

ARIZONA

August 2021

Census data determines the allocation of federal and other funds to vital social programs, guides redistricting, and informs research. Therefore, an accurate census that captures historically undercounted populations¹ is crucial for our democracy. Since 2016, a collaborative of philanthropic funders has worked to align and pool funding to build and strengthen the infrastructure needed to support a fair and accurate count.

The Democracy Funders Collaborative's Census Subgroup, which is the steering committee for the census funder collaborative, engaged ORS Impact as a partner to develop state-level reports that provide an overview of philanthropic efforts to promote the 2020 Census within and across the 50 states, as well as the District of Columbia and Puerto Rico. This report provides a summary of census efforts for the State of Arizona based on review of secondary data, and interviews with key actors involved (n=4).

¹We have opted to use the term "historically undercounted populations" in our narrative, but the term is interchangeable with "hard to count," which we use when our informants opted to do so



OVERVIEW GOING INTO 2020 CENSUS

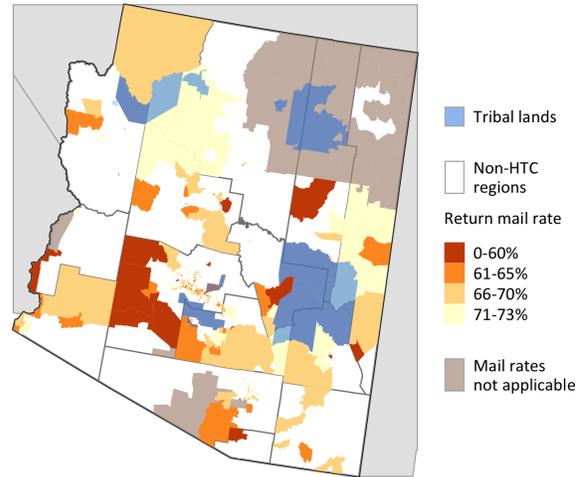
6,946,685

TOTAL POPULATION

2,176,173

TOTAL POPULATION LIVING IN HISTORICALLY UNDERCOUNTED CENSUS TRACTS

HISTORICALLY UNDERCOUNTED TRACTS BY COUNTY



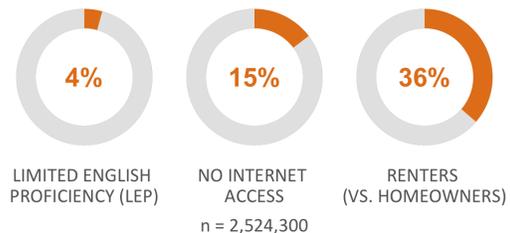
Special update/enumerate method used for counting as mail return rates are not applicable

Population

Past analyses of Census data have consistently shown differences in self-response rates based on household or individual characteristics, indicating that certain populations are at higher risk of being undercounted. The following graphs show the distribution of selected populations within the state that have historically been more likely to be undercounted. Data for all maps and graphs provided by CUNY Graduate Center via the Census 2020 Hard to Count/Response Rate map at www.CensusHardToCountMaps2020.us.

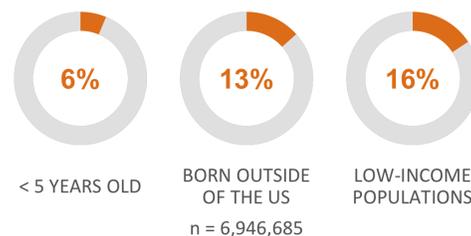
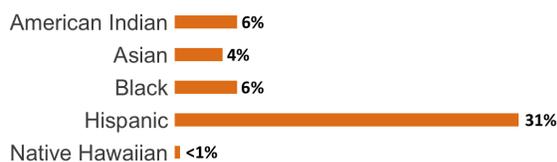
HOUSEHOLDS

Percent of total number of households in the state that have the following characteristics:



INDIVIDUALS

Percent of total number of individuals in the state that have characteristics of historically undercounted populations:

