority is counted twice, sometimes three times. As we are entering the new millennium, we urge Congress to make census 2000 a bipartisan priority. Let us coordinate our

efforts so that minorities can be better represented in the next census. Let census 2000 be a fair and true count for all.

Thank you.

Mr. MILLER. Thank you very much.

Ms. Summers.

[The prepared statement of Ms. Bastien follows:]

# HAITIAN AMERICAN GRASSROOTS COALITION, INC.

## COMMISION ON THE CENSUS 2000

**4584 N.E 2 Avenue Miami, Florida 33138**

**Phone: (305)769-6984 * (305)243-6924 * Fax: (305) 795-1502**


**Thursday, December 10, 1998**

**Honorable Dan Miller**
**Chairman**
**Sub-committee on the Census**
**H1-114 O'Neill House Office Building**
**Building Washington D.C 20515**

**Honorable Carolyn Maloney**
**Ranking Member**
**Sub-committee on the Census**
**H1-114 O'Neill House Office**
**Washington D.C 20515**

**Dear Honorable Chairman Miller and Ranking Member Maloney:**

**The Haitian-American Grassroots Coalition is a community-based organization made up of 13 local organizations in South Florida, and has affiliates in other metropolitan areas like New York, Boston, Chicago, Philadelphia, New Jersey, Connecticut, and Atlanta. On behalf of those communities, we want to extend you a warm welcome in the Sunshine State. As many other minorities, the Haitian Americans are very concerned about the lasting consequences of the census 2000 on our community. This concern has to do with past experiences with the 1980, and the 1990 census. According to some scholars like Dr. Alex Stepick of the Florida International University , Haitian-Americans in the State of Florida were undercounted by a percentage of 25% to 50%. An estimate of close to 1.5 million Haitian-Americans are now living in the United States and most of them have settled in the South Florida and New York areas.**

**Nevertheless, with your leadership, and strong community participation, we are confident that this panel will make the proper decision by setting policies to significantly improve the accuracy of the upcoming census. Now is the time to correct the inequities of the past. As America is gearing up and preparing itself for the new millenium, improving the social conditions of the poor, empowering new minorities with direct representation at the congressional, state, and county levels can greatly contribute to make America a much greater nation.**

**The power to make the poor become stakesholders in the public policy making process is in your hands; the power for our senior citizens to have better access to health care and for our children to improve their educational opportunities with adequate resources is in your hands. We are here today to urge you to support the sampling method in the upcoming census, and to champion this cause as a bi-partisan issue. Every ten years, the Constitution**

**calls on you the leaders, and us , the people, to reassess America's social, economic, and political conditions. A common ground must be sought and can be found to make this process fair for all.**

**Dear Chairman Miller, and Ranking Member Maloney, and every congressional member here present, you have the ability to make the new century and new millenium an exciting period for the marginalized, the powerless, and the poor.**

**With Best Regards,**

**Jean-Robert Lafortune, MS**
**Chairman**
**Haitian-American Grass-roots Coalition**

**Marleine Bastien, LCSW**
**Chairperson)**
**Commission on Census 2000**

December 10, 1998

Honorable Dan Miller
Chairman
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H1-114 O'Neill House Office Building
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Honorable Carolyn Maloney
Ranking Member
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Good afternoon Honorable Dan Miller and Honorable Carolyn Maloney:
My name is Marleine Bastien. I'm here on behalf of the Haitian-American community in South Florida. I'm the president of the Haitian Women of Miami, a community based organization. I'm also the chairperson of the Commission on the Census 2000 in the Haitian-American Grassroots Coalition. First, let me thank you for holding a field hearing in Miami Dade County..

In my presentation, I will first share with you the Haitian-American experience and explore ways on how we can best coordinate our efforts to achieve an accurate census count in our community. Second, I will talk about the specific needs of the Haitian-American community and the mechanisms that need to be set in motion to assure that we are counted in the census 2000. Third, I will propose the use of modern "statistical sampling" techniques in the census 2000 so that people who are historically missed such as: recent immigrants, women, children, city dwellers, renters, and the poor can be counted.

**History of Migration**
The Haitian presence in the United States is not the result of recent Haitian immigration, because Haitians have immigrated to the United States since the American Revolution. Many Haitian immigrants have made significant contributions to the American culture. For example, Jean-Baptiste Pointe du Sable built the first permanent settlement at what would become Chicago, and over 1,000 Haitians fought against the British in the Battle of Savannah in 1779. In more recent times, however, political turbulence , coupled with extreme poverty in Haiti, had led large numbers of refugees to flee Haiti and to take up residence in the United States, especially in South Florida. In the second half of the 20th century, there have been four waves of Haitian migration:

1. The first wave of immigrants came primarily because of direct political oppression during the first decade of Francois Duvalier (1957-1967). He elimnated all opponents, real or imaginary. In the second decade of the Duvalier dictatorship, political repression remained strong but was accompanied by incompetence which led to a waste of natural resources.

2. The second wave of immigrants consisted of skilled craftsmen who came to the United States looking for better living conditions owing to economic hardships. After the death of

Francois Duvalier in 1971 and his replacement by his son Jean-Claude Duvalier, political repression and the mismanagement of natural resources continued.

3. The third wave of Haitian immigrants consisted of peasants who had been dispossessed of their land. These immigrants came in the 1990s, around the time of the Cuban exodus from Mariel. Haitians who had entered without inspection by the Immigration and Naturalization Service before the Mariel boatlift were allowed to identify themselves as "entrants" .

4. The fourth wave of immigrants came in 1991 after the coup d'etat that overthrew former president Jean-Bertrand Aristide. These refugees were mainly young students, members of grassroots organizations, peasants, women, and human rights activists.

Since the boat people began arriving in the United States, successive U.S. administrations have been trying to return as many of them as possible to Haiti. These administrations have contended that although a few Haitians deserve asylum, the vast majority are economic and not political refugees. According to the U.S. authorities, " allowing the mass of boat people to remain in the U.S. would establish a precedent which would make it impossible to deny access to other economic refugees".

**A Profile of the Haitian American Community in South Florida**

It is estimated that more than 1 million Haitian-Americans reside in the United states. The largest number live in the New York metropolitan area and Florida; other states that have a substantial number of Haitians include Carlifornia, Connecticut, Georgia, Illinois, Massachusetts, and New Jersey. The Haitian community of South Florida is estimated at 450,000 with over half living in Miami-Dade County . Within the City of Miami itself, the poverty indicator for Haitians is the worst among all major ethnic groups.

**Employment**

A substantial proportion of the Haitian population is English speaking and well integrated in their communities. However, a large number of Haitians face serious hardships; 50 percent are unemployed and are not proficient in English. This high rate can be attributed to the large amount of undocumented individuals as well as discrimination based on national origin. Despite these hardships though, Haitians have high rates of school attendance and strive for self-sufficiency.

**Education**

On the issue of educational achievement, Florida ranks 48th, and the Miami-Dade County Public School system ranks among the lowest in the State in term of student achievement. The schools which are located within the Haitian community in Miami-Dade County fare the worst in terms of language, arts, math, and communication. Not enough afterschool programs are funded to tackle the underachievement problem.

**Healthcare**

The lack of access to healthcare forces many Haitian-Americans to use the service of non-traditional healthcare specialists, and in many cases, these specialists are ill-equipped to assess

complicated cases and provide appropriate diagnostic and treatment.

**Transportation**
Most Haitian-Americans work outside of their communities, and lack of public transportation makes it difficult for those who can't afford private automobiles to find work, and access public services.

**Illiteracy**
The illiteracy rate among Haitians is the highest (75%) in the Western Hemisphere . This indicator impacts negatively in the community's economic growth and hampers social mobility. The combination of illiteracy , limited English proficiency, and the resulting lack of skills has profoundly limited access to available opportunities.

**Acculturation and adaptation**

In the United States, the Haitian population must adjust to a culture that has not readily welcomed it. Because Haitians are accustomed to a repressive and abusive type of government, they have developed a certain degree of paranoia, and consequently feel constantly threatened .
This feeling of insecurity is reinforced by the negative treatment they have received from the U.S. government, local and state instutions, in addition to the media. The erroneous addition of Haitians as a high risk group for HIV perpetuated the negative stigma and isolated Haitians further.

Haitian-Americans now represent the second largest minority group in Miami-Dade County. We are substantially represented in 9 out of 13 Dade County commission districts. As a community, we face significant barriers which have affected our ability to pursue the American dream. While our numbers in Miami Dade County are clearly substantial, our needs continue to be ill-served. The lack of Census data reflecting the specificity of our community's needs has resulted in a disproportinately poor allocation of resources which would stimulate growth and foster stability in our community.

**Problems with the 1990 Census**

The census has always undercounted the population. However, some groups are missed more often than others, perpetuating a condition that the census bureau refers to as "differential undercount". Reportedly, the 1990 census missed 12.2% Native Americans, 5% Latinos, and 4.4% African-Americans. In contrast, only 0.7% Anglos were uncounted. Nearly 5.0% of Miami's residents were not counted; Dade County reported a net undercount of 3.7%/. Renters were more likely to be undercounted than homeowners, and children were more likely missed than adults.
Haitians were grossly undercounted in the 1990 census. Dr. Alex Stepick, a respected sociology professor at Florida International University who has written extensively on the Haitian experience in the U.S., conducted a post-census (1990) in Little Haiti. The results clearly

indicated that 25% to 50% of Haitians living in that area were undercounted for the following reasons:

1. **Fear and Distrust of "Outsiders" and Government Officials**

Haitians have a well founded fear of most government officials and outsiders. Many were victimized during the brutal dictatorship of the Duvalier government. They fled persecution to seek refuge in the U.S. Instead of the safe haven they were yearning for, they found themselves in long term detention where they were subjected to emotional and oftentimes, physical abuse. Typically, Haitians have been forced to become part of an underclass because they have not been welcomed here. They have been easy targets for discrimination, and consequently, less likely to provide information during the census process.

2. **Immigration Status**

Most Haitians who immigrated to the U.S. were asylum seekers. For the most part, their claims were arbitrarily denied on the premise that they were "economic refugees" and did not have a well-founded fear of persecution if they were returned to Haiti. They were subjected to unfair treatment and their most basic rights were oftentimes violated. They lived in constant fear of deportation and as a result, they were not willing to provide confidential information about themselves to complete the census applications. Many did not mail back the applications or were purposefully absent during the census takers' visits. More recently, the unequal treatment of Haitian refugees was evidenced when Congress excluded them from legislation which granted legal residency status to 153,000 Nicaraguans and Cubans; eligibility to apply for suspension of deportation to thousands of Guatemalans, Salvadorans, and Eastern Europeans. The Haitian-American community reacted swiftly to this unfair exclusion and led a successful campaign which culminated in the enactment of legislation granting legal residency to about 50,000 Haitian immigrants. However, the Haitians still didn't receive equal treatment with the Cubans and Nicaraguans. In fact, this figure only represents a third of all eligible applicants.

