

September 1, 2010

To: Cynthia Brothers, Henry Der, Julie Kohler

From: John Fanestil (Foundation for Change) and Andrea Guerrero (Equality Alliance)

Re: Census Community Outreach Fund (CCOF) Final Report

1. Please describe the hard-to-count community(ies) your organization/coalition targeted in its census outreach work and the community's barriers to participation in the census.

The Equality Alliance teamed as administrative agent for the CCOF grant of \$50,000 to support the Foundation for Change's "Make Yourself Count / Hagase Contar" campaign. The target demographics of this campaign were the immigrant, border and refugee populations of San Diego County. These populations were identified for intensive outreach because unique obstacles to census participation existed within each.

- 1) *Border Communities.* Some 50,000 vehicles and 25,000 pedestrians cross from Tijuana into San Diego County each day via the San Ysidro and Otay Mesa Ports of Entry. Approximately the same number cross southbound each day. The vast majority of these regular border-crossers are people living in extended bi-national families, with relatives living in both Mexico and the United States. Thousands of individuals – no one knows exactly how many – maintain residences in both countries, raising questions about who would self-identify as residents of the U.S.
- 2) *Immigrant Communities.* More than 20 percent of San Diego County residents are foreign born and San Diego residents speak more than 80 different languages.ⁱ San Diego's immigrants were less likely to participate in the 2010 Census for all the traditional reasons - "limited-English, lower levels of educational attainment and literacy, ... living in what is referred to as 'unusual' housing, that is, crowded, dilapidated housing units, often with no standard mail address."ⁱⁱ But the challenge of counting San Diego's immigrants presented two specific, additional concerns:
 - a. Tens of thousands of San Diegans (no one knows exactly how many) live in "mixed-status" families, with some relatives claiming Mexican (or other) citizenship, some claiming U.S. citizenship, some claiming dual citizenship. Many members of these mixed-status families live as residents of Tijuana with valid documents for entering the United States, many live as authorized permanent residents in the U.S. and, of course, some living in the United States without authorization. Families like these were likely to go unreported or, at minimum, under-reported in the 2010 Census.
 - b. Fear of immigration enforcement authorities was running high in San Diego's immigrant communities in the period leading up to the 2010 Census, and it appeared probable that this fear would be "generalized" to a suspicion of all government authorities, thus biasing San Diego immigrants against census participation. This turned out to be the case, as immigration enforcement activities throughout the County increased continually across the first six months of 2010, the critical period for Census participation.
- 3) *Refugee Communities.* Apart from the complex demographic profile created by its location on the border and its large immigrant population, San Diego is also the third most popular refugee resettlement location in California. Many refugees who are first immigrated through the San Diego Port of Entry choose to stay – the county is now home to more than 30,000 refugee families, coming predominantly from East Africa, Southeast Asia and the Middle East. As newer arrivals to the U.S., speaking less familiar languages, and in many instances having suffered emotional distress (or even trauma) through the process of resettlement, refugee populations presented their own distinct challenges to the U.S. Census Bureau.

2. Please describe how you have met census 2010 outreach objectives (as outlined in your grant agreement/pay letter) over the grant period (December 1, 2009 to July 30, 2010). If benchmarks were not met, please explain why. If possible, please describe, with concrete numbers and outcomes, the results of your census outreach work.

Below are detailed responses to each of the objectives as listed in the CCOF grant agreement.