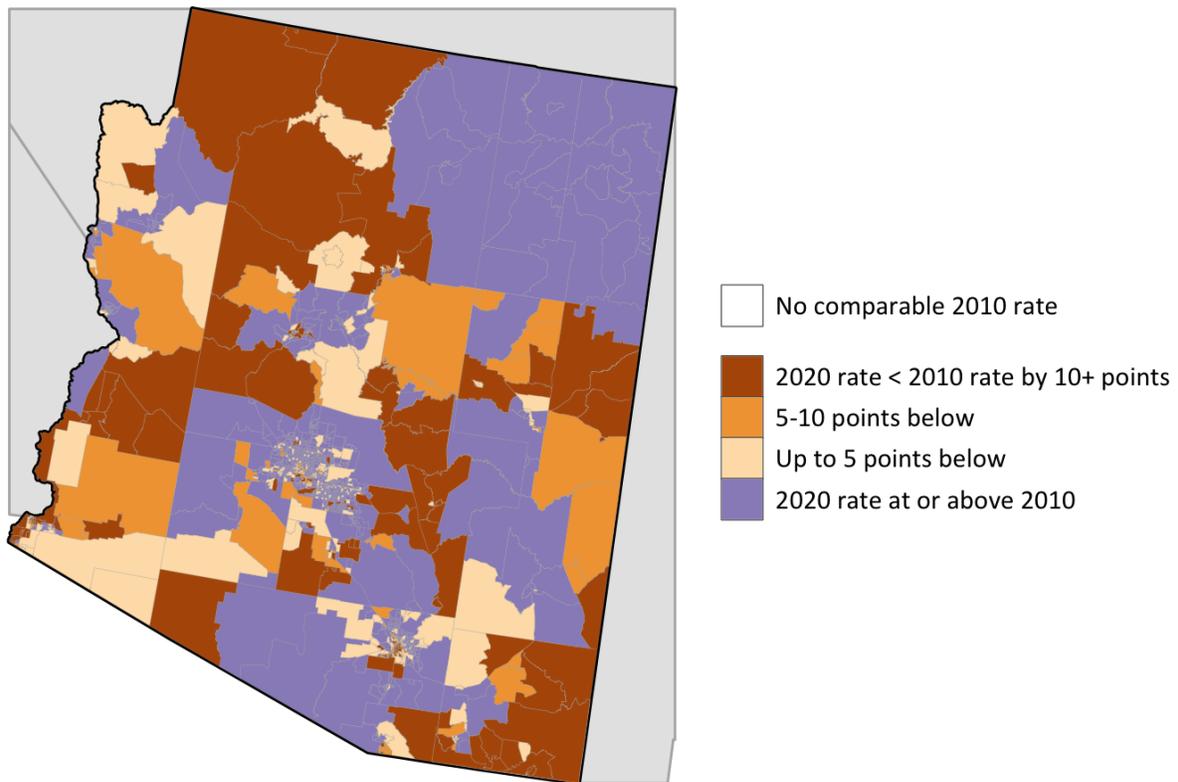




OVERVIEW OF CENSUS SELF-RESPONSE RATES

| YEAR | SELF RESPONSE | CHANGE |
|-------------|---------------|-------------|
| 2020 | 64.1% | +2.8 |
| 2010 | 61.3% | |

CENSUS TRACTS WHERE 2020 CENSUS RETURN RATE WAS LOWER THAN 2010



STRUCTURE OF CENSUS OUTREACH

Arizona's 2020 Census efforts were grounded in a few loosely coordinated collaborative efforts primarily among nonprofit organizations, municipalities, and philanthropy, with notable reliance on the US Census Bureau. In early 2019, concerned about the implications of an undercount for the historically disenfranchised communities they represent, leaders of One Arizona and other nonprofit organizations appealed to the Arizona Community Foundation to support 2020 Census outreach in the state. In response to this appeal, the Arizona Community Foundation enlisted additional foundations, including the Virginia G. Piper Charitable Trust, Nina Mason Pulliam Charitable Trust, Helios Education Foundation, and Vitalyst Health Foundation, to contribute to a pooled fund.