3. **Housing Arrangements**

Due to economic hardships, Haitian families are frequently forced to share space with other households and often sublet additions on homes which would not be counted as separate living quarters. The principal renter of the property is often reluctant to share information about persons they are sub-leasing to for fear of legal repraisals and families subletting are reluctant to report their presence, fearing rental increases. The overcrowded conditions within the Haitian community has seriously impacted housing conditions. In many families, children and adults alike share the same sleeping quarters and live in sub-standard conditions.

4. **Lack of Communication and Information about the Census**

As a result of poor resource allocations and lack of community outreach, the Haitian community did not get sufficient information about the importance of the census and its impact on child care, seniors, students most in need, social security , medicare, people with disabilities and job training. This community relies mainly on Creole radio and television shows as its main source of information.

**Recommendations**

**Recruitment of Census Takers**

The Census Bureau must recruit census takers who not only speak Creole, but who are also sensitive to the specific needs of the Haitian-American community. It is important that they are not only well trained but also able to develop a rapport with the population so as to build the trust needed to facilitate understanding and foster cooperation. In general, immigrants (especially those victims of oppression) will trust "their own" and have a general fear of "outsiders". The Census Takers must characteristically represent the people that they will serve.

**Needs of Non-English Speakers**
Census materials must be available in languages other than English. Creole and Spanish are the primary languages of a big portion of the Miami's population. Consequently, it's important that Census applications and guidelines are readily available in these languages. Many will not welcome visits from Census Takers. However, if transportation services are provided, they will be willing to go to specific locations to get information and complete the needed applications. This arrangement can definitely decrease the undercount in the "hard-to-find" population. Outreach workers will also be needed to travel throughout the community and encourage targeted groups to partake in the census process.

**Use of Radio and Television Programs as well as Major Haitian Newspapers**
As previously stated, the Haitians rely mainly on Creole radio and other television programs for information. It is our recommendation that sufficient funds be allocated to develop extensive education programs to start as early as next year, to educate the community about the importance of the census . Educating the Haitian community about the importance of census participation is a difficult task which cannot be accomplished overnight. While we are eager to assist the Bureau in promoting the census throughout the Haitian community, we, and the media must have adequate information, and sufficient time and resources to do so.

**Specific Classification**
We are also requesting the inclusion of a specific classification in the census to identify Haitians. A review of the Census Bureau's treatment of Asian Americans indicate that while Asians comprise 4% of the U.S. population, they are included as separate categories in the Census report. The report identifies Asians and Pacific Islanders which include Chinese, Indians, Japanese, Koreans, Vietnamese and Philipinos. Futhermore, Americans of European descent have the opportunity to indicate through the Census report their European ancestry. The census categories ought to be reflective of the demographic changes which have transformed the U.S. landscape in the past 30 years.

**The Scientific Sampling Method**

Miami-Dade County has a tremendous stake in ensuring that the 2000 census is as complete and fair as possible. The Census Bureau is advocating the use of "sampling" to reduce the "chronic differential undercount". The Clinton Administration supports and is advocating the use of

sampling so that the census can finally look like the "people who live in America as opposed to the minority that usually gets counted". Turning the process into a partisan issue will further alienate the poor, different minority groups, and children from the "American Democracy".

**Conclusion**

The GOP admits to the chronic problems of differential undercount and promises to use new techniques in the census 2000 to solve them. However,"these so-called new techniques"have been used unsucessfuly before. The same groups continue to be undercounted while a small minority is counted twice, sometimes three times. As we are entering a new millenium, we urge the new Congress to make Census 2000 a bi-partisan priority. Let us coordinate our efforts so that minorities can be better represented in the next census. Let Census 2000 be a "fair and true count for all".

Ms. SUMMERS. My name is Lynn Summers and I am the executive director of Community Partnership for Homeless. I have held this position for the last 3 years. Community Partnership is the private sector partner to the Dade County Homeless Trust. Together, this innovative public-private partnership is addressing just what 4 years ago was one of the largest and most problematic homeless populations in the Nation. The success of this community's homeless initiative is recognized as a national model. In short, we know a lot about homeless people in this community and a lot about how to count homeless people.

I am going to skip forward just a bit to get to the nut of what I want to say, and to tell you about our experience over the last 4 years in the bedeviling problem of how to count homeless people, how to count people who do not have a regular place of residency, which I think is the core issue that is at the heart of the debate that is raging.

In my opinion, the statistical sampling methodology is the best and most viable means of obtaining an accurate count of persons present in a complex urban and multi-cultural environment like Dade County, and particularly in a homeless population in that environment. Further, it is my opinion that a straight enumeration method would not accomplish the goal of providing accurate data on which to plan, allocate representation and resources over the next 10 years.

I want to share with you how we count homeless people here in Dade County. And prior to thinking about what to bring to this group today, I have read very carefully and studied the proposed methodology in the census 2000 plan for counting people without a permanent residence or usual residence. What we do in Dade County is we conduct on a periodic basis actual street counts, consistent with the straight enumeration method proposed by the majority. But because we know, based on our extensive experience here with the homeless population, we go one step further and we apply a multiplier to account for the real numbers of homeless or underhoused people. This use of a multiplier based on statistical data is the equivalent of the statistical sampling methodology proposed by the Census Bureau in the census 2000 plan.

To conduct the census process for those persons without regular residence otherwise will produce skewed results which will not serve our Nation, this community and similar large complex urban and multi-ethnic communities. We urge your consideration of the tried and true method that we have adapted to a very problematic homeless population over the last 4 or 5 years here in Miami-Dade County.

[The prepared statement of Ms. Summers follows:]

Thursday, December 10, 1998

My name is Lynn M. Summers. I am the Executive Director of Community Partnership for Homeless, Inc. I have held this position for the last 3-plus years. Community Partnership for Homeless is the private sector partner to the public sector Miami-Dade County Homeless Trust. Together this innovative public/private partnership is addressing what was just four years ago one of the largest and most problematic homeless populations in the nation – the success of this community's homeless initiative is recognized as a national model.

With this background, I appear here this afternoon to provide you input from the streets and by ways of this community on the issue of the appropriate methodology to be utilized in the upcoming Census 2000.

In preparation for this testimony this afternoon, I have reviewed the Census 2000 plan as prepared by the Census Bureau and other materials provided to me by various organizations as well as independent materials gathered by myself.

In my opinion, the statistical sampling methodology is the best and most viable means of obtaining an accurate count of the persons present in a complex, urban and multi-cultural environment like Miami-Dade County. Further, it is my opinion that a straight enumeration method will not accomplish the goal of providing accurate data on which to plan, allocate representation and resources over the next 10 years – it will create even further aberrations and flaws in the processes that are at the core of our democratic society. The foundation of this opinion is the work and research that I have engaged in over the past three-plus years in an effort to count "people with no usual residence" – homeless and underhoused persons.

Among the most daunting tasks faced by this community five years ago when it moved forward in earnest to address its homeless problem, was the task of determining the number of homeless people. After years of academic research and trial-and-error work on the streets of our community with varying degrees of success, we in Miami-Dade County have devised and are employing a methodology that we believe to be the best practice for those persons who do not have addresses, receive mail or respond to traditional bureaucratic means of contact by those who are driven to count heads for whatever purpose.

On the specific issue of the enumeration plan for people with no usual residence, the plan and procedures incorporated into the Census 2000 Plan is consistent with and, in fact, mirrors the methodology carefully crafted here in Miami-Dade County over the last five years.

Here is how we do it. We conduct an a periodic basis actual streets counts – consistent with the straight enumeration method proposed by the Majority. But because we know and have experienced the limits of this actual street count methodology, we go one step further and we apply a multiplier to account for the real numbers of homeless or underhoused persons. This use of a multiplier is the equivalent of the statistical sampling methodology proposed by the Census Bureau in the Census 2000 Plan.

To conduct the census process otherwise will produce skewed results which will not serve our nation, this community and similar large, complex, urban and multi-ethnic communities.

Mr. MILLER. Thank you all for your comments. I am especially interested in those comments which give us ideas and suggestions of how to address the problems.

I think some people think that sampling is a magic bullet. But you have got to have a good base count. Mr. Stokesberry, you identified some of the real problem areas, which I want to talk about in a minute. But if you do not count undercounted people there, it does not show up in the ICM later and sampling is never going to get it. So it is not the magic bullet unless you get a good base count. So I think people just need to say we have got to get people out.

I was especially pleased with Ms. Bastien's comments and suggestions, that is what we are here for, to get ideas and suggestions and the Haitian community is unique. We do not have a large Haitian community in my hometown of Manatee County, which is only 200 miles from here. And that is what we need, to have the ideas of how to do that. I am delighted to hear that you are chairperson of the census issue within the Haitian community.

Ms. BASTIEN. Yes, within the Grassroots Coalition.

Mr. MILLER. How involved is the Haitian community in identifying that problem now? What is your role, what do you plan to be doing?

Ms. BASTIEN. We are going to be meeting with the community, we are going to be very active on the Creole radio programs. As you know, it is a very good source of information for the Haitians. And we are going to try to reach as many Haitians as possible and get them involved in the process. But first, they have to understand the importance of the census. And I think in 1990, right after many of them arrived, you know, there was a large group who came around that time. I do not think they were knowledgeable enough about the census and why it was so important for them to participate.

Mr. MILLER. Several of you mentioned there is a fear factor and, you know, we recognize that because of coming from a country that may have had a dictatorial environment, a government they were afraid of.

And you mentioned it too, Mr. Stokesberry, in your example, how do we overcome that fear? Because there is a confidentiality, we know, it is 72 years before it becomes public information. But, you know, what are some ideas—I guess your suggestion that we have Haitians work with the Haitian community, you know, is much better than—I guess I did not realize there were so many different nationalities represented here.

Mr. STOKESBERRY. Well, it is clear to me, Mr. Chairman, that we have hit on it. You heard Merrett Stierheim say it, and others, that as long as you are using the colleagues, as long as you are using the peer group of that neighborhood, of that community, you will have a chance. If you can convince one leader on that block that this is something that will be of benefit to the entire block, I think we have a chance.

However, the reason I mentioned what I did about the sampling is that you still I believe are going to need to project some of that. You cannot reach every one of those people who is trying to hide. Say we reach a fourth of them, then I think you would have the

basis to make a pretty good projection, but you must use the indigenous folk who live in that neighborhood. Not even that community, but right in that block, on that block.

