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**CITY OF SACRAMENTO**  
CALIFORNIA

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February 9, 2000

City Council  
Sacramento, California

Honorable Members in Session:

**SUBJECT: AUTHORIZATION OF \$75,000 FROM GENERAL FUND TO PARTNER WITH THE COUNTY FOR CENSUS 2000 COMMUNITY OUTREACH STRATEGY IMPLEMENTATION**

**LOCATION AND COUNCIL DISTRICT:** Citywide, Regional

**RECOMMENDATION:**

This report recommends that the City Council approve the attached resolution authorizing an appropriation of \$75,000 from administrative contingency to fund Census 2000 Community Outreach Strategy Implementation.

**CONTACT PERSON:** Gary Stonehouse, Planning Director, 264-5567

**FOR COUNCIL MEETING OF:** February 15, 2000

**SUMMARY:**

The Census Complete Count Committee has developed a local media and community outreach strategy. The Committee has received an initial state grant of \$145,000 and is receiving a commitment of \$75,000 from the County of Sacramento. This report recommends that the City match the County's \$75,000 commitment. Additional funding is also being sought from other sources.

**BACKGROUND:**

Population counts in the 1990 Census and the 1998 Census dress rehearsal found a significant segment (primarily certain ethnic and low income groups) of Sacramento's population went uncounted. It is estimated that this undercount created a statewide loss of \$2.2 billion in federal aid and possibly a

Congressional Seat. A local Complete Count Committee (CCC) has been formed with the objective to count as many of Sacramento's population as possible. The CCC includes participants from the community, business leaders, and representatives from the Census Bureau, the City and the County. A Census Kick-Off Event was held at the Crocker in early January. Subcommittees have developed media, hiring, and outreach strategies targeting the areas "hard to reach" populations. The attached Work Program (Exhibit A) describe the program in more detail.

**FINANCIAL CONSIDERATIONS:**

The CCC has established a budget of \$347,5000 to complete these efforts. The State has recently allocated \$144,995 to this effort. The County Board of Education is contributing \$42,000 and the County is expected to provide \$75,000. This report recommends that the City contribute \$75,000 to the project. Other funding is being solicited from other cities and other donors.

Funding will require a \$75,000 transfer from administrative contingency. The funds will be used to fund an agreement with the CCC to provide the services identified in the work program.

**POLICY CONSIDERATIONS:**

This report is consistent with City Council policy for the City to make an effort to achieve a complete count of its residents in the 2000 Census.

**ENVIRONMENTAL CONSIDERATIONS:**

There are no environmental considerations associated with this report.

**ESBD EFFORTS:**

No goods or services will be purchased by the City apart from its funding of CCC.

Respectfully submitted,



GARY STONEHOUSE  
Planning Director



JACK CRIST  
Deputy City Manager

RECOMMENDATION APPROVED BY:



ROBERT P. THOMAS  
City Manager

**RESOLUTION NO. 2000-068**

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF \_\_\_\_\_



**RESOLUTION AUTHORIZING AN APPROPRIATION OF \$75,000 FROM THE CITY'S GENERAL FUND CONTINGENCY**

**BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO THAT:**

1. The City's general fund contingency budget is amended as follows:

Non-departmental other program support (101-750-7110-4258)	\$75,000
Non-departmental contingency (101-710-7012-4999)	(\$75,000)

\_\_\_\_\_  
MAYOR

ATTEST:

\_\_\_\_\_  
CITY CLERK

**FOR CITY CLERK USE ONLY**

RESOLUTION NO.: \_\_\_\_\_

DATE ADOPTED: \_\_\_\_\_

		Source of Funding (Committed or Proposed)					
		% of Total	State Outreach Funds	State Media Funds	County	City	
MEDIA	\$ 230,000	66%	\$ 75,000	\$ 50,000	\$ 52,500.00	\$ 52,500.00	
CITIES	\$ 5,000	1%	\$ 5,000	\$ -	\$ -	\$ -	
CBO/CCC OUTREACH							
Asian*	\$ 18,500						
African-American	\$ 10,000						
Latino	\$ 10,000						
Slavic*	\$ 8,000						
Subtotal	\$ 46,500	13%	\$ 46,500	\$ -	\$ -	\$ -	
MATERIALS/EVENTS							
Asian*	\$ 10,000						
African-American	\$ 5,000						
Latino	\$ 5,000						
Subtotal	\$ 20,000	6%	\$ 18,495	\$ -	\$ 252.50	\$ 1,252.50	
COUNTY AUDITING/FISCAL	\$ 1,000	0.3%	\$ -	\$ -	\$ 1,000.00	\$ -	
CONTINGENCY	\$ 45,000	13%	\$ -	\$ -	\$ 22,500.00	\$ 22,500.00	
TOTAL	\$ 347,500		\$ 144,995	\$ 50,000	\$ 76,252.50	\$ 76,252.50	

**SACRAMENTO COUNTY COMPLETE COUNT COMMITTEE**  
**SPENDING PLAN FOR STATE CENSUS 2000 FUNDS**

**INTRODUCTION**

The following plan provides general information on the expenditure of State Complete Count Committee funding to the County of Sacramento and the Joint City-County Complete Count Committee ("Local CCC"). Given the dynamic nature of the census, this strategy and action plan must remain flexible. It will provide the necessary framework to coordinate activities, as well as encourage creativity during the completion of census activities.

The Census efforts of the County of Sacramento and the participating cities will be coordinated with the Sacramento office of the State Complete Count Committee. Key efforts that will require close coordination include the media campaign, community outreach, and Questionnaire Assistance Centers.

Pass-through funds will be used according to State guidelines and objectives. The County, participating cities, and the Local CCC will comply with all State guidelines for reporting and contracting.

The primary goals of this Plan are as follows:

- To increase the mail response rate by targeting efforts at the hard to enumerate population;
- To build effective partnerships with State and local government, the media, community based organizations, educators, religious leaders, business groups, and community/neighborhood groups to complete the census;
- To facilitate the hiring of census workers especially from hard to enumerate areas;
- To link local media efforts with State and U.S. Census media campaigns;
- To work closely with social service agencies to promote census jobs.

## SECTION 1 - BUDGET

Subject to further refinement and direction from the Local CCC, the County Board of Supervisors, and participating city councils, Sacramento County intends to allocate State Complete Count Committee funds as shown below. The goal will be to adhere to these spending targets. However, it is expected that this spending plan will be modified as funds are identified and as work begins, in coordination with State and Federal Census efforts and based on identified need.

<u>Area</u>	<u>Allocation</u>	<u>Pctg.</u>
Media	\$ 75,000	52%
CBOs (for outreach)	\$ 50,000	34%
CCC Outreach Activities	\$ 5,000	3%
Cities (Direct or Activities)	\$ 5,000	3%
Materials and Events	\$ 9,995	7%
<b>Total</b>	<b>\$ 144,995</b>	<b>100%</b>

Both the City and County of Sacramento are currently identifying funds to support the Census Strategy and Action Plan and to augment this budget. In January, the City Manager's Office and the County Executive will consider proposing a census funding package to their respective governing bodies.

The Sacramento County Community Development and Neighborhood Assistance Agency will maintain control of the distribution of funds to community-based organizations, cities, and other outside entities in accordance with standard practices set by the County Auditor. The County has set up a special account within the County Executive Office to manage the deposit and expenditure of these funds. There will separate tracking of State and local funds within the account.

Individual purchases for goods and services by approved representatives of the Local Complete Count Committee will be reimbursed upon submittal of receipts and/or purchased directly with approved Purchase Orders. Contract agencies must submit invoices for approved expenditures.

Under no circumstances will State funds be used to purchase any item with a life beyond the Census, including property, computer hardware or software, copy machines, furniture, or other non-consumable product. Additionally, no more than five percent of the total State allocation will be used for administration or overhead.

## SECTION 2 - STRATEGIES FOR REACHING UNDERCOUNT AREAS

Using information from the State Department of Finance and the Census Bureau, the Local CCC will identify and reach out to hard-to-enumerate areas, targeting them with special efforts to educate and motivate residents to complete their census forms. Some of these areas in the City of Sacramento include North Sacramento, the Central City, Oak Park, and Meadowview. Areas in the unincorporated area include Rancho Cordova, areas of the north and east County, and much of the south County. With the participation of the Local CCC membership, these hard-to-enumerate areas will be targeted with the strategies described in this plan, including media, community outreach, the use of community organizations, etc.