- *Mobilize member organizations (SDIRC) to add Census participation work to their existing outreach and organizing.*
 - The San Diego Immigrant Rights Consortium introduced member organizations to the Foundation for Change’s census advocacy campaign at its October, 2009 general meeting and extended invitations to participate in the October 24, 2009 Grant Writing Workshop.
 - The Foundation for Change awarded over \$148,000 in grants to twenty-one organizations as part of its campaign. Three grants of \$7500 each (total: \$22,500) were awarded to three member organizations of SDIRC: Center for Social Advocacy, Employee Rights Center and Escondido Human Rights Committee. A fourth grant went to the grassroots Comite de Derechos Humanos, using the Center for Social Advocacy as a fiscal sponsor. **For a listing of grants awarded by the Foundation for Change, see Appendix A.**
- *Participate as lead in “Yes You Count/ Hazte Contar” campaign as a tool for organizing, training, networking and movement-building with member organizations.*
 - The Foundation for Change became recognized as the critical convener of census advocacy organizations in San Diego County.
 - Funding resources totaling \$235,000 were mobilized from a variety of sources (see financial report, attached). In addition to awarding grants, the Foundation for Change established a broad-based coalition in support of census advocacy and staffed a program of resourcing, training, networking and mobilization that engaged leaders from over 60 distinct organizations engaged in census advocacy. **For a list of participants and organizations in the February 20 training and mobilization, see Appendix B.**
 - Through the Foundation for Change’s “Make Yourself Count/Hagase Contar” campaign, partnerships were established with the following networks, all of whom subscribed participants in the Foundation for Change’s training and mobilization program:
 - San Diego Immigrant Rights Consortium (partnered with Foundation for Change on grant from Public Interest Projects);
 - San Diego Refugee Forum (awarded stipends to 26 individuals from 13 member organizations with funding received from The California Endowment and the Alliance Healthcare Foundation);
 - North County Farmworker Care Coalition (trained over one hundred community leaders with funding from The California Endowment, the Foundation for Change and the Frontera Asset Building Network);
 - Frontera Asset Building Network (awarded micro-grants to five member organizations in San Diego County);
 - United Way of San Diego County (funded a number of participating agencies for census advocacy).
 - The process by which this broad coalition was assembled – and the potential of this emerging network for further work in the realm of civic participation – will be described in a forthcoming and comprehensive report.
- *Organize and offer support via a “Yes You Count / Hazte Contar” Convening & Grant Writing*

Workshop for leaders of member organizations.

- The Foundation for Change offered technical assistance to 53 individuals (42 at a Grant Writing Workshop on October 24, 2009 and 11 in individual sessions) representing 37 organizations.
- *Share best practices through “Yes You Count / Hazte Contar” Network.*
 - Relationships among Foundation for Change grantees were facilitated through a series of engagements:
 - The aforementioned Grant Writing workshop (October 24, 2009):
 - 42 participants representing 28 organizations
 - The aforementioned individualized technical assistance sessions, offered in preparing grant proposals (November 2009):
 - 11 individuals representing 9 organizations
 - Site visit to applicant organizations conducted by members of the Foundation for Change Grant Making Committee.
 - 22 site visits were conducted, from which 16 organizations were selected for initial grant awards.
 - An orientation and networking session for leaders from Foundation for Change census grantees (January 16, 2010);
 - 28 participants representing 17 organizations.
 - A training and mobilization for leaders and census advocates from census advocacy organizations throughout San Diego County (February 20, 2010):
 - Over 280 participants representing more than 50 organizations
 - Four “focus group” convenings of Foundation for Change grantees in regional clusters (March – May, 2010).
 - A final de-briefing, networking and “next steps” gathering for leaders from census advocacy and other civic participation organizations (August 7, 2010):
 - 62 participants representing 42 organizations.
- *Mobilize networks of organizations that are engaged with: migrant workers in North County; urban neighborhoods with high populations of undocumented immigrants (especially City Heights and the Diamond neighborhood of southeast San Diego); immigrants on campuses of San Diego State University and San Diego City College; low-income neighborhoods in San Ysidro and Chula Vista.*
 - The attached report of grants disbursed by the Foundation for Change (Appendix A) reflects the following distribution of resources:
 - 6 organizations reaching North County San Diego populations (with a focus on farmworker and urban day laborer populations);
 - 2 serving East County San Diego populations (with a focus on refugee resettlement populations);
 - 5 serving South County San Diego populations (with a focus on border and bi-national populations);
 - 8 serving Central San Diego populations (includes City Heights and Diamond neighborhoods of Southeast San Diego, plus student populations from San Diego State University and San Diego City College).