Mr. MORENO. I think Congresswoman Meek's proposed legislation, hiring local people, is a necessary first step. But combined with sort of the grassroots effort. I think you have to have prominent Haitians going on Creole radio saying first, this is confidential, this is not going to be shared. You are going to have to have prominent people in the Nicaraguan community and the Cuban community, whatever community, going on saying look, this is fine, this is important, you need to do this.

I think you have to combine both a media campaign and a grassroots campaign, and you have to do both.

Mr. MILLER. Ms. Jones.

Ms. JONES. I would like to add to that, at the grassroots level, I do not think that you have to also start with the prominency. With the grassroots, you have to deal with people who are, like I said, indigenous to the neighborhood. If you are walking into the James E. Scott housing project, you cannot send me in there and expect me to pull out everybody there. I am not from the neighborhood and no matter how much I may be an African-American who looks like them, I am not one of the people in the neighborhood. So what we have to do is to open up the doors, open up processes where we can link those people in the community with the census office over in Hialeah, so that they know who those people are and when they start hiring the temporary enumerators, that those are the people who will be hired. Because that is the only way you are going to get some of those people, when they knock on the door, to respond.

Mr. MILLER. One area I visited yesterday with Congresswoman Meek was Cornelia House, I think it is?

Mrs. MEEK. Cornelius House.

Mr. MILLER. Cornelius House, I am sorry, which was interesting, but I was also interested in the unique homeless programs they have in Dade County. I am not sure what the tax source is, but it is a sales tax.

Ms. SUMMERS. It is a 1-percent food and beverage tax on large restaurants.

Mr. MILLER. And that you do, in effect, a count on a regular basis.

Ms. SUMMERS. Absolutely.

Mr. MILLER. I do not think that is true elsewhere in the country, is that right?

Ms. SUMMERS. Other communities are engaging in activities that approximate that and the reason that I commend to you the work that has been done in counting homeless people is because to some extent that is dictated and motivated and has been since 1986 under the Stewart B. McKinney Act, because in order to compete effectively for Federal funding, U.S. HUD requires some effort to identify the size of the population. So there is probably not a more relevant effort that has been going on over a longer period of time to deal with the issue of counting a population that, as Mr. Stokesberry and others have pointed out, is not necessarily moti-

vated to step to the front of the line and raise their hand to be counted.

We think in Dade County that we have taken it to the next level. And what we have learned over the last 5 years is that while our preliminary estimates in the early 1990's were very large, we in fact significantly under-estimated the total number of homeless people and because we have worked out geographic plans that are consistent from count to count and the counting is done by people who are involved in the homeless initiative, including homeless people, who know where their formerly homeless colleagues reside and what the motivations to deceive and go to underground are. It is only through that way that we have come to know that you do need actual street counts, but that is only the foundation of a real estimate of the total number of homeless people. Because once we get those real counts conducted in much the same fashion that the census 2000 plan anticipates it being done. We know, based on 5 years of hard experience we have to add a multiplier based on statistical sampling.

So I guess the bottom line on my message or my offering for your consideration is that perhaps there needs to be a blend of actual count with scientific sampling applied to it.

Mr. MILLER. As I said, I am not going to debate sampling here. Carolyn Maloney and I have debated it for hours and hours and hours and, as I say, I am more than happy to do that, but we have a constitutional issue and there are real problems with the complexity of the plan. It is a high risk plan, the General Accounting Office has talked about it.

But how many homeless are there in Dade County?

Ms. SUMMERS. We estimate, based on our most recent count which was about 6 weeks ago, that the total number of homeless persons in Dade County now is somewhere between 7,000 and 10,000, and understand, that is a recent count after this community, between its food and beverage tax, private donations and significant Federal dollars has invested almost $130 million in the last years. But we know that there are certain forces at work—welfare reform, immigration and other things, and just pure poverty, increasing poverty.

Mr. MILLER. How comfortable are you with that number? Do you think 7,000 to 10,000 is a fairly realistic number?

Ms. SUMMERS. We believe it is one of the best numbers that we have had in awhile.

Mr. MILLER. How much is that from actual count, what is the multiplier you use?

Ms. SUMMERS. We use a multiplier of two and the actual count, and we do it on a geographic basis——

Mr. MILLER. So 3,500 to 5,000——

Ms. SUMMERS. Correct.

Mr. MILLER. OK. I will tell you what, my time is up—so we can stay on schedule, if we have time, we will do a second round, so we can conclude by 5.

Congresswoman Maloney.

Mrs. MALONEY. As you know, we are going to be using for the first time paid television and radio outreach to communities and it is going to be targeted to reach those hardest-to-enumerate popu-

lations. And I would just like to ask who you think the spokesperson should be to make this effective in the communities. Should the person be a national figure such as the President or is it more important to have local leaders promoting the census? In our paid advertising, what would be the most effective way to reach these communities? I just open it up to anyone.

Ms. JONES. I think local. You heard Marleine Bastien talk about the Haitian community and the radio shows there. You have some real local stars on Haitian radio that have more impact than anybody on a national level could. It would be wonderful to have a Bill Cosby come down, but Bill Cosby does not have the same impact as would James T. on WEDR or Bishop Corey on WMBM. Local stars will have impact, they have a following and they can motivate people, and of course Congresswoman Meek who has a district. [Laughter.]

But nonetheless, local folks. I think the national level would be for if you were going to do it on ABC, a national campaign, that would be wonderful. But if you are trying to target specific groups locally, you have to deal with local heroes.

Ms. BASTIEN. I agree with Ms. Jones, I think we should use local people who speak the language because language is an issue for the Haitian community and I know it is an issue for the Hispanic communities too. So I think using local people would be the best way to go.

Mr. MORENO. I think to understand the complexity of Dade County, you have to understand that there are radio stations for—there are several Cuban radio stations, there is a Colombian radio station, there are programs for Nicaraguans and for different nationalities. And you have to be very attuned which audience you are reaching. There is not one specific Hispanic, there is not one specific African-American, so you have to have—you have to do your homework before you do the local campaign.

The fear I have is that you have the money and you hire a big national media advertising firm in New York who knows nothing of the region and——

Mrs. MALONEY. They did not make the selection.

Mrs. MEEK. That is right, they did not.

Mr. MORENO [continuing]. Does not know the local peculiarities.

Ms. SUMMERS. Would this be an appropriate task to assign or to get formal input from local communities? You asked of our local government leaders what resources they might be willing to commit and what better commitment could be asked of them than to design and perhaps fund a local campaign.

It has been interesting as I have thought about this upcoming event over the last 2 weeks and have gone around talking about it, it has amazed me that even in my circle, more people are aware of and can speak more knowledgeably on the Y2K problem than they can the census 2000 plan. And I think earlier is better. And again, there is not going to be one size fits all to talk about or to address the issues of how to get the word out.

Mrs. MALONEY. The record will be open for 2 weeks for other ideas that will come in. The contract was awarded through competitive bidding to a firm that is world famous, Young and Rubicam. But many of my colleagues in Congress, including Con-

gresswoman Meek and others have really expressed the same concern that you are—are they going to really be able to reach all the diverse communities. We will be asking them to come forward and meet with Members of Congress. I spoke to Dan on the closing days of the legislature when we were leaving, he agreed to host such a meeting, not a formal hearing, so that these points could come forward.

As a followup to my question to you, we are very pleased and I think all of your testimony was absolutely excellent. I have read so much about this issue and I have heard so many people testify, but I literally learned a great deal from all of you today, and I really thank Carrie for bringing you together. But it raises the question of those that were left out.

She was telling me 2 seconds ago, she said Carolyn, we have some great people on this panel, but there are many other communities from her district and this area that were not on the panel that we wish we had 2 or 3 days to do this so we could hear from everyone. But I would like to hear from you if you can tell us if there is a way that we or the Census Bureau can reach out to these other communities and how we are going to do that. And I just want to know also, we want them to have a voice, how can we bring in their voice.

But another second question is, we have to hire a great number of enumerators. How are we going to reach all of these communities? Do you have a way to advertise to your various communities that these jobs are available? How can we work with the Census Bureau to reach out—there will be literally hundreds of thousands of jobs that will need to be filled for a short period of time. Your comments on that. And again, I open it up for comment by everybody.

Mr. STOKESBERRY. Let me start then because to every storm there is a silver lining and if there is any good thing that that terrible hurricane Andrew brought this community, it was we had to learn real fast how to work together to survive. And segments of this community that never knew each other before that disaster now do know each other. And we have 60 voluntary agencies in the VOAD, the Volunteer Organizations Active in Disaster. And as I said in a meeting last week with the people from the Census Bureau, I consider this crisis that we are going to face in 2000 as big a disaster, potential disaster, as a hurricane or a natural event, an earthquake.

And the reason that those agencies are out there, and you heard Professor Moreno speak of the fact that now we have people intertwined, interrelated. I hope you did not miss the subtlety of what Ms. Jones said about neighborhood. She said as an African-American, it would not even be appropriate perhaps for her to go to the James E. Scott Housing. They would know she is not from that neighborhood. Believe me, they know who is from their neighborhood. And this spreads across the width and breadth of the county. Yes, Congresswoman, we do know how to reach that——

Mrs. MALONEY. How can we make sure that all of these communities have a voice? How can we make sure that they are all brought into the process?

Mr. STOKESBERRY. Well, this event today is certainly a good jumping off place to do that. And I think that as a result, people are being sensitized, we are getting a head start, it is not even 1999 yet and here we are already talking about the 2000 census. But it is that key, and it is hiring early and it is putting that advertising, not with the best known world advertising agency, but using some of our local advertising agencies who understand the differences, the very subtle differences. I, as an Anglo male in this community, do not even pretend to understand the subtleties of the Hispanic/Latino community. I am still learning. I am 63 years old and I am still learning that a word, a Hispanic word, in one dialect, if pronounced slightly wrong could get you shot in the neighborhood right across the street. You know, so I am talking street survival here.

But I want my colleagues to add to that. We can do it, we know how to reach those people. We need the resources and we need the will of the Congress to help us.

Mrs. MALONEY. Would any other people like to comment?

Ms. JONES. Let me take another shot at this. Let me add, first of all, you have a street level implementation problem. He just said hire early—I do not think you just hire early, you hire correctly also. And I will give you a perfect example. I am here as a private citizen, but I am in my normal job currently chief of staff to one of the County commissioners. In June of this year, we dumped our data base in the matter of 2 hours and gave it to the Census Office in Hialeah. It was not open in Hialeah, but we gave it to the person who contacted us, because they wanted to do community outreach.