The pooled funds were used to support multiple collaborative efforts, including one led by One Arizona and iCount 2020, a Maricopa County campaign that was jointly led by the city of Phoenix and Maricopa Association of Governments. Arizona Community Foundation also served as the fiscal sponsor for iCount 2020's pooled fund, which included contributions from the foundations' pooled fund and several partners, including the Phoenix Industrial Development Authority. The Helios Education Foundation, Virginia G. Piper Charitable Trust, Vitalyst Health Foundation, and The Annie E. Casey Foundation also supported a 2020 Census campaign in the state led by National Association of Latino Elected Officials (NALEO) Education Fund.

One Arizona, a trusted nonprofit table, started its 2020 Census efforts in June 2019 and led the largest cross-sector coalition focused on outreach through organizing. Although its 28 member organizations work statewide with communities considered historically undercounted, the 14 organizations that sought and received funding from One Arizona for Get Out the Count (GOTC) work organize primarily in Maricopa County, with a few in Pima, Pinal, and Yuma Counties (all in the southern part of the state). One Arizona supported the efforts of these 14 partners, called the Census Working Group, through:

- **Initial funding to build member capacity for GOTC**, either by hiring someone or in support of dedicating existing staff time to GOTC, followed by funding for outreach activities
- **Weekly Census Working Group meetings**, which sometimes included Regional US Census Bureau staff and national partners like NALEO and Census Counts, to support coordination, collaboration, and resource sharing (e.g., effective messaging)
- **Weekly individual partner meetings** to provide any additional needed support, which was especially helpful when there were staff transitions and the call could be used to bring the new organizer up to speed
- **Monthly meetings with other stakeholders**—including representatives of state government, other municipalities, state congressional offices, the Regional Office of the US Census Bureau, several foundations, other community groups working on GOTC that were not part of the Census Working Group (e.g., faith community organizations and Black Mothers Forum), and occasionally

representatives of the business community (e.g., Greater Phoenix Economic Council and Greater Phoenix Leadership)—with the purpose of supporting broader collaboration, coordination, resource sharing, and capacity building by learning from others with different perspectives

The monthly stakeholder meetings were structured to support inclusivity and distributed power. During the planning phase, One Arizona requested that the meetings be held at the office of the Arizona Community Foundation because it would be considered a neutral space. One Arizona always led the meetings, which helped to center the voice of the grassroots community. This structure helped the group overcome initial apprehension due to lack of familiarity and power differentials. Trust grew with time, and the participants appreciated how they were all working toward the same goals and were part of something bigger than their own piece of the work.

Also around this time, tribal community leaders coalesced around GOTC and accurate census form completion. Beginning in the spring of 2019, the Inter Tribal Council of Arizona convened the Census Alliance for Tribes in Arizona, a group of leaders representing all 22 tribes in Arizona. Many of these leaders formed census complete count committees focused on 2020 Census efforts with their respective tribes. This coalition met periodically until the COVID-19 pandemic hit. As a member of One Arizona's Census Working Group, Inter Tribal Council of Arizona was able to benefit from some of the information and resource sharing at Census Working Group meetings. However, the organization was the only coalition member working with tribal communities, and the helpfulness of the Census Working Group meetings was limited somewhat by the unique challenges associated with GOTC in tribal communities (more on these challenges below). Inter Tribal Council of Arizona also participated in regular calls with a national coalition led by the National Congress of American Indians, National Urban Indian Family Coalition, and Native American Rights Fund, which they found very helpful.

In early April 2019, Arizona Governor Doug Ducey issued an executive order to create the Arizona Complete Count Committee, chaired by the director of the state's Office of Tourism. In August 2019, the governor appointed a diverse group of State Complete Count Committee members consisting of cross-sector representatives from state and local government (including those representing tribes and communities of color), business, health care, education, housing, media, nonprofits, philanthropy, and the faith community. In September 2019, the governor appointed a full-time executive director of the State Complete Count Committee, who directed funding for implementation of plans developed by the complete count subcommittees; managed the state's paid media campaign, AZ Census 2020; and supported other 2020 Census efforts throughout the state. The existing efforts in Maricopa County allowed the state to focus most of its efforts on Arizona's other 14 counties. The state relied on the US Census Bureau to set up all other complete count committees.