Our goal will be to increase responses in these areas from the 1990 response levels. Some of the strategies to achieve this will include:

- Work with the community to help recruit census workers, especially in hard-to-enumerate areas.
- Help with community and neighborhood outreach efforts prior to Census Day.
- Visit households that did not return the census questionnaire, especially in hard-to-enumerate areas.
- Develop special "What is in it for me" messages for targeted areas and ethnic groups. Consider information notices prior to non-response follow-up.
- Special notices and outreach activities (e.g., booths at shopping centers, business promotions, etc.) in key target areas.
- Consider special notices in routine large-scale mailings (e.g., Sacramento Municipal Utility District, City utilities, County Office of Human Assistance, etc.).
- Place notices to fill out the census questionnaire in community and neighborhood newspapers, especially in non-response target areas, and use multiple languages where needed. Use the resources of neighborhood leaders to inform the hard to enumerate population about the census.
- Consider census events/rallies before Census Day (establish a calendar of events).
- Identify Census Questionnaire Assistance Centers, especially for hard-to-enumerate areas.
- Implement the "Be Counted" campaign for low response follow-up.

- Identify key sites to enumerate the “homeless” population.

These actions will be coordinated with other strategies developed for community outreach, the media, and hiring.

### **SECTION 3 - CITY COORDINATION AND PARTNERSHIP**

In 1998 the City of Sacramento was selected as the urban area Dress Rehearsal site for the U.S. Census. Sacramento was selected because of its size, media market, and population diversity. During the dress rehearsal, the Census Bureau tested various new concepts to conduct the census. The overall objective was to establish new partnerships with local government as well as with community and neighborhood groups, social service groups and businesses in order to achieve a complete count of the population. This partnership included the City being able to help develop a Local Update of Census Addresses (LUCA) and to jointly develop a Census Partnership Plan.

This Plan was developed jointly by the City's Complete Count Committee and Census staff. The Complete County Committee was composed of over 60 people that reflected the geographic, business, ethnic/cultural, educational, and religious diversity of the City. This plan contained goals, objectives, and specific actions which helped the Census Bureau to:

- Hire people from hard to enumerate areas;
- Link hiring with Welfare to Work Programs;
- Complement the Census Bureau Media Campaign;
- Develop special community outreach efforts to raise awareness, to support testing and hiring, and to help focus fieldwork activities.

The City Council reviewed this Plan and provided comments and support. Given the importance of the dress rehearsal, City staff monitored implementation of the Plan, and provided updates to the City Council, the Census Bureau and other governmental agencies that were monitoring the dress rehearsal (e.g., the General Accounting Office, the U.S. Census Monitoring Board, and the House of Representatives Census Committee).

After the 1998 dress rehearsal was complete, the City was informed that the it was a success and that various objectives were achieved. In addition, the Census Bureau gained valuable insight and learned lessons on how to improve census operations.



## **The Year 2000 Census**

The 1998 dress rehearsal plan was used as a foundation to develop the 2000 Census Strategy and Action Plan. This plan will combine the successes and lesson learned in 1998 with new ideas and other programs that have been developed for the census. It is also designed to remain flexible in order to incorporate new ideas generated by the expanded Complete Count Committee, the State of California, and other partners that will be participating in the U.S. census. The Plan will serve to help coordinate and implement various anticipated census work activities and opportunities to support outreach, education, media exposure, hiring, and fieldwork.

For the year 2000 Census the City and County Sacramento have established a joint Complete Count Committee that reflects the diversity of the Sacramento area in term of geography, ethnic and cultural diversity, business interests, and community and neighborhood groups. This committee also includes representatives from religious organizations, educators, and social service and human assistance groups and agencies. On November 23, 1999, the Sacramento County Board of Supervisors endorsed the membership of the Committee (see attached report). Both the City Council and the Board of Supervisors have since added to that roster (see attached).