I went on leave, came back 3 months later, I ran into this guy and he said to me, I need to get with your office to get your names of your people. And I said wait a minute, I gave you that back in June. So my issue is we are dumping out data base and providing information, but on the street level, the people that are implementing—not the policymakers—but the day-to-day operators need to make sure that there is followup and follow-through. And I think sometimes between policy and implementation, there is the gap. And I think that is part of your problem here in Dade County.

Mr. MORENO. I think Congresswoman Meek's suggestion of a summit on the census is the next step for the people here in Dade County. I think as you all have your own process at the national level, if we are going to do it right here, I think that the leadership that the Congresswoman has shown in bringing you all down here, she will show again in calling a community summit in which the networks of community-based organizations will be invited. And the Congresswoman and her two colleagues, Lincoln Diaz-Balart and Ileana Ros-Lehtinen, are people who are extremely well attuned to the different subtleties of this community.

Mr. MILLER. You are next. Does someone else have one more comment?

Mrs. MALONEY. She has a comment on this.

Mr. MILLER. Well, then I am going to call on her. Your time is up.

Mrs. MALONEY. Well, I want to hear the rest. Can we let everybody comment, because this is very important. This is the crux of how we reach people.

Ms. BASTIEN. I think the summit is a good idea, but I also think it is extremely important to try to work with the grassroots communities in the different areas. The coalition that I represent, for example, has 13 different organizations involved—professional, nonprofessionals—involved. And they do communicate and we do have regular meetings. I think a good way to reach the community and to get the message out in the appropriate language is to involve the grassroot organizations in the process, so that the community can come in, meet, get together and share their information about how best we can work on the census 2000.

Ms. SUMMERS. On the issue of the homeless, I would commend to you to ask the Census Bureau to take a look at the organized counting that is going on in communities all over the country, with the motivation provided by U.S. HUD to count this population. Certainly I am not intimately familiar with any other counting methodology as it is implemented in other communities except that I know that there are those organized efforts.

Here in Dade County, I can guarantee you that no number of hired, trained census workers are going to be able to match the job that the teams, many of them volunteers, many of them homeless persons, are going to be able to do. And we do our counts twice a year, because we are looking at things like is there the migratory issue with homelessness that everyone fears. We think it is not. So to the extent that some group is out working on counting, I think their expertise should be considered.

Mr. MILLER. Congresswoman Meek.

Mrs. MEEK. Thank you, Mr. Chairman. I have quite a few observations.

The first one I would like to mention to the committee is that there are some people here who are sending urgent messages to this congressional subcommittee here today that were not able to testify today, but we have Mr. Keith Eng, Attorney Keith Eng, who is president of the Asian-American Federation of Florida, and Mr. Eng is in the audience today. He is representing immigrants from Japan, mainland China—you would be surprised, there are a lot of Asian-Americans in my district and in Ileana Ros-Lehtinen and in Lincoln Diaz-Balart's districts—mainland China, Taiwan, Jamaica, South Korea, the Philippines, Thailand, Laos, Vietnam, Cambodia, India, Pakistan, Bangladesh, Malaysia, Singapore, Indonesia, et cetera. So they are here today giving a voice to this committee that there are many ethnicities here in south Florida and throughout this Nation and they certainly want to have their input into this. They are very concerned about an accurate count.

Also, Mr. Dale Simpson is here, and I would like to put these names in the record, ranking member, I want to put the names that I have mentioned in the record, as well as Mr. Dale Simpson, who is the chief operating officer, who was very kind to us yesterday at Cornelius House. He says "drop in, homeless people." Not the ones that are not necessarily in the housing, but the drop-ins.

But I am very encouraged today by this panel. Now I have been around quite a long time, been to a lot of hearings. Sometimes

many of them are very boring. But I have never heard a panel any better than this one. And I am not saying that because they were chosen more or less with the help of my district office, but because they are extremely intelligent and articulate about the problems here. I want to thank them for being here and I want to thank the committee for having you here.

And I am going to put this in the record if you will accept it, Mr. Chairman.

Mrs. MALONEY. Mr. Chairman, will you accept this on behalf of my colleague and friend?

Mr. MILLER. Without objection, we will include it in the record.

[The information referred to follows:]

Camillus House Inc.

12/10/98
Census Field Hearing
US Rep. Dan Miller

Remarks of Dale A. Simpson
Camillus House
Miami, Florida

The counting of the homeless is a very important issue for the census. This group of families and individuals is already viewed as the most disposable group in our society To do anything less than an accurate count of the homeless would constitute abandonment. Ignoring a half million homeless citizens would be no different from telling one of our smaller states that they would not be counted this time because they were in a difficult location to count. An accurate count will bring the magnitude of this vital social issue into focus so that we as communities and a country can make plans based in fact for the solution of this problem.

The method of count is critical in as much as the homeless tend to be undercounted. Much of the homeless is hidden in their efforts to find safe shelter. While a head count seems to be the most direct approach, there would need to be many teams trained to seek out the homeless. A scientific sampling method may be better able to overcome these inherent difficulties among the homeless and produce a more accurate census.

Chairman Miller and Members,

Thank you for the opportunity to present these prepared remarks regarding the upcoming year 2000 census for the consideration of those officials present today as we prepare for the year 2000 census.

If I may be permitted to provide you with some brief background information. My name is Kee Juen Eng and I am a member of the South Florida Asian American community. I am a first generation Chinese American and native Floridian. I am privileged to serve as the president of the Asian American Federation of Florida. I have previously served as President of the Organization of Chinese Americans, South Florida chapter and the Asian Pacific American Bar Association of Florida and as Vice-President of the Chinese American Benevolent Association. I also am a member of the Florida State Advisory Committee to the United States Commission on Civil Rights, staff liaison from the City of Hollywood to the Asian American Advisory Council of the City of Hollywood and a former member of the Broward County Multiethnic Advisory Board. Presently, I am employed by the City of Hollywood, Florida in its Office of Management and Budget.

I have taken the opportunity to appear before you today to reiterate the importance of the upcoming census to the residents of South Florida be they members of the Asian American community or any other community of South Florida. I would also like to express my views as a Chinese American regarding certain issues related to the year 2000 census. Speaking from the perspective of the Asian American community, I am aware of the efforts of several local Asian American organizations who are becoming more and more involved in the need to educate our community about the census process and encourage community member participation. However, without a coordinated, sustained effort from the Congress, all interested community based organizations and governmental agencies involved in the census process, I am concerned that my community risks being seriously undercounted again.

As several experts have noted in writing about the census, two developments have increased the importance of the census to the various communities across the United States. First, the Voting Rights Act of 1965 and subsequent court decisions interpreting provisions of this Act have used census data as the means of implementing the court fashioned

remedy of the "one-person, one vote principle" which attempts to fairly apportion representative government across the United States. Second, federal assistance initiatives and funding have used census data as a guide in dispensing federal funds to the various jurisdictions and communities across the United States.

Given these uses of census data as examples, it is imperative that complete and accurate census data be obtained and collected locally. However, it has been noted that the 1990 census continues the trend of undercounting certain segments of the American population for one reason or another. It has been suggested that as many as 4,000,000 people of all races were not counted in the 1990 census. A recent article in the Miami Herald of November 27, 1998 reported that 4 South Florida congressional districts were among the 50 districts nationwide cited for undercounting. It has also been suggested that the 1990 census was the first time that a census was less accurate than the preceding census and that the rate of undercounting is increasing.

As troubling as it may seem that there is systemic undercounting in the census process, an even more alarming note is the proposition that undercounting was not uniform across the general population. Rather, experts have suggested that African Americans, Hispanic Americans, Asian Americans and Native Americans have been missed at a much greater rate than White Americans. Experts have referred to this as "differential undercount."

Moreover, compounding the problem is that while the census has become more inaccurate in depicting the various measurable characteristics of the American people, the cost of conducting a complete census is escalating sharply.

In response to these trends it is my understanding that Congress in the past has authorized several studies of the twin problems of census accuracy and cost effectiveness by panels of nationally recognized experts who have concluded:

1. That it is fruitless to continue trying to count every last person with traditional census methods or physical enumeration and that throwing more money into these methods will not improve the census coverage or data quality.

2. That it is possible to improve the accuracy of the census count by reducing the emphasis on traditional enumeration and utilizing validly obtained statistical estimates of those numbers and population characteristics not directly enumerated or missed.
3. That with the implementation of statistical enumeration in order to produce a complete count, a reengineering of the census procedures and operations could effectuate a substantial cost savings while census accuracy is improved.

Consequently, with the foregoing in mind, I submit that it is important to the South Florida Asian American community that a valid and complete census be undertaken in the year 2000, one which will fairly and accurately depict this growing community.

In Florida, it has been reported that the Asian/Pacific Islander population of the state has risen to approximately 253,100 people in 1997 which moved Florida up in rank from the 9th largest Asian/Pacific Islander population to the 8th largest among the 50 states. This would represent a reported Asian/Pacific Islander population rise of over 96,600 people from 1990 to 1997, if these numbers are accurate.

According to statistics issued by the U.S. Census Bureau relating to the 1990 census with respect to the State of Florida, the percentage of undercount by race varies from 1.6% to 5.3% with Asian/Pacific Islanders undercounted by 1.8%. These percentages represent a net total undercount in Florida of 259,829 people of all races and ranges from a high of 165,860 to a low of 1,039 with approximately 2,880 Asian/Pacific Islanders going uncounted. To gauge this impact on South Florida, the region's four most populous cities, Miami (18,831), Hialeah (9,444), Fort Lauderdale (3,310), and Hollywood (1,766) account for 33,351 people who were not counted in the last census.

The magnitude of this undercounting has resulted in the shortchanging of federal funds directed to Florida to attend to and provide for the needs of our schools, roads, health facilities, housing, and other important services not just to Asian/Pacific Islanders in Florida but to all Floridians regardless of race or ethnicity.

I would submit that a variety of factors have contributed to the undercounting in the South Florida Asian American community including the following:

1. a misunderstanding of the importance of the Census and apathy towards participation;
2. a distrust or suspicion of the government's need to obtain accurate and complete census information;
3. a lack of English language skills to understand and complete the census; and
4. a low response to census solicitations due to work/time demands.

With respect to the Asian American community, I would urge that efforts be heightened to increase educational efforts in the community prior to the actual taking of the census to increase census awareness. This may be accomplished through the use of native language circulars, phamplets, notices, or fact sheets and P.S.A.s explaining the census and the questions asked and encouraging participation with distribution through the local ethnic press, community based organizations, churches, libraries, and other distribution channels. I would urge that consideration be given to fund this educational effort to support local community based organizations and other information providers. Based upon the sufficiency of the response obtained in the course of the official enumeration, then other methods could and should be utilized to supplement the responses.