Overall, key actors supported varying degrees of collaboration, coordination, and resource sharing among the state's major 2020 Census efforts. The state government and iCount 2020 were highly collaborative, jointly sponsoring events and coordinating paid media efforts. A representative of the state's effort attended the

monthly stakeholder meetings led by One Arizona, regularly invited One Arizona and their partners to participate in state-sponsored events, and supported One Arizona Census Working Group member efforts by sharing communications materials and connecting them with others doing outreach. Helios Education Foundation was chair of the Philanthropic Partnerships Subcommittee of the State Complete Count Committee and a regular participant in the monthly stakeholder meetings led by One Arizona. Inter Tribal Council of Arizona was also on the State Complete Count Committee. The US Census Bureau—Denver Region participated in most meetings of the collaborative groups.

There were a few attempts by Democratic legislators to get state funding for the 2020 Census through legislation or a budget request, and Chicanos por La Causa advocated for such funding. These efforts were not successful; however, the state redirected existing funding to the Department of Tourism in support of its 2020 Census efforts (more in Table 2).

Table 1: Key actors involved in Census Efforts²:

| Actor | Role |
|---|--|
| One Arizona | Led largest regional coalition and regranted money received from pooled fund and other foundations to 14 of their table member organizations for GOTC in historically undercounted communities. |
| Inter Tribal Council of Arizona | Led Census Alliance for Tribes in Arizona, a coalition of tribal leaders, with support from the One Arizona coalition; also a member of the State Complete Count Committee and its subcommittee focused on outreach to tribes. |
| Chispa Arizona, Mi Familia Vota, Rural Arizona Engagement | Active in outreach to Latinx communities and rural communities, with support from the One Arizona coalition. |
| Arizona Community Foundation, Virginia G. Piper Charitable Trust, Nina Mason Pulliam Charitable Trust, Helios Education Foundation, and Vitalyst Health Foundation | Contributed funds and a substantial amount of time to 2020 Census efforts. |

²Data reflects the Census Bureau’s last update of self-response data (published in January 2021), which differs from the CUNY maps that use data from October 2020

| | |
|---|---|
| <p>State of Arizona</p> | <p>Led a broad-based paid media campaign and multiple outreach efforts through its State Complete Count Committee, agencies, and participation in various collaborative efforts throughout the state.</p> |
| <p>City of Phoenix, Maricopa Association of Governments</p> | <p>Led a big campaign in Maricopa County called iCount 2020, including grants for organizations and groups engaging in GOTC and deployment of mobile units with technology to support census completion, which was shared widely by other groups.</p> |
| <p>National Association of Latino Elected Officials Education Fund</p> | <p>Led communications and outreach campaign that activated their network of officials at all levels of government.</p> |

FUNDING FOR CENSUS OUTREACH

Overall, more than \$4 million of state government and philanthropic funding supported census efforts in Arizona. In addition, some organizations, institutions, and businesses made in-kind donations of staff time and technology.