## **City Outreach**

On December 13, the Sacramento County Executive sent a letter to each of the incorporated cities that were not already participating on the Local CCC (see attached sample). Those cities include Citrus Heights, Folsom, Galt, and Isleton. In that letter, the County Executive informed the cities of the availability of state funding to maximize an accurate count and of the formation of the Complete Count Committee. He invited them to join the Local CCC or work with the County to determine a means for distributing a share of the State funds to help them.

As of December 27, the City of Galt had notified the County of its intent to participate on the Local CCC. The Cities of Citrus Heights, Folsom, and Isleton have not yet responded to the County Executive's letter. For the cities that have not responded, State CCC funding will remain the responsibility of the Local CCC, which will target their hard-to-count populations according to identified need based on historical undercount and return rate information. A more specific plan for these funds will be forthcoming.

## **Operational Structure**

On December 15, 1999, the Complete Count Committee met to consider draft goals, objectives, and actions. Their comments will be included in the implementation phase of the plan.

The Complete Count Committee is organized into the following sub-committees:

- Recruiting and Hiring
- Media
- Outreach

Each sub-committee has appointed 2-3 representatives to serve on a Steering Committee which will include representatives from City and County staff, and the Census Bureau. The Steering Committee will serve to help coordinate the activities of the sub-committees, provide policy guidance, facilitate logistical support, and help link local efforts with the State of California's Census program. The Steering Committee will also coordinate technical assistance provided by the Sacramento Area Council of Governments (SACOG), and the Population and Research of the State Department of Finance.

Complete Count sub-committees and the Steering Committee will meet on a regular basis. At key milestones during the census, the entire Local CCC will convene to provide feedback to census staff and to discuss any additional efforts that should be considered to complete the census.

## **SECTION 4 - MEDIA STRATEGIES**

### **Strategy Objectives**

Media outreach is a crucial element of the census in order to educate residents of the importance of filling out the census questionnaire. The U.S. Census Bureau and the State of California will conduct an extensive media campaign. The focus of Sacramento's media effort is to target local media sources for hard-to-reach communities in the City and County. This effort will complement the federal and state effort in order to provide more depth for the media campaign.

The overall goals of the media strategy are:

- To educate people about the census and help recruit census workers;
- To complement and not duplicate national and state media advertising and the local level;
- Focus the media campaign to the African-American, Hispanic, Asian, and American Indian population, and other hard-to-enumerate population groups;
- Work with the Complete Count Committee and others to develop other local and more targeted media efforts (e.g., community / neighborhood newsletters, ethnic and cultural publications. etc.).

## Strategies

The Local CCC, under the leadership of the County Public Information Officer, will form partnerships with both the mainstream and the ethnic-based media in the Sacramento area. Due to the anticipated saturation of federal advertising within the communities that traditionally have high response rates, local efforts will more heavily target those media representing the undercounted groups. The media strategies will often go hand-in-hand with the community outreach; the media will be used as the means to advertise events and issues targeted in the outreach campaign.

Within each of the identified hard to enumerate communities, an audit is underway to update our list of community-based media. In many cases, small print publications, such as community newspapers or neighborhood newsletters, are the strongest informational vehicles. In other areas, radio and cable TV appear to have greater impact. Teams within each community will be formed crossing media lines so that partnerships are formed, avoiding competition among the various media.

Pro-bono assistance will be solicited from local public relations firms that specialize in community-based advocacy. Depending upon the total amount of funds available, local taglines will be developed for radio and television commercials. Print ads will be created using Census Bureau material, and business partnerships will be solicited in order to help pay for the print space.

Among the common elements of our media/community outreach plan will be:

- Coordination with state and federal campaigns in order to complement their efforts and build upon them rather than compete with them;
- Publication of multi-lingual brochures, to be distributed by our media partners;
- Establishment of telephone hotlines, targeting hard-to-enumerate communities, with specific information about how and why to participate;
- Development of website information, also in multiple languages, to be placed on pages recommended by team leaders, and/or on a local census page with multiple language options;
- Development of a speaker's bureau for purposes of meeting interview needs of the ethnic media, including print and electronic; and,
- Production of public service announcements in partnership with local media, tailoring them to the specific medium and ethnic or cultural group.