In closing, I would urge that sampling be permitted as a means of insuring that each of our communities receive its fair and just share as the year 2000 census is conducted. For the Florida Asian American community, an accurate count in the year 2000 census will underscore the fact that my community is an important part of the greater South Florida community, one which deserves equal consideration and respect, deserves the opportunity to participate in discussions and decisions that will ultimately impact the community. Hopefully, the days when the Asian American community were ignored and considered statistically insignificant by public officials, denied the opportunity to participate, and shut out from the decision making processes will become merely an ugly aberration in the American dream where we are equal partners in the democratic processes and where there truly is liberty and justice for all. Thank you for your consideration and deliberations on this important matter to all Floridians.

Mrs. MEEK. And I have one other comment and it has to do with something that Marleine said. It concerned me in the early beginnings when our ranking member who is over the Census Democratic Caucus, when we were talking to the Office of Management and Budget about the proposed changes to the way that the data is collected. If you remember, there was quite a discussion on this, particularly on race and ethnicity, in that there were many who said let us just retain the existing classifications, let African-Americans or blacks be blacks. And there were others who said, do not limit them to identifying with one racial category because what that does—and the Office of Civil Rights had a lot to say about this—in that the question is there is a Tiger Woods syndrome out there. There are many Tiger Woods in this country. They may be black but they may have some white or they may be Chinese and they have some other things. And the census now is going to allow them to identify with whatever racial category they feel they should.

Now my questions is, will this particular approach dilute the actual number of minorities in this country, in that there are some white mixed with black and some Asian mixed with black, and when the census comes around and they ask that question, they will not be able to say either/or or both, according to what I understand. Now my question to the civil rights people in this group, most of the civil rights that you get in this country is based on case law, what has happened in the courts. And if you come up—and we have Professor Moreno out there, who is an academician—when they come to court, there may not be any case law on whether Marleine has really been discriminated against because she may be identified only as a Haitian, or she may be identified as a Tiger Woods, who is both black and what, Filipino or whatever. My question to him is will this dilute Marleine's ability to get into the courts and have case records to show that discrimination has existed against this group. And I know you can answer that. You had better.

Mr. MORENO. No, I mean I think there is a real danger. I think you are absolutely right, Congresswoman, I think there is a real danger. The importance of classification should have been made clear in the 1970's when Hispanic was not put down as a classification and there was a tremendous undercount of Hispanics in the 1970 census, which they did not recover until the 1980's. And I think there is a real danger with those kinds of categories. I think the murkier you make the categories, the more ambiguous you make the categories—a lot of Hispanics do not like the word Hispanic, they would prefer Latino or some other designation. But the truth is you settle for however uncomfortable it is, but as long as it is clear. I think the murkier you make it, you are absolutely right, it is going to make it harder in terms of funding, it is going to make it harder in terms of case law. And something that I was very much involved in, it is going to make it harder in terms of voting rights challenges to districting.

You remember, Congresswoman, you were the first African-American elected from Florida since Reconstruction.

Mrs. MEEK. I remember, yes.

Mr. MORENO. And it took a full blown section 2 challenge to get you there.

Mrs. MEEK. Absolutely.

Mr. MORENO. So I think that is the real danger. And where I would be more concerned actually is the voting rights challenges.

Mrs. MEEK. All right, thank you.

In addition to the other people I mentioned, you know, this is my turf, Mr. Chairman, and I have to mention these people who are out there who will perhaps send you letters, you and the ranking member will perhaps get lots—or at least staff will—additional comments. Emilio Lopez, who represents a very large Puerto Rican community is out there and I am sure Professor Moreno and the rest of you realize that they will be coming back. Because I think Marleine gave a very, very excellent description of what is going on in the Haitian community, and each of you did.

And I am so glad we were able to reach out and get the kind of representation we have and, of course, we have to depend on people like Mr. Stokesberry to really, really put this challenge—I did not realize—I am like the ranking member, I did not realize there was so much dynamics to each one of these areas that we talked to each one of you, and I appreciate so much your being here and I want to thank the chairman for allowing me the time. I am not a member of this committee, but they knew not to come to Miami unless they invited me to come up here and sit. [Laughter.]

Thank you very much.

Mr. MILLER. Thank you, Carrie.

We are going to have to conclude here in a very, very few minutes, but we have time for one short question from each of the members of the panel. There are some other people that wish to have some input in here, and I know I have seen the gentleman's hand up there.

VOICE. I would like to make a suggestion. The next time you have a meeting like this, these people are really good, I congratulate you, you should have at least 30 minutes after the presentation to allow the public who are also interested to make a presentation or ask any questions, to be able to be heard.

Mr. MILLER. I appreciate that advice, maybe we could work that out at the next time we have a hearing.

I know Congresswoman Meek, when she and her staff put together, had a lot more people she would have liked to have in, but because of the limited time and ability, we tried to get the best cross section there. So I think it was a good suggestion.

I will be accepting statements that I will include in the record, so if someone wants to submit it to the committee, if you have a question, there are several staff members—you will have 2 weeks to get it in. And we will also have the provision that some of us may send some written questions out and if you have a chance, I hope you will answer them.

We have a few minutes left and each of us will take one quick question. Let me ask a question. How many of you all have been working with the Census Bureau in any way so far this year, on this decennial issue?

Ms. SUMMERS. The Dade County Homeless Trust has, they have been asked for input. That is our public sector partner, and they have provided extensive input on homeless counting.

Mr. MILLER. How about Mr. Stokesberry, how have you been involved?

Mr. STOKESBERRY. I have been personally involved with members of the Bureau who have solicited me for people to serve as enumerators.

Mr. MILLER. OK. Ms. Jones, you mentioned they had contacted you for some——

Ms. JONES. Yes, our office, we serve one of the Commission districts and they wanted some of the minority contacts we had in our office and we provided that information.

Mr. MILLER. OK. There is this Complete Count Committee they are trying to organize, and I think the mayor, it was just announced, just organized it as of Monday of this week. So I know they are going to wait the input of the Haitian community and all the communities here, if possible.

I am impressed that the Haitian community has taken it on their own initiative to get involved and ask for specifics. I was very impressed with your presentation because you not only identified the problems, you also gave us some suggestions and all that, and I very much appreciate that.

We will have a quick question from each of the other two Congresspersons here today.

Mrs. MALONEY. I first of all want to thank you, Mr. Chairman, and my colleague and friend Carrie Meek, who has the great ability of hitting the main point very strongly.

And I would like to elaborate very briefly on the point that she raised, because even before he came on as the chairman of the committee, this committee has been through various transformations in the last year and I understand when we go back, we are going to be moved someplace else. But at one point we had a series of hearings on the categories of race, and it was very hotly debated and there was a special task force assigned because civil rights is just basic and we want to protect them. And what they came back with, which has been accepted by many people, is that an individual can check as many categories as they wish, but for purposes of compiling data, that which is the smallest minority in the country will be the one that becomes the data base. For example, if I would check white and black, I would be counted black, because that is a smaller constituency. If I were to check black and Haitian, I would be counted as Haitian, yet you could count the Haitian, but the total number of blacks would be listed in the country.

So it was a way of maintaining the civil rights base, but allowing individuals to express their unique heritage. So I hope that that clarifies a little bit. And most testimony believed that it would not in any way undermine the data needed for a solid civil rights cases that are basic to our country.

I just want to say that I thought you were terrific, and as Carrie pointed out, there are many more terrific groups in the Miami family that are here today who would have liked to have been with the panel. We will certainly read all of your testimony, the chairman

said the case will be open for 2 weeks, so we welcome your input as well.

It has been a great pleasure to be here and you have really added a tremendous input into making our jobs better able to respond to the needs in the Census Bureau. I just thank you.

Mr. MILLER. Congresswoman Meek.

Mrs. MEEK. Mr. Chairman, I will quickly add that the Hispanic Caucus of the Congress and the Black Caucus of the Congress have worked under the supervision or tutelage of our ranking member there and we have done a lot in terms of grassroots strategies and working with the Census Bureau and the Department. We have met with Young and Rubicam and we have given them fits because we know that the Congress has appropriated all that money but it is very difficult to get one of your people hired, it will be very difficult, Dr. Moreno, for you to recommend a Hispanic group here that can do the media, it will be very difficult for you to get a Haitian group, be very difficult. Right now, as much pressure as we put on them, the message is not getting to them. We have the big companies out of Mrs. Maloney's district and she knows who they are, they are big people. And we have visited them, both the Hispanic and the Black Caucus. And we said to them we have suitable contractors in our areas throughout the country. We want them to get some of the business. We have said the same thing to the drug people. They still are not hearing us.

So I think the strong message I want to send here today is that this is local stuff. You will never get the count that you want if you are dealing with the kind of messages the big media companies send out. They really have not gotten it, they do not get it. They do not have it yet. And until we are able to do that, I am hoping we will get all the cooperation we have gotten from Mrs. Maloney and you too, Mr. Chairman, because we want to say to Young and Rubicam we want that count at the neighborhood level. And if you do not have sampling, you doggone sure better have some other things out there that are going to make up for some of the things we are talking about. It is just common sense, but unless the money—there is enough money—the chairman will not like my saying this, so he can take me off the record if he wants to—but the government has put enough money in the census to do the job that we are talking about, there is enough money there. I must give this credit to the Republicans, they have put a lot of money, more than the President asked for. I do not often give them credit, but I am giving them credit for having funded the census, even better than the President requested. And we want that money used, we want it used to get an accurate count.

Thank you, Mr. Chairman.

Mr. MILLER. Thank you, Congresswoman Meek. Thank you again for making it possible to have the hearing today and helping us find witnesses that provided such good input.

We just have a housekeeping thing before we adjourn. In case there are any additional questions Members have for witnesses, I ask unanimous consent for the record to remain open for 2 weeks

for Members to submit questions for the record and the witnesses to submit written answers as soon as practical. Without object, so ordered.

I also ask unanimous consent that all Members and witnesses' written opening statements be included in the record, along with any extraneous material. Without objection, so ordered.

On behalf of the subcommittee, I would like to thank everybody once again. Feel free to contact our offices or through Congresswoman Meek's office with any other suggestions or advice. We are moving ahead on this, 15 months from today the census forms go in the mail and we need to make sure we have the most accurate census in history. And we are going to work toward that goal.

Thank you all very much.

Mrs. MEEK. Mr. Chairman, I know——

Mr. MILLER. Congresswoman Meek.

Mrs. MEEK. The Alliance for Aging, under Mr. Stokesberry, is having a reception immediately after this in the atrium on the third floor. So all of you are invited to attend. That is Miami hospitality.

Mr. MILLER. Meeting adjourned.

[Whereupon, at 4:52 p.m., the subcommittee was adjourned.]