3. Were there differences in your strategies and activities between the pre-Census Day/mailback period and the non-response follow-up period? If so, please describe.

The Foundation for Change strategy did not change *per se* between periods. We remained focused, however, on resourcing our grantees, many of whom did alter their strategies. Participant evaluator Blanca Romero is now reviewing final reports from Foundation for Change grantees. Her more detailed assessment

of specific strategies pursued by Foundation for Change grantees will be included in the forthcoming comprehensive report.

4. In your opinion, what was the greatest single accomplishment of your census outreach work during the grant period? Please pick one and describe it carefully and succinctly.

Our greatest accomplishment was to make visible the depth and breadth of the network of organizations engaged with San Diego's immigrant, refugee and border communities. The work of Census advocacy created a platform broad enough to support an extremely diverse set of actors – from human rights activists to staff at social service delivery agencies, from school-based parent associations to advocacy organizations employing strategies of faith-based community organizing. Our network gatherings – the February 20 training and mobilization, for instance, and the August 7 de-briefing and “Democracy for All” convening – received extremely high ratings from participants, in large part, I believe, because of the emotional impact and spirit of solidarity that the gathering of nearly 300 advocates engendered. This visibility across so many sectors (geographic, racial/ethnic, organizational, etc.) bodes well for future work in the realm of civic participation.

5. What, in your experience, were the most effective types of census outreach, media, and/or messaging?

The chosen strategy of the Foundation for Change was to offer financial incentives (in the form of stipends) to “influence-makers” with already established relationships of trust in identified hard-to-count populations. We did this by identifying organizations with proven track records in working with hard-to-count populations, asking them to name individual advocates as part of their grant application, and then engaging these advocates in a program of training, networking and mobilization. Some of our grantees identified “organizers” as census advocates, others identified “promotoras,” still others identified “leaders,” each according to their own organizational and cultural context.

This adaptability of our grantmaking strategy was deeply appreciated by our grantees, one of which described their strategy this way: “Only *líderes*, who represent their local neighborhoods, can serve as cultural and linguistic liaisons transmitting news and information to families who live in remote regions of the county, bridging the information divide existing in the most disadvantaged and vulnerable farmworker and migrant communities.”

Because we encouraged census advocacy organizations to “integrate census advocacy into their already existing programming and activities,” Foundation for Change census grantees pursued a wide variety of strategies. (For an at-a-glance representation of different strategies pursued by Foundation for Change grantees, see Appendix C, “Strategy Map.”) We do not have data that would allow us to compare quantitatively the effectiveness of these different strategies, and we would doubt the accuracy of any generalized conclusions about these different strategies, absent a deep understanding of organizational and cultural context. Still, participant evaluator Blanca Romero is looking closely at the final reports our own census grantees have now submitted. We will share her findings in the comprehensive report to be released later this month.

6. What, if any, were the major census-related challenges or barriers your organization faced during the grant period? What are some strategies for mitigating these challenges in the future?

We have identified the following obstacles ...