Of critical importance at the local level is to take advantage of the extensive research conducted by lead national PR coordinator Young and Rubicam. With more than 200 versions of highly-produced ads developed by Y & R and its

various partners, it will be imperative that we coordinate efforts and maximize the penetration of those ads into the hard to enumerate communities.

Our funds can augment media buys in certain areas where we believe the need is greater than national advertising dollars will allow. Where the nationally produced ads are deemed to be right on target for local communities, our funding will be used to simply boost reach and frequency.

Utilizing the Census Bureau's extensive tool kit, though, will afford us the opportunity to modify and enhance the messages as needed without detracting from the theme, appearance and tone of the national campaign. Available to the Complete Count Committee is an excellent package of logos, camera-ready art, news copy, fact sheets and videos. Where we can be most helpful is in pinpointing the distribution of materials already developed by linking the campaign to local media outlets.

With the Local Complete Count Committee having already met with a large group of Sacramento-area media partners, it is clear that the approach is to engage our media at the management level to join in the effort. It is to their advantage to have a complete and accurate census count. Bypassing the traditional sales department door into the publications, radio and television stations allows the Committee to guarantee the Census will have a higher priority than other issues which have traditionally fallen into the Public Service category. There is a willingness among area media managers to ignore their inherent competition amongst each other to support this very important event.

Media sub-committee meetings will continue, with viewing of the available federal tools a vital next step so that the allocation of local and state dollars can be made for media buys. The transition of the federal campaign from one based upon seldom-seen or heard Public Service Announcements to highly-researched and produced commercials which will generate revenue for the media will be the single most important improvement in our ability to spread the Census message. Taking advantage of the wide array of already-developed material, and making sure that it reaches the areas we target locally, will be our biggest responsibility.

## **SECTION 5 - COMMUNITY ORGANIZATION OUTREACH STRATEGIES**

Community outreach involves connecting and utilizing community-based organizations, religious organizations, neighborhood groups, and businesses. Local CCC outreach strategies will complement other census activities by using community- and neighborhood-based actions. These efforts will focus on educating, hiring, and convincing people in hard-to-enumerate areas to fill out the census form. Some of these actions will overlap with other actions mentioned elsewhere in this plan. The Steering Committee and Sub-Committees will work to ensure outreach efforts complement media and hiring activities. We will also

work closely with State and Federal Census staff to avoid duplication and to complement their efforts.

The primary objectives of the Community Organization Outreach are to utilize local knowledge and resources to increase awareness, reduce fears and misconceptions, and increase motivation for residents to complete their census questionnaires. Specific objectives and strategies will include:

- Raise the awareness of census job opportunities;
- Sponsor or co-sponsor events that publicize the importance of the census;
- Develop outreach material, including languages other than English, for distribution;
- Promote census awareness and display census products;
- Reproduce or develop localized census material;
- Encourage businesses to participate as sponsors of census events;
- Use business publications to encourage people to fill out the census form
- Enhance the understanding and appreciation of the importance of the census among educators, students, and parents;
- Use religious organizations to help promote recruitment and hiring, encourage participation, and help distribute promotional materials.

### **Specific Implementation Actions**

#### **Priority Tasks Prior to Census**

##### Targeted Outreach

- Help with community and neighborhood outreach efforts prior to Census day
- Consider Census events/rallies before Census day ( establish a calendar of events)
- Work with the community to help recruit Census workers especially for hard to enumerate areas and multi-lingual neighborhoods
- Provide more time for test for people with multi-language skills
- Work with Churches and other religious organizations

## Priority Tasks Prior to Census

### Education

- Education efforts such as:
  - Work with the Asian, Pacific Islander group to link with children programs such as Holiday events, storytelling, etc.
  - Poster contests for kids
  
  - Work with the Start program
  - Work with Adult and Child Protective Services
  
  - Workshops
  - The County Board of Education
  - Community Colleges
  
  - Have community leaders become “ambassadors” to help educate people on various phases of the census (i.e., hiring, filling out the questionnaire, field activities)
  
  - Target Asian youth and the talent competition
  
  - Work with various CBO’s and community groups to promote education – Sacramento Urban League, WINS (Runaway Youth), CLUB YEX
  