[Additional information submitted for the hearing record follows:]

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ONE HUNDRED FIFTH CONGRESS

# Congress of the United States

## House of Representatives

COMMITTEE ON GOVERNMENT REFORM AND OVERSIGHT

2157 RAYBURN HOUSE OFFICE BUILDING

WASHINGTON, DC 20515–6143

MAJORITY (202) 225–5074
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TTY (202) 225–6852

December 22, 1998

Congresswoman Carrie Meek
U.S. House of Representatives
Washington, DC 20515

Dear Congresswoman Meek: Carrie

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. During your testimony, you proposed a number of questions to the Census Bureau. I would like you to give us your answers to those same questions. With regard to eliminating or at least reducing the undercount, is the use of statistical methods known as sampling the most accurate methodology the Bureau can use in order to get an accurate count of the hardest-to-reach populations in our country?

2. On the issue of race and ethnicity, in 2000, the Bureau intends to retain existing classifications, but it will no longer limit respondents to identifying only one racial category. Will this approach dilute the reported totals for specific minority groups and will that dilution have a disparate impact on black Americans?

3. As you know, 70 percent of those missed in the 1990 census were in households that were enumerated. The Bureau has redesigned the short form to make it more respondent friendly. However, we have heard concerns that some questions on the short form still may prevent respondents from answering questions accurately. For example, some people do not want to state that they are living as an unmarried couple. Can you comment on whether you have any such concerns? Will this "new" form ensure an accurate count?

4. I understand that there is a large homeless community in your district and that recently a new homeless shelter was built on the South end. Can you tell us what happened the first day the shelter opened? Is there any realistic way you think the Bureau can count all of the homeless in your district using what some people call "traditional" methods?

5. I understand that every day many immigrants come to live in your district. A larger number of these immigrants move into homes with family and friends already living in your district. These immigrants may or may not have the proper immigration documents. As you stated on many occasions, the Constitution calls on us to count all people, not all citizens. Do you believe that the so-called "traditional" methods can reach these new immigrants?

6. Can you tell us how your district is adversely affected by the differential undercount? Specifically, are there agencies and organizations in your district which are building highways, schools, bridges, etc., that you know are not getting the federal dollars that they deserve?

7. You have been a leader in Congress trying to ensure that persons receiving food stamps, welfare benefits, and other types of assistance from the Federal Government are not penalized in those benefits if they are hired as temporary census workers. Are you planning to introduce legislation in the 106th Congress on this issue?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official record of the December 10, 1998, hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

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BERNARD SANDERS, VERMONT
INDEPENDENT

December 22, 1998

Ms. Opal Jones
Chief of Staff
County Commissioner
19222 N.W. 89th Avenue
Miami, FL 33018

Dear Ms. Jones:

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have additional questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. The Census Bureau is making an effort to hire people who are part of the group known as the hardest to enumerate, typically Hispanics, Blacks, American Indians, the Homeless, the Elderly. How can the Census Bureau reach out to those people for employment purposes, and do the organizations which you represent provide job placement assistance?

2. Many people in the hardest to enumerate populations have a general distrust of the Federal Government. Can you suggest ways the Census Bureau can alleviate their fears and concerns?

3. The Census Bureau enumerators hand out privacy notices when they visit households. Is that enough?

4. An important part of the Census Bureau's outreach/promotion efforts for the 2000 Census are the Complete Count Committees established by local governments. The Census Bureau expects the committees to form subcommittees to reach traditionally undercounted groups; sponsor promotional events; and obtain local media coverage.

During the dress rehearsals, GAO consistently heard from local officials associated with the Committees that they lacked the human and financial resources to promote the census.

A. We heard today that a Complete Count Committee was created for Miami. Has a Complete Count Committee been created for Dade County?

B. What expectations has the Census Bureau set for the Committee? Specifically, what expectations were set regarding staffing, funding, and outreach activities?

C. In your opinion, are the Census Bureau's expectations reasonable/achievable? If not, how would you change them?

D. What more can the Census Bureau do to facilitate the outreach effort in Miami, Dade County, and Florida?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official record of the December 10, 1998, hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

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December 22, 1998

Ms. Marleine Bastien
Commission on the Census 2000
Haitian-American Grassroots Coalition
710 N.E. 152nd Street
North Miami Beach, FL 33162

Dear Ms. Bastien:

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have additional questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. The Census Bureau is making an effort to hire people who are part of the group known as the hardest to enumerate, typically Hispanics, Blacks, American Indians, the Homeless, the Elderly. How can the Census Bureau reach out to those people for employment purposes, and do the organizations which you represent provide job placement assistance?

2. Many people in the hardest to enumerate populations have a general distrust of the Federal Government. Can you suggest ways the Census Bureau can alleviate their fears and concerns?

3. The Census Bureau enumerators hand out privacy notices when they visit households. Is that enough?

4. An important part of the Census Bureau's outreach/promotion efforts for the 2000 Census are the Complete Count Committees established by local governments. The Census Bureau expects the committees to form subcommittees to reach traditionally undercounted groups; sponsor promotional events; and obtain local media coverage.

During the dress rehearsals, GAO consistently heard from local officials associated with the Committees that they lacked the human and financial resources to promote the census.

A. We heard today that a Complete Count Committee was created for Miami. Has a Complete Count Committee been created for Dade County?

B. What expectations has the Census Bureau set for the Committee? Specifically, what expectations were set regarding staffing, funding, and outreach activities?

C. In your opinion, are the Census Bureau's expectations reasonable/achievable? If not, how would you change them?

D. What more can the Census Bureau do to facilitate the outreach effort in Miami, Dade County, and Florida?

5. In your opinion, does the Census Bureau's design for the 2000 census include a sufficient amount of time and resources to promote the census in the Haitian Community?

6. You testified that having a specific classification in the 2000 census to identify Haitians could help reduce the undercount of the Haitian population. Could you expand on your statement, the Subcommittee is interested more about how this would help improve the accuracy of the Haitian count?

7. Has your group or any other group representing Haitian Americans approached the Census Bureau about including a category for Haitians and what was the Bureau's response?

8. Has anyone for the Census Bureau approached you group about getting ideas for improving the methods used for counting the Haitian population?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official

record of the December 10, 1998, hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

January 11, 1999

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census
Rayburn House Building, B-350
Washington, DC 20515-6143

Honorable Carolyn Maloney:

I commend you for your efforts to make Census 2000 a "fair and true count" for all, and for your special interests in the hardest to enumerate populations. I 'm certain that with your committment and dedication, we will be able to improve the accuracy of the upcoming census. Here are some answers to the questions listed in your letter:

1. The Census Bureau is making an effort to hire people who are part of the group known as the hardest to enumerate, typically Hispanics, Blacks, American Indians, the Homeless, the Elderly. How can the Census Bureau reach out to those people for employment purposes, and do the organizations which you represent provide job placement assistance?
A. The best way for the Census Bureau to hire people who are part of the groups known as the hardest to enumerate is to do it through churches , community agencies, civic and grassroots organizations, and adult community schools.

The Haitian-American Grassroots Coalition is a community based organization made up of 13 local organizations in South Florida and affiliates in other metropolitan areas. Many of these affiliates are community based and grassroots organizations that provide job placement assistance. Through the census committee that I'm chairing, the Census Bureau can access available resources to recruit and hire a local workforce that represents the specific and cultural needs of hard to reach populations.

2. Many people in the hardest to enumerate populations have a general distrust of the Federal Government. Can you suggest ways the Census Bureau can alleviate their fears and concerns?
A. Generally, these groups fear the Federal Government because of past political experiences in their country of origin and the negative treatment they received upon arrival in the United States. In order to alleviate their fears and concerns, the Bureau must conduct an aggressive and sustained educational campaign in these communities before and during the census process while using people these groups trust and relate to. The Census must rely on radio and TV appeals made by known community members, visit churches, and also local schools to educate children and parents about the importance of the census. Printed materials, including brochures and posters which will be used to reach out to the Haitian population should also be made available in Creole. **Most importantly, it must stress the importance of confidentialy in the entire process and convince people that collected information and data will solely be used to get an accurate count. They must feel confident that the "counting process" has nothing to do with immigration or any law enforcement agency.**

3. The Census Bureau enumerators hand out privacy notices when they visit households. Is that enough?

A. It is not enough to hand out privacy notices .Because of the specific needs of hard to reach populations, this procedure must be preceded by an elaborate educational campaign. During the 1990 census for example, many Haitian families were so afraid, they refused to let census takers in to receive information and the applications. That's why the educational campaign is so vital! Additionally, census takers must be well trained and able to develop a trusting relationship with household members. They need not only be able to speak Creole, but they must also possess the emphatic and interviewing skills which will allow them to build the trust needed to facilitate understanding and foster cooperation. The Census Bureau can use the expertise of Grassroots Coalition and community based organizations to train census takers.

4. An important part of the Census Bureau's outreach/promotion efforts for the 2000 Census are the Complete Count Committees established by local governments. The Census Bureau expects the committees to form subcommittees to reach traditionally undercounted groups; sponsor promotional events; and obtain local media coverage. During the rehearsals, GAO consistently heard from local officials associated with the Committees that they lacked the human and financial resources to promote the census.

A. We heard to day that a Complete Count Committee was created for Miami. Has a Complete Count Committee been created for Dade County.?

B. What expectations has the Census Bureau set for the Committee? Specifically, what expections were set regarding staffing, funding, and outreach activities?

C. In your opinion, are the Census Bureau's expectations reasonable/achievable? If not, how would you change them?

D. What more can the Census Bureau do to facilitate the outreach effort in Miami, Dade County, and Florida?

A. The Census Count Committees are very important and really shape the non-mandated activities and programs around the census. The groups that are traditionally undercounted are virtually never placed on this committee, and thus, never participated in making decisions on how to effectuate an accurate count for their particular groups. The only information that I have about the Complete Count Committee is that it is usually staffed by local officials. Unfortunately, no one has yet approached us to take part in that committee , though we are presently seeking additional information as to how to partake in that process. We certainly welcome any advice or help you can give in that area. At this time, we defer to comment on the Census Bureau's expectations or plan for the committee because we lack appropriate information on the matter. However, it is our opinion that the Census Bureau can do more to facilitate the outreach effort in Florida by reaching out to local community groups as early as possible in 1999 and to put out sufficient resources to promote local media advertising and special education programs. It is important that the Census eliminate the legal barriers that prevent many low income, older people and immigrants from applying for census jobs.

5. In your opinion, does the Census Bureau's design for the 2000 census include a sufficient amount of time and resources to promote the census in the Haitian Community?