- *Securing funding in a timely manner to lead a well-organized granting campaign.*
 - As you can see from the revenue page of the accompanying financial report, funding from sources other than CCOF became available to us much later in the process, something which made it very difficult for us to plan, staff and execute our advocacy campaign. We did the best we could, but the delays in funding caused us considerable uncertainty, even as we were making what was, for an organization of our scale, a major commitment to the work of census advocacy.
 - If I could make a single recommendation for 2020 it would be for funders to seek alignment of their strategies early enough in the game so that local intermediaries like the Foundation for Change can plan and implement effectively for maximum impact. Commitments of funding in the early fall of 2019, for instance, would allow intermediaries to include census advocacy in their 2020 annual budgets and staffing plans. This, I presume, might require funders to begin coordinating their efforts in early 2019, if not before. Don't know if a timeline like this is feasible, but it would help smaller organizations like ours plan for census participation.
- *Securing participation from organizations suffering from under-funding in times of economic crisis.*
 - We identified that many organizations were reducing staff, juggling staffing assignments and, in general, struggling through the difficult economic times.
 - Given this environment, we feel that our strategy of incentivizing organizations to *support and train census advocates*, rather than *launching census programs*, was wise as the capacity of organizations to take on additional programming was severely limited.
- *Securing participation from within communities experiencing heightened immigration enforcement;*
 - The persistence (and in fact expansion) of immigration enforcement activities in San Diego County during the period of the census was reported consistently as a deterrent to census participation by our community advocates.
 - Any remedy requires resolution of macro issues of immigration enforcement.
- *Bridging gaps of language, culture, and racial-ethnic identification.*
 - For an excellent summary of these on-the-ground challenges faced by census advocates, see the attached summary report, "Undercounting Latinos, Again" (Appendix D), prepared by Arcela Nunez-Alvarez and Fabiola Gastelum of the National Latino Research Center at Cal State San Marcos. (The NLRC was a grantee of the Foundation for Change, The California Endowment and the Frontera Asset Building Network.)
 - Any remedy requires resolution of macro issues of census design and implementation.
- *Measuring results produced by "advocates" within hard-to-count populations;*
 - We were able to measure the intermediate outcome of enhanced capacity to advocate for census participation from among our stipended census advocates. After training advocates reported being more knowledgeable, more committed and more confident in their ability to persuade others within their community to participate in the census. For a summary of these evaluation findings see the attached evaluation report (Appendix E).
 - With advance planning we might well have been able to conduct a more outcomes-based assessment, by targeting advocate outreach efforts on select neighborhoods, while identifying like neighborhoods as a control group, with an

aim of measuring differential census outcomes. This approach would require a larger commitment of funding to a research evaluator and careful, advance coordination with a grantmaking entity like the Foundation for Change.

- *Establishing relationships of continuity and collaboration with Census Bureau employees.*
 - See the response to the next question.

7. Please describe your relationship with the Census Bureau. What worked well? What suggestions for improvement do you have for the future?

We established very early on a productive working relationship with one of the two census partnership specialists in San Diego and two of the partnership assistants working with him. These relationships were professional, productive and collaborative throughout the period of the census. Materials were plentiful and the quality, overall, was high (although at times Census staff overestimated our capacity to serve as a conduit for materials to our geographically-dispersed grantees.)

We identified the following challenges (and share the following recommendations):

- *Turf.* Only as the date of our February 20 training approached did we learn that there were turf issues between “our” partnership specialist, who had been assigned responsibility for central and southern portions of San Diego County, and his colleague who had been assigned responsibility for North County San Diego. As a funder of diverse groups we were working “across boundaries” and information between census employees was not always shared readily or effectively.
 - *Solution to explore:* Better orientation of local funding agencies to Census Bureau staffing structures and lead staffing assignments.
- *Staffing assignments.* The roll-out of census staff resulted in a continual shuffling of Census staff, especially at the level of Partnership Assistant, which is supposed to be the principal point of contact for community-based organizations. The game of musical chairs made it difficult for many Foundation for Change grantees reported that the game of musical chairs made it difficult for them to establish productive working relationships.
 - *Solution to explore:* Encourage Census bureau to make some general staffing assignments that will not change with geographic reallocation of staff.
- *Quality of Staff.* We found the quality of staff participation from Census employees – with regard to public presentations, for instance – to be very variable. Second-language capacity (even in Spanish) was uneven and English-language materials were often used in second-language presentations.
 - *Solution to explore:* Encourage Census bureau to make language capability, rather than racial-ethnic representation, the key criteria for hiring partnership staff.
- *Availability of Language Materials.* The release of materials in additional languages (other than the early languages identified for translation) was delayed to the point that these were of little use.
 - *Solution to explore:* Encourage Census bureau to expand list of languages for early translation.