Table 2: Funding for 2020 Census Outreach³

| Funding Source and Amount | Funding Purpose |
|---|---|
| <p>Philanthropy: \$2 million</p> | <ul style="list-style-type: none"> • Of this total, \$740,000 came from the National Census Equity Fund. • Arizona Community Foundation established a pooled fund of \$1.3 million with contributions from mostly local foundations, most of which was granted to coalitions and individual organizations conducting GOTC (the latter were often based on recommendations by One Arizona and the Census Working Group). • One Arizona received \$940,000 from philanthropy (including some from the pooled fund). Most of these funds were regranted to 14 of their table members focused on GOTC in historically undercounted communities, and the rest was spent otherwise supporting GOTC efforts (e.g., for tablets, hotspots, and census merchandise they gave to partners). \$485,000 of this funding came from a grant from the national Census Equity Fund. • NALEO’s Arizona 2020 Census campaign received funding directly from Helios Education Foundation, Virginia G. Piper Charitable Trust, Vitalyst Health Foundation, and The Annie E. Casey Foundation. • Inter Tribal Council of Arizona received funding from NEO Philanthropy’s State Infrastructure Fund and One Arizona, and a \$155,000 grant from the national Census Equity Fund • The City of Phoenix’s iCount 2020 campaign was funded with monies from philanthropy (including pooled fund monies) and other sources. • Mi Familia Vota received a \$100,000 grant from the National Census Equity Fund to support outreach efforts. • The Burton Family Foundation funded communications and outreach that targeted members of tribal communities, refugee communities, and young children via contributions to the State Complete Count Committee totaling \$15,000. |

³Funding data should be taken as estimates. We included data from the National Conference of State Legislatures (NCSL) and Census Equity Fund (CEF) grants where applicable; other figures are estimates provided by key informants

| | |
|--|---|
| <p>State/City Government: \$2 million</p> | <ul style="list-style-type: none"> • The state expended an initial \$1.2 million through an interagency agreement (using existing dollars plus federal grant monies) to pay for a broad-based media campaign, resources to support the state and local complete count committees, agency-driven outreach, and staffing (one full-time person). • After the pandemic hit, a staff request resulted in an additional \$700,000 to continue the media campaign and conduct a text-messaging campaign targeting those who had not yet responded. • The City of Phoenix allocated \$150,000 to census outreach, which they used to give 32 mini-grants (\$5,000–\$10,000) for GOTC, some of which went to One Arizona partners. |
| <p>In-Kind Contributions: Unknown</p> | <ul style="list-style-type: none"> • Cisco and Microsoft donated technology (e.g., tablets) to convert Phoenix’s former Dial-a-Ride vans into 2020 Census outreach vehicles, which were deployed to communities to help with outreach and completion of census forms online as part of various campaigns. • Various other stakeholders expended staff time and resources in support of GOTC (e.g., Arizona Community Foundation’s work as a fiscal sponsor for iCount 2020 mini-grants). |

DESCRIPTION OF 2020 CENSUS OUTREACH

Philanthropy and organizing efforts were focused on 2020 Census participation among the state's historically undercounted communities. Arizona Community Foundation's pooled fund and One Arizona's coalition were particularly focused on Latinos, Native Americans, African Americans, Asian Americans, people living in rural communities, people with young children, people experiencing homelessness, and people who had varied immigration status (beyond US citizenship). Efforts were based on the idea that the best people to do outreach in historically undercounted communities are trusted organizations and people who look like and speak the languages of these communities. When organizers went door-to-door in neighborhoods with known high concentrations of undocumented residents, as soon as someone answered the door, the organizer led with statements distinguishing the census from US Customs and Border Protection and US Immigration and Customs Enforcement, as well as assurances that census data would not be shared with those entities. Communications targeting specific communities included public service announcement video vignettes featuring people well respected within various Asian American communities speaking about the importance of being counted, and using messages that combine cultural celebration and the importance of census form completion during Black History Month.

The state government's efforts were focused on communications and raising awareness about the census. The state's outreach tactics included: (1) those driven by subcommittees of the State Complete Count Committee, based on their own plans to reach traditionally undercounted communities; (2) those executed through state agencies; and (3) paid media. Examples of tactics executed through state agencies included adding a census ad to car registration renewal notices, engagement with foster parents around counting their foster children, and posting census ads where they could be seen by people waiting in line to file for unemployment. The subcommittee of the State Complete Count Committee that was focused on tribal communities directed Burton Family Foundation funds to produce public service announcements in which tribal leaders spoke about the importance of being counted in their own languages. The state's paid media campaign was designed to complement the US Census Bureau's campaign, co-branding messages and adapting some to make them more locally relevant.