I testified at the hearing that Haitian-Americans reportedly had a 45-50% undercount. This figure was based on a post census research conducted by Dr. Alex Stepick, a Sociology Professor at Florida International University. I gave several reasons for the undercount, including, immigration status, housing arrangement, lack of communication and information, however the lack of available resources to implement a sound education program played a major role. The Haitian-American Grassroots Coalition took the initiative to form the Census Committee to assist the Census Bureau and work diligently to diminish the undercount in the census 2000. Thus far, I'm not aware of a specific plan targeting the Haitian-American community. I know that a Regional Coordinator : Mr. Frantz Jean-Louis has been hired, but knowing the scope of the problem and challenges facing the Haitian community in Florida, I'm certain that he will only be able to touch the "tip of the iceberg". I recommended that the use of radio and television programs, as well as major newspapers to disseminate information to this needy population. Implementing such a program requires adequate planning and sufficient allocations of funds to guarantee success! It is my opinion that this campaign will be a failure if it relies only on 30 seconds "predone commercials " to give out information in the hardest to enumerate popullations. The Census Bureau must use the expertise of grassroots, community based, and church organizations to launch a comprehensive, culturally sensitive, and intensive education campaign as soon as possible , to start building community understanding and support. It will also be helpful to establish local monitoring systems/programs where community members can either come to complete applications if they are not comfortable of letting census takers in their homes, or to provide feedback or partake in the census process.

6. You testified that having a specific classification in the 2000 census to identify Haitians could help reduce the undercount of the Haitian population. Could you expand on your statement, the Subcommittee is interested more about how this would help improve the accuracy on the Haitian count?

We, in the Haitian community truly believed that the census categories ought to be reflective of the demographic changes which have transformed the U.S. landscape for the past 30 years. The inclusion of a specific classification under Blacks in the census to identify Haitian-Americans will help reduce the undercount of the Haitian population for the following reason.

1. Haitians have always been lumped under "African Americans". Consequently, we have been unable to respond to the specific needs of that population because we just don't know how many are there.....in the school systems, in state custody, in the criminal justice system etc. This uncertainty has prevented us from developing short term and long term plans to solve the numerous problems that the community has confronted. As a result of the counting process, allocation of funds at the local and state level have been very limited . Haitians would be encouraged to partake in the census process if they know that their participation will directly impact on issues like federal allocation, and district reapportionment. Haitians are the second largest group in South Florida after Cubans, however, we have no representation yet at the local

or state level.
This is how we hope the classification will read:
Blacks:
a. African Americans
b. Haitian-Americans

7. Has your group or any other groups representing Haitian-Americans approached the Census Bureau about including a category for Haitians and what was the Bureau's response.?

The Service Employee International Union (SEIU) has met with the Census Bureau's representatives several times during the course of last year (1998) to address this issue. They were advised that the census forms to be used during census 2000 have already been completed and that at this point, it was too late to create another sub-category.

8. Has anyone for the Census Bureau approached your group about getting ideas for improving the methods used for counting the Haitian population?

Yes, Mr. Frantz Jean-Louis.

Again, Thank you!

In Unity,

Marleine Bastien, LCSW
Chairperson
Haitian-American Commission on the Census 2000

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ONE HUNDRED FIFTH CONGRESS

# Congress of the United States

## House of Representatives

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BERNARD SANDERS, VERMONT
INDEPENDENT

December 22, 1998

Dr. Dario Moreno
Associate Professor
Department of Political Science
Florida International University
DM 483 University Park
Miami, FL 33199

Dear Dr. Moreno:

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have additional questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. The Census Bureau is making an effort to hire people who are part of the group known as the hardest to enumerate, typically Hispanics, Blacks, American Indians, the Homeless, the Elderly. How can the Census Bureau reach out to those people for employment purposes, and do the organizations which you represent provide job placement assistance?

2. Many people in the hardest to enumerate populations have a general distrust of the Federal Government. Can you suggest ways the Census Bureau can alleviate their fears and concerns?

3. The Census Bureau enumerators hand out privacy notices when they visit households. Is that enough?

4. An important part of the Census Bureau's outreach/promotion efforts for the 2000 Census are the Complete Count Committees established by local governments. The Census

Bureau expects the committees to form subcommittees to reach traditionally undercounted groups, sponsor promotional events, and obtain local media coverage. During the dress rehearsals, GAO consistently heard from local officials associated with the Committees that they lacked the human and financial resources to promote the census.

A. We heard today that a Complete Count Committee was created for Miami. Has a Complete Count Committee been created for Dade County?

B. What expectations has the Census Bureau set for the Committee? Specifically, what expectations were set regarding staffing, funding, and outreach activities?

C. In your opinion, are the Census Bureau's expectations reasonable/achievable? If not, how would you change them?

D. What more can the Census Bureau do to facilitate the outreach effort in Miami, Dade County, and Florida?

5. In your written testimony, you mentioned your concerns with a 10 percent statistical sampling. Although I agree with you that the Bureau should be sensitive to the needs of non-English speakers, I want to ensure that you understand the Census Bureau's plan. The Census Bureau intends to mail census forms to all known households. The Bureau will then do a door-to-door enumeration of nonresponding households (those which do not return the form by mail) ensuring that it has responses from 90 percent of all known households. The remaining ten percent of households then will be estimated based on the 90 percent number. Are you aware that the Bureau is doing a 90 percent sample, not a 10 percent sample?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official

record of the December 10, 1998, hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

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ONE HUNDRED FIFTH CONGRESS

# Congress of the United States

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BERNARD SANDERS, VERMONT
INDEPENDENT

December 22, 1998

Mr. John Stokesberry
Director
Area Alliance for Aging
9500 South Dadeland Blvd.
Suite 400
Miami, FL 33156

Dear Mr. Stokesbury:

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have additional questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. Many people in the hardest to enumerate populations have a general distrust of the Federal Government. Can you suggest ways the Census Bureau can alleviate their fears and concerns?

2. The Census Bureau enumerators hand out privacy notices when they visit households. Is that enough?

3. An important part of the Census Bureau's outreach/promotion efforts for the 2000 Census are the Complete Count Committees established by local governments. The Census Bureau expects the committees to form subcommittees to reach traditionally undercounted groups; sponsor promotional events; and obtain local media coverage. During the dress rehearsals, GAO consistently heard from local officials associated with the Committees that they lacked the human and financial resources to promote the census.

   A. We heard today that a Complete Count Committee was created for Miami. Has a Complete Count Committee been created for Dade County?

B. What expectations has the Census Bureau set for the Committee? Specifically, what expectations were set regarding staffing, funding, and outreach activities?

C. In your opinion, are the Census Bureau's expectations reasonable/achievable? If not, how would you change them?

D. What more can the Census Bureau do to facilitate the outreach effort in Miami, Dade County, and Florida?

4. You urged Congress to approve legislation introduced by Representative Meek that would waive certain income limits for recipients of federal benefits who serve in temporary positions during the census. What effect would passage of this legislation have on the Census Bureau's recruiting effort in the Miami-Dade County area?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official record of the December 10, 1998, hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

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BERNARD SANDERS, VERMONT
INDEPENDENT

December 22, 1998

Ms. Lynn Summers
Executive Director
Community Partnership for Homeless
1550 North Miami Avenue
Miami, FL 33136

Dear Ms. Summers:

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have additional questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. The Census Bureau is making an effort to hire people who are part of the group known as the hardest to enumerate, typically Hispanics, Blacks, American Indians, the Homeless, the Elderly. How can the Census Bureau reach out to those people for employment purposes, and do the organizations which you represent provide job placement assistance?

2. Many people in the hardest to enumerate populations have a general distrust of the Federal Government. Can you suggest ways the Census Bureau can alleviate their fears and concerns?

3. The Census Bureau enumerators hand out privacy notices when they visit households. Is that enough?

4. To ensure that the homeless have the opportunity to be included in the 2000 census, the Census Bureau will enumerate people at places such as shelters and soup kitchens on

April 3 and April 5, 2000. The Census Bureau will visit sites identified by local officials, advocacy groups, and community-based organizations.

A. Do you think that two days is enough time to obtain an accurate count of the homeless living in Dade County?

B. How helpful has the information collected on the homeless in the 1990 census been to local government and community service organizations in planning and providing services to the homeless?

C. If you were an advisor to the Census Bureau, what suggestions would give the Census Bureau to assure an accurate count of the homeless, not only here in Dade County, but across the country? What specific ideas do you have for improving how the homeless get counted?

5. An important part of the Census Bureau's outreach/promotion efforts for the 2000 Census are the Complete Count Committees established by local governments. The Census Bureau expects the committees to form subcommittees to reach traditionally undercounted groups; sponsor promotional events; and obtain local media coverage. During the dress rehearsals, GAO consistently heard from local officials associated with the Committees that they lacked the human and financial resources to promote the census.

A. We heard today that a Complete Count Committee was created for Miami. Has a Complete Count Committee been created for Dade County?

B. What expectations has the Census Bureau set for the Committee? Specifically, what expectations were set regarding staffing, funding, and outreach activities?

C. In your opinion, are the Census Bureau's expectations reasonable/achievable? If not, how would you change them?

D. What more can the Census Bureau do to facilitate the outreach effort in Miami, Dade County, and Florida?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official

record of the December 10, 1998, hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

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# Congress of the United States

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December 22, 1998

Ms. Kelly C. Mallette, Policy Advisor
Office of Mayor Joe Carollo
3500 Pan American Drive
Miami, FL 33133

Dear Ms. Mallette:

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have additional questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. Has your jurisdiction appropriated any money, or does it have any plans to appropriate money, to supplement the Census Bureau's efforts during the 2000 Census?

2. If the undercount is eliminated, or at least significantly reduced, for the State of Florida in the 2000 Census, do you know if Florida would gain more seats in the U.S. House of Representatives? What would be the impact of more accurate numbers on the State legislature?

3. The Census Bureau is making a major effort to hire people from welfare to work on the 2000 census. Unfortunately, in some states, taking a temporary position with the Census Bureau can cost an employee certain benefits such as health care. In addition, these workers, once the temporary employment ends, have to wait up to six months for their benefits to be reinstated. Could you explain Florida's welfare laws with regard to temporary employment?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official

record of the December 10, 1998, hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

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BERNARD SANDERS, VERMONT
INDEPENDENT

December 22, 1998

Ms. Gwen Margolis, Chairperson of the Board
Board of County Commissioners
Stephen P. Clark Center
111 N.W. 1st Street, Suite 220 & 320
Miami, FL 33128

Dear Ms. Margolis:

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have additional questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. Has your jurisdiction appropriated any money, or does it have any plans to appropriate money, to supplement the Census Bureau's efforts during the 2000 Census?

2. In your written statement you state that in 1990 over 70,000 Miami-Dade County residents (3.7 percent of the County's population) were missed. Can you estimate what affect the undercount had on federal funding to the city of Miami, Dade County, or Florida? How much per person in federal money comes to the city of Miami, Dade County, and Florida?