  - Work with County Dept. of Human Assistance to focus on children and other ethnic groups especially the Hmong

### Notices

- Special notices and outreach areas (i.e., booths at shopping centers, business promotions, etc.) in key target areas
- Place notices to fill out the Census questionnaire in community and neighborhood newspapers, especially in non-response target areas, and use multiple languages where needed. Use the resources of neighborhood leaders to inform the hard to enumerate population about the Census.
- Consider special notices (i.e., SMUD, City utilities, County Office of Human Assistance, etc.)
- Attach notices to migrant worker pay checks
- Make sure people understand that they can list all people (especially children) on the census form
- Contact various neighborhood and community groups

## General

- Develop special “What is in it for me” messages for target areas and ethnic groups. Consider information notices prior to non-response follow-up
- Implement the “Be Counted” campaign for low response follow-up
- Identify Census Questionnaire assistance centers such as the 5<sup>th</sup> and X St. Farmers Market
- Identify key sites to enumerate the “homeless” population (Loaves and Fishes, Sac. Housing Alliance)
- Visit households that did not return the Census questionnaire
- Use 1-800 number to assist with language problems
- Contact Neighborhood groups for volunteers (i.e., QAC sites)

## Business Based Outreach

- Add Census messages on products, sales flyers, grocery bags, billing statements, ATMS, Bus Benches, billboards, restaurant place mats etc.
- Work with McDonald's and other restaurants and business to advertise the census
- Target Hotels
- Consider using buses to advertise the census (benches)
- Consider a census walk in target areas (after mailing of the questionnaire)
- Use a van to advertise the census, and post Asian and Spanish language billboards in Asian and Hispanic communities
- Consider establishing a speakers bureau
- Work with all ethnic and minority business groups

## Other Community and Business Outreach:

- Use list of Asian business and other ethnic business associations to help with the census
- Display Census messages at places of business such a shopping malls, restaurants, shopping centers, etc.
- Modify key media messages (i.e., Sacramento Bee) to inform people of the different key stages of the Census such as when questionnaires should be filled out and when field workers will be coming to your neighborhood

- Contact the County Board of Education and school superintendents to help with the Census
- Distribute Census information at community centers, libraries, senior centers, etc.
- Distribute information and community and cultural events (establish a calendar)
- Notices in community neighborhood association newsletters/newspapers
- Have multi-language assistance at appropriate locations
- Ask key neighborhood and cultural ethnic group leaders to help recruit and pre-test people with multi-lingual skills for field operations. Target these workers to appropriate target areas.
- Provide promotional material to religious organizations
- Place Census information on the City and County WEB site and newsletters

## **SECTION 6 - PROMOTION OF CENSUS HIRING**

Recruitment for the census will include efforts to hire people from traditional hard-to-enumerate areas. Special effort will be made to identify people with bilingual skills. The County will also provide assistance to hire CalWorks recipients where possible. Specific census hiring strategies will be coordinated with State and Federal efforts and will include:

- Target hiring in hard to enumerate areas with the assistance of community and neighborhood groups.
- Identify sites for applicant testing. Use various community centers and service centers to assist in the hiring of Census workers:

Job Centers such as GAIN  
 Meadowview and Fruitridge (Neighborhood Resource Centers)  
 Business Partnerships such as Florin Road Partnership  
 Robertson and Oak Park community centers  
 The WIC and WCIC Centers  
 Senior Citizen sites

- Work with the County and CBOs to help pre-test applicants and to identify people from hard to enumerate target areas;
- Use various community centers to assist in hiring census workers (Gain centers, Meadowview, WIC, senior centers, etc.);
- Use Internet postings, local and state



- Work with CBO's, the Urban League, American Association of Retired Persons, and other community/neighborhood groups to assist in hiring;
- Work with the County and other social service agencies to hire census workers;
- Focus hiring efforts in hard to enumerate areas;
- Provide opportunities for pre-testing;
- Secure venues for census testing, training, and questionnaire assistance;

These overall strategy objectives will be fine-tuned into specific implementing actions developed in January by the Local CCC and City and County staff, with assistance from SACOG and the State of California.