The COVID-19 pandemic resulted in a shift from more celebratory in-person events to events and activities that relied more on technology. When the pandemic hit, One Arizona and the Census Working Group had to shift away from planned in-person events that would reach people in a communal, celebratory manner to reaching people through social media, text-banking, and at drive-through events. Being trusted messengers who were already quite savvy with social media, the partners were able to do this quite successfully. One Arizona purchased text-banking technology as well as tablets and hotspots that they gave to partners working from home. One Arizona and partners hosted Facebook Live events and posted videos on Facebook and Instagram about why participating in the census is important, some in partnership with Regional US Census Bureau staff. They hosted a virtual dance party with a local DJ over Zoom. Partners also did live radio

interviews that included countering misinformation related to who should be counted and addressing call-in questions. However, even after the pandemic hit, the most impactful efforts were in person. Partners brought the tablets and hotspots to drive-through food box pickups and Deferred Action for Childhood Arrivals application drives, where US Census Bureau staff supported census form completion on a tablet or partners took phone numbers so Bureau staff could follow up with them to help them complete the forms (see more about this in the Lessons Learned section). At these events and others, they distributed census merchandise, such as water bottles and lip balm, and gave gift cards and raffle prizes to text bank volunteers. Still, it was challenging to help organizers maintain momentum and stay energized and creative, particularly in the face of changing deadlines and disinformation related to immigration status.

GOTC and accurate form completion among tribal communities was particularly challenging. The US Census Bureau requires that census forms be delivered only to addresses that are tied to a physical location, which means that they do not send forms to P.O. boxes. For communities where there are many households that receive mail through P.O. boxes, the bureau uses a technique called Update/Leave, which involves an enumerator delivering the form or completing it by interview in person. Further, it is important for the correct distribution of federal monies to tribes (e.g., for transportation, elders, nutrition support for families) that: (1) on forms for households with an adult who is an American Indian and an adult who is not, the adult who is an American Indian is designated as Person 1 (if not, the whole household is considered non-American Indian); and (2) households accurately identify their tribes in their written responses to the new sub-question about ethnicity (e.g., rather than “Pima” it’s “Salt River Pima-Maricopa Indian Community,” and rather than “Apache” it’s “San Carlos Apache”). Effectively mitigating these challenges requires intensive educational campaigns and relational organizing in the best of times, but they were almost insurmountable when the COVID-19 pandemic hit. Many tribes shut down to protect spread of the virus, and even leaders in tribal communities that did not shut down were much harder to reach for GOTC support (e.g., to help with translations) because they were too busy addressing more urgent community needs. Still, Inter Tribal Council of Arizona continued to support those in the Census Alliance for Tribes in Arizona who were able to remain active, using tribal radio and newspapers to share ads created by some of the tribes themselves and information to support on-time form completion. They also continued their social media campaign and conducted other innovative outreach, including a census essay contest for children in federally recognized tribes.

For the state, already oriented toward communications, the COVID-19 pandemic necessitated less of a pivot than it did for organizers. Although the state planned to garner media by going to events (earned media) and send out communications materials through schools, the COVID-19 pandemic presented fewer barriers to its more broad-based communications effort than it did to organizers’ efforts. When the pandemic hit, staff for the state’s effort requested more funds to continue the paid media campaign in a more targeted manner and to pay for a text-banking campaign. They created more population-specific messages (e.g., for parents of young children) and used self-response rate data to inform from which areas they could pull money and to which areas they should redirect it. In late August or early September 2020, people involved in the state’s effort observed that the Navajo Nation was responding highest by phone than any other area in

the state. They decided to try to reach them via text based on the understanding that even if they had low connectivity where they live, they would likely receive text messages when they went to the grocery store. Additionally, the state targeted text-banking efforts to every tract in the state with a self-response rate lower than 60%. Texts contained messages about the importance of being counted and provided a link or phone number that could be used to complete a census form. Data showed that these efforts resulted in spikes in self-response rates.