3. In your written statement you say that more than 2 million people live in the Miami-Dade area. What is the current population estimate of the number of Hispanics, Blacks, and other minorities in Miami, Dade County, and Florida? What was it according to the 90 Census?

4. In your statement you say that Mayor Panelas created a Census 2000 Complete Count Committee to address the undercount issue and that the Committee is working with the

Census Bureau. Would you please describe what the Committee is doing to address the undercount issue?

5. If the undercount is eliminated, or at least significantly reduced, for the State of Florida in the 2000 Census, do you know if Florida would gain more seats in the U.S. House of Representatives? What would be the impact of more accurate numbers on the State legislature?

6. The Census Bureau is making a major effort to hire people from welfare to work on the 2000 census. Unfortunately, in some states, taking a temporary position with the Census Bureau can cost an employee certain benefits such as health care. In addition, these workers, once the temporary employment ends, have to wait up to six months for their benefits to be reinstated. Could you explain Florida's welfare laws with regard to temporary employment?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official record of the December 10, 1998 hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

SENATOR GWEN MARGOLIS
CHAIRPERSON

Board of County Commissioners
METROPOLITAN DADE COUNTY - FLORIDA
METRO-DADE CENTER
111 N. W. FIRST STREET, SUITE 230
MIAMI, FLORIDA 33128-1963
(305) 375-5128

January 12, 1999

Honorable Carolyn B. Maloney
Ranking Minority Member
House Subcommittee on the Census
2157 Rayburn House Office Building
Washington, D.C. 20515

Dear Congresswoman Maloney:

Thank you for holding a field hearing of the Subcommittee on the Census in Miami-Dade County and for providing me the opportunity to testify of behalf of the Board of County Commissioners. Below are responses to your written questions.

No cash appropriation was set aside in the County FY98-99 budget. However, Miami-Dade County is currently planning to provide a number of in-kind services in support of the 2000 Census, including but not limited to: office space for two Census Bureau employees, the use of communication equipment, and the availability of county meeting rooms for Block Canvassing Training.

It is estimated that the federal help for Miami-Dade County is undercut by about $2.2 million per year as a result of undercounting the number of residents in the area. The figure is based on funds that come directly to county agencies on an estimate of $32 of federal help per person, per year. Furthermore, as census information is updated on a ten-year cycle, the overall impact may be as high as $22 million on that ten-year cycle. These estimates do not include the impact federal assistance that is received as pass-through the State of Florida, nor does it reflect moneys received by the Dade County Public School System, and Miami-Dade County municipalities.

For the 1990 Census, the population distribution was as follows: 369,621 Black, 953,407 Hispanic, 585,607 White and 28,459 Other. The most recent population estimate (as of April, 1997, Bureau of Economic and Business Research, University of Florida) is distributed as follows: 426,000 Black, 1,124,000 Hispanic and 520,000 White.

The Miami-Dade County Complete Count Committee will have its first meeting January 21. Mayor Penelas welcomes the challenge of creating an environment in our community where the Census Bureau can get the best count possible. It is the Mayor's intention to work closely with the Census Bureau so that all Miami-Dade residents are made aware of the importance of an accurate count and are comfortable interacting with Bureau employees and volunteers.

With regards to your question on whether elimination of the undercount will impact the number of seats Florida gains, both the Florida Office of Economic and Demographic Research and the Senate Committee on Regulated Industries have done work on reapportionment issues. According to staff of these offices, although it is hard to predict exactly, and not knowing the population of the other 50 states which has to be factored into the 2000 apportionment, Florida would likely gain one, possibly two congressional seats (assuming a two percent undercount). Additional information requests may be directed to Mr. John Guthrie, Staff Director, Senate Committee on Regulated Industries at (850) 487-5957.

In response to your question about Florida's welfare laws, the statute does not make any particular reference to working in a temporary position. However, a temporary position is considered an "accountable" work activity and therefore, the regulations for benefits continue to apply. Being in an accountable work activity allows transitional transportation assistance, childcare, and medical care for a period of one year. In contrast, the level of food stamps benefits would be based on the household income. Finally, there is no waiting period for benefits to be reinstated once the worker is no longer employed, as long as the maximum time limit to receive benefits has not been reached. In Florida the time limit is forty-eight months.

I hope this information is helpful. Should you have any further questions, please do not hesitate to contact me.

Sincerely,

Gwen Margolis
Chairperson, Board of County Commissioners

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BERNARD SANDERS, VERMONT
INDEPENDENT

December 22, 1998

Mr. Mark Schlakman
Special Counsel to Governor Chiles
The Capitol
Tallahassee, FL 32399-0001

Dear Mr. Schlakman:

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have additional questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. Has your jurisdiction appropriated any money, or does it have any plans to appropriate money, to supplement the Census Bureau's efforts during the 2000 Census?

2. If the undercount is eliminated, or at least significantly reduced, for the State of Florida in the 2000 Census, do you know if Florida would gain more seats in the U.S. House of Representatives? What would be the impact of more accurate numbers on the State legislature?

3. In your written statement you say that more than a quarter million people were missed in Florida in 1990 (nearly 2 percent of Florida's population). You also say that the undercount affects the amount of federal funds allocated to Florida for roads, and senior citizen, Head Start and school lunch programs. Can you estimate how much in federal funding was lost for Miami, Dade County, and Florida since 1990? How much per person in federal money comes to Miami, Dade County, and Florida?

4. The Census Bureau is making a major effort to hire people from welfare to work on the 2000 census. Unfortunately, in some states, taking a temporary position with the Census

Bureau can cost an employee certain benefits such as health care. In addition, these workers, once the temporary employment ends, have to wait up to six months for their benefits to be reinstated. Could you explain Florida's welfare laws with regard to temporary employment?

5. You stated that undocumented aliens are historically one of the most difficult groups to count. No matter how much we emphasize the confidentiality of census information, this group will probably continue to avoid all contact with government officials. Do you have an estimate of the number of undocumented aliens currently living in Florida?

6. At the hearing, you indicated that you would ask Governor-elect Bush for his opinion on the use of statistical methods to help correct the persistent, differentially high, undercount of racial minorities in Florida -- Hispanics, African-Americans and American Indians. Have you done so and what is that opinion?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official record of the December 10, 1998, hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

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HAROLD E. FORD, JR., TENNESSEE

BERNARD SANDERS, VERMONT
INDEPENDENT

December 22, 1998

Mr. Merrett R. Stierheim
County Manager
Stephen P. Clark Center
Miami, FL 33128

Dear Mr. Stierheim:

Thank you for testifying at our recent field hearing in which we examined the Census Bureau's plans for the 2000 Census. The testimony you provided was informative and helpful to the Subcommittee's oversight of the census.

As you may recall, during the question and answer period of your panel, you were informed that we may have additional questions to submit for your written response. Accordingly, I request that you provide written responses to the following questions:

1. If the undercount is eliminated, or at least significantly reduced, for the State of Florida in the 2000 Census, do you know if Florida would gain more seats in the U.S. House of Representatives? What would be the impact of more accurate numbers on the State legislature?

2. The Census Bureau is making a major effort to hire people from welfare to work on the 2000 census. Unfortunately, in some states, taking a temporary position with the Census Bureau can cost an employee certain benefits such as health care. In addition, these workers, once the temporary employment ends, have to wait up to six months for their benefits to be reinstated. Could you explain Florida's welfare laws with regard to temporary employment?

Please forward your responses to the Subcommittee at B-350 Rayburn House Office Building by close of business January 11, 1999. My questions and your answers will be part of the official

record of the December 10, 1998, hearing. If you have any questions, please contact Michelle Ash at (202) 225-5420. Thank you in advance for your cooperation and assistance.

Sincerely,

Carolyn B. Maloney
Ranking Minority Member
Subcommittee on the Census

cc: The Honorable Dan Miller
Chairman, Subcommittee on the Census

MIAMI-DADE COUNTY, FLORIDA

MIAMI-DADE

STEPHEN P. CLARK CENTER

OFFICE OF COUNTY MANAGER
SUITE 2910
111 N.W. 1st STREET
MIAMI, FLORIDA 33128-1994
(305) 375-5311

January 14, 1999

Honorable Carolyn B. Maloney
Ranking Minority Member
House Subcommittee on the Census
2157 Rayburn House Office Building
Washington, D.C. 20515

Dear Congresswoman Maloney:

Thank you for the opportunity to testify before the Subcommittee on the Census and for bringing such a critical matter before the people of Miami-Dade County.

Both the Florida Office of Economic and Demographic Research and the Senate Committee on Regulated Industries have done work on reapportionment issues. According to staff of these offices, although it is hard to predict exactly, and not knowing the population of the other 50 states which has to be factored into the 2000 apportionment, Florida would likely gain one, possibly two congressional seats (assuming a two percent undercount). Additional information requests may be directed to Mr. John Guthrie, Staff Director, Senate Committee on Regulated Industries at (850) 487-5957.

In response to your question about Florida's welfare laws, the statute does not make any particular reference to working in a temporary position. However, a temporary position is considered an accountable work activity and therefore, the regulations for benefits continue to apply. Being in an accountable work activity allows transitional transportation assistance, child care, and medical care for a period of one year. In contrast, the level of food stamps benefits would be based on the household income. Finally, there is no waiting period for benefits to be reinstated once the worker is no longer employed, as long as the maximum time limit to receive benefits has not been reached. In Florida the time limit is forty-eight months.

I hope this information is helpful. Should you have any further questions, please do not hesitate to contact me.

Sincerely,

Merrett R. Stierheim
County Manager

# UNIDAD HONDUREÑA

Honduran Unity

*Confe en Dios triunfaremos.*

December 10, 1998

The Honorable Congressman
Mr. Dan Miller
Chairman of the Congressional Subcommittee
On the Census
Washington, D.C.

Dear Congressman Miller,

We appreciate notice sent by Representative Carrie Meek regarding the census field hearing.

On the behalf of the Hispanic community, in particular the Hondurans, we welcome you to South Florida.

We realize that this is a very important step, which will help you obtain valuable input for this very complicated process. There have been many faults with prior census, it is a very time-consuming process and we have been made aware of some mistakes.

We appeal to you to make this process reliable, whether sampling or conventional, and that it truly be representative of the community. That is the fundamental purpose of the census, in preparation for the challenges of the future. We need a census system that can be trusted and one which all can agree with its outcome. Mainly, we see the need to educate and provide information regarding the census so that certain groups are not overlooked.

We thank you for your great efforts on behalf of a fair system, and wish to success in your assignment. If you think we can be of assistance, please do not hesitate to call on us.

Very truly yours,

Jose Lagos
President

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