8. How did your organization/coalition coordinate efforts with other:

a) national organizations (e.g. NALEO and Univision’s “*Ya Es Hora, Hagase Contar!*” campaign);

By design we selected the name of our campaign to coincide with the NALEO Campaign. This allowed us to piggy-back off communications from the NALEO campaign and invest our limited resources in areas other

than external communications. (NOTE: As seen in the budget report, instead of hiring a communications consultant for external communications, we brought on a communications staff at the Foundation for Change to strengthen our internal communications with grantees, donors, allies.)

We also established very early a productive working relationship with local staff to the NALEO campaign. We shared contact information for census grantees affiliated with the Foundation for Change. We also invited Juan's participation in all of our events offering engagement with census grantees, leaders and advocates.

As part of our February 20 training and mobilization, we enlisted the support of the following:

- National Network for Immigrant and Refugee Rights (Cathy Tactaquin)
- California Pan-Ethnic Health Network (Isaac Menashe)
- National Latino Research Center (Arcela Nunez)
- Employee Rights Center (Peter Zschiesche and Alor Calderon)

For the program offered on February 20, please see the attached flyer (Appendix F).

As part of our August 7 debriefing and "Democracy for All" convening, we enlisted the support of the following:

- NALEO (Evan Bacalao)
- Healthy City (Caroline Rivas)
- California Participation Project (Marcy Koukhab, Sarah Pillsbury)
- Alliance for Justice (Melissa Mikesell)
- Employee Rights Center (Peter Zschiesche and Cesar Luna)

For the program offered on August 7, please see the attached flyer (Appendix G).

b) grassroots groups?

As evidenced throughout this report, our entire campaign was premised on our capacity to mobilize a broad base of grassroots advocates, to connect powerfully to San Diego's immigrant, border and refugee communities.

9. Please describe how your organization's 2010 census activities complemented and enhanced your organization/coalition's other long-term work or organizational capacity.

The "Make Yourself Count/Hagase Contar" campaign became a centerpiece of the Foundation for Change's work in 2010 ... and is decisively shaping our work moving forward. From the beginning we framed our census campaign as a stepping stone that would lead us to pursue the promotion of other civic engagement strategies: re-districting, citizenship, voter registration, voter education, get-out-the-vote. We launched this next phase of our work at our August 7 debriefing and "Democracy for All" convening. We are in active conversation with a consortium of California funders (convened by Cathy Cha of the Haas Jr. Fund) about pursuing an ongoing agenda of civic participation, and would be interested to discuss with you intersections with the work that CCOF intends to pursue moving forward.

10. Is your organization planning to do any work around redistricting? Please describe your activities and who you will be partnering with.

Our August 7 Debriefing and “Democracy for All” training included a workshop on Re-districting, led by Evan Bacalao (NALEO) and Caroline Rivas (Healthy City). Locally, we are partnering with the League of Women Voters and Common Cause in their forthcoming September 26 luncheon on the topic. We have been in touch with LaTonya Slack about the project being funded through Irvine (which we understand includes a San Diego office), but do not have staff resources to dedicate to an organizing strategy.

11. Please share anything else you would like CCOF staff or donors to know.

We want to thank CCOF staff for your advance planning and expedited allocation, which allowed us to receive the funding from this grant in such a timely manner. This allowed the Foundation for Change to launch its plans with a degree of confidence and played a crucial role in securing the commitment of other funders.

One final note: We are now preparing a comprehensive written report about the Foundation for Change census campaign and anticipate that we will release this on September 15. This larger report will cover all the material contained in this grant report, but will touch on other issues, as well. If your timeline allows, you may want to wait to read this more comprehensive report, but we wanted to submit this preliminary version to honor the reporting deadline.

Please be sure to include a financial report from the grant period.

See attached (Appendix H and Appendix I).

Respectfully Submitted,

John Fanestil
john@foundation4change.org
619-823-6223

ⁱ http://www.co.san-diego.ca.us/hhsa/programs/sd/documents/Refugee_Plan.pdf

ⁱⁱ Edward Kissam and Ilene Jacobs, in a paper prepared for *California Rural Legal Assistance (CRLA)*.