LESSONS LEARNED

- **GOTC benefits from foundational collaborative infrastructure and would benefit further from broadening such infrastructure and relationships sooner.** The existence of the One Arizona coalition, which formed in the wake of state anti-illegal immigration legislation was passed in 2010, provided the necessary foundational ecosystem for 2020 Census organizing efforts. Still, establishing and staffing the State Complete Count Committee at the beginning of 2019 would have allowed for better coordination within the state government and relationship-building with potential partners prior to needing their assistance. Including nonprofit leaders earlier in the state’s planning effort would allow for better collaboration between communications and organizing efforts. Funders could have created a larger table if they had started sooner.
- **Successful GOTC efforts include both organizing and broad-based media pieces.** A strong media campaign is important for its reach, and nothing can take the place of people talking with each other.
- **Trusted messengers and targeted messages are keys to success.** It is challenging to get people excited about the census, but with right messaging it is possible. Engaging community leaders as spokespeople gets people’s attention; then it takes innovation and persistence to drive home messages about why being counted matters and to convert understanding into census form completion.
- **It is difficult for states to mitigate federal-level challenges to GOTC.** Efforts by the Trump administration to include a citizenship question on the 2020 Census form had a chilling effect on GOTC, especially on organizing efforts in Latino communities. Also, multiple changes in federal reporting dates wreaked havoc on organizing efforts, both on the ground and at the state level.
- **There are many ways the US Census Bureau could strengthen its support for state efforts.** One Arizona received guidance that only enumerators with formal training could help people complete forms and believed this to be the case throughout the response period. This perceived level of dependence on US Census Bureau staff hobbled the Census Working Group’s efforts to some degree and made them want more enumerators. With more enumerators, they could better distribute activities that incorporate real-time form completion across the entire response period and not have to scramble so close to the period’s end date. Local efforts would benefit from better communication between the federal and regional census offices. When the dual forces of the COVID-19 pandemic and census politicization resulted in changing deadlines, local efforts were sometimes left in a holding pattern because the regional census office contacts did not seem to have the most up-to-date information. US Census Bureau staff could also be responsible for transferring learnings from the state’s prior census effort, since people staffing a given census effort are likely to be different from those who staffed the effort 10 years prior.
- **Strengthened collaboration between the US Bureau and Native American groups would be particularly beneficial.** Although the US Census Bureau invested in ads targeting GOTC in native communities, the ads were not helpful for supporting accuracy in tribe identification. Indeed, several

of the ads featured people misidentifying their tribes (i.e., not providing the needed specificity). This was the case despite Inter Tribal Council of Arizona informing the US Census Bureau about this very problem with the ads as early as 2018. Further, the US Census Bureau needs to engage translation services to support enumeration on tribal lands, especially if the Update/Leave policy continues (as opposed to the Inter Tribal Council of Arizona’s preferred alternative of the bureau giving census forms to tribal governments for distribution to individual households).

- **“Know Your Tribe” campaigns should address the use of slang terms for tribes.** During their campaign to support accurate self-identification of tribal affiliation on census forms, Inter Tribal Council of Arizona learned too late that many people who are Native American use slang terms for tribes that would not be recognized on census forms. Future campaigns should address this issue directly.

LOOKING FORWARD

The Inter Tribal Council of Arizona has been supporting tribal complete count committees since the 1980 Census and plans to focus its energies next on supporting completion of the American Communities Survey, which produces important data for planning efforts in tribal communities (e.g., transportation and education) and is even more challenged by poor translation service support than census form completion. One Arizona partners and the Arizona Community Foundation have worked together as part of similar coalitions in the past, including one focused on Deferred Action for Childhood Arrivals. Since the 2020 Census GOTC collaboration, they have been working together to provide resources to undocumented workers who are not able to benefit from federal pandemic-related support, an effort also funded by national sources. A monthly meeting of all Arizona foundation CEOs helps support continued funder collaboration.



DATA SOURCES

Representatives from the following organizations participated in interviews and/or contributed information for this report:

- Inter Tribal Council of Arizona
- One Arizona
- Arizona Community Foundation
- State of Arizona

The Helios Education Foundation also contributed to this report through a review process.