A report and user guide that highlights the use of maps based upon census data to reach harder to count communities in the 2020 Census.
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Mapping the Count

The U.S. Constitution requires that the nation’s population is counted every 10 years to ensure equal representation for all communities. The entire population of the United States must be counted, not just citizens. For many reasons, it is vitally important that everyone is counted.

The official count helps to ensure fair political representation, and is used to allocate seats in the U.S. House of Representatives, determine the number of Electoral College votes for each state, and create electoral lines for all levels of government. It also provides the foundational basis for addressing disparities in voting, education, housing, employment, healthcare, transportation, redistricting, zoning and criminal justice. If residents go uncounted, it would mean fewer seats in Congress, fewer Electoral College votes, skewed legislative boundaries, and diminished enforcement of civil rights laws. The Census count also guides the distribution of $882 billion annually in federal funds to state, local and tribal governments. Programs and services at risk include schools, hospitals, community centers, roads, transportation, and public safety departments. Marginalized communities will suffer if residents go uncounted. Communities of color have historically been undercounted in the decennial Census process. Undercounting of people of color in the United States is not a new phenomenon.

2020 will be the first year that the census will be conducted with an emphasis on responding online. The move from paper to a primary web questionnaire is intended to prevent an undercount by giving more people access to the census. However, it is widely known that communities of color are also the same communities that suffer from “the digital divide” and are technologically left behind. Communities of color are at risk of being undercounted. We have the power and responsibility to offset the inevitable and ensure that every person in our communities is counted.

For nearly a decade Advancement Project National Office, Asian & Pacific Islander American Health Forum, Demos, Faith in Action, National Association for the Advancement of Colored People, National Congress of American Indians, National Urban League, Race Forward, and UnidosUS have functioned as a collaborative of nine leading national racial equity anchor organizations (“The Anchors”) supported by the W.K. Kellogg Foundation. Together, we work to promote racial equity, advance racial healing, and ensure that all children, families and communities have opportunities to reach their full potential.
The Anchors have been able to do this primarily through work on non-partisan civic engagement projects including multiracial messaging research and dissemination, voter protection/voting rights advocacy, voter registration and the 2020 Census. A major part of our work has been using data and metrics to coordinate and strategize how our efforts are targeted in the field. A Data and Analytics Hub hosted by the NAACP was formed by the collaborative last year that is mapping harder to count communities. The Hub has been built on both an ArcGIS and Caspio platform, and we have worked with the ESRI organization to launch the tool and give away free licenses to organizations on the ground.

The Data and Analytics Hub is committed to building power for communities of color through technology. We understand the importance that relational organizing and community mobilization plays in building independent political power. The Hub is designed to navigate a matrix of priorities from multiple partners to define a shared civic engagement approach around the Census using a targeting methodology based in an analytical and data-grounded system. The system will produce data, analytics, GIS maps, and other tools for use in Get Out The Count and in the future, nonpartisan voter registration and voter mobilization programs to be carried out by organizations in the field.

**What Are We Mapping?**

Every community of color population group had an undercount while the white population had an overcount in the last decennial census. In order to prevent another undercount for all persons of color for the upcoming 2020 Census, additional targeted outreach to these populations is warranted. Also, this outreach should focus on where potentially undercounted populations reside. The U.S. Census Bureau has deemed these areas as “hard-to-count”.

The Anchor Collaborative is uniquely positioned to assist with outreach to these hard to count areas. The Anchors have a presence in all 50 states, Washington, D.C., Puerto Rico and six U.S.-affiliated Pacific jurisdictions. The Anchors have approximately 6,000 partners/chapters/affiliates serving or representing upwards of 53 million Americans. With this presence, the organizations can be the centerpieces for engagement with the communities that potentially contain undercounted persons. This proposed outreach should be in the form of educating and motivating persons to fill out the 2020 Census survey form by directing that message to those who reside in HTC areas. One straightforward method of disseminating
educational and motivational information is to strategically focus content media at various locations contained inside these HTC areas.

**Data and Analytics Purpose**

This 2020 Census analysis centers on determining the location of the Anchor organizations reach in states and calculating their proximity to HTC census tracts. The outcome of this analysis will be used for the dissemination of educational and motivational messaging and media.

Although maps are the primary content medium, the results of the analysis ultimately reveal the census tract areas that can be focused on for distribution of flyers, yard signs as well as the optimum location of events such as festivals, meetings, and forums. In fact, the outcome of this analysis could be used as a reference for the optimum location for all 2020 census activities. In addition, ideally it would be effective to place the messaging content/events within the designated census tracts, it may only be possible to place content near the vicinity of the target areas.

**Research Methodology - Data Analysis Test With the NAACP**

The initial step of this effort was to test the approach with the NAACP by geocoding the NAACP Unit list. The list provided by the NAACP was at the Zip code level. Thus, the geocoding created a point location at the centroid (geographic center) of the zip code. NAACP units that could not be geocoded and those that lay outside of the contiguous United States were not included in the analysis.

The next step was to create layers at the Census Tract level of the HTC areas (using ArcGIS mapping software). Included in the Planning Database were two fields that assist in determining whether a census tract is hard to count. These include the 2010 mail return rates and an index called the low response score. Using these two fields, there were four major types of census tract analysis that were achieved:

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1 Although both census tracts and block groups were available, census tracts were selected as the primary targeting due to the shear potential number of block groups. Block groups, however, could be used to target below the census tract level on the maps.

2 The 2018–2020 Census Planning Database uses 2010 boundaries for the mail return rates and low response scores as well as for the 5-Year American Community Survey data such as race and ethnicity.
Arguably, the popular method of designating a HTC census tract is to review its 2010 mail return rate. The Census Bureau deems the census tracts with 73% or lower mail return rates as HTC.

The second alternative method uses a derived index called the Low Response Score. The Census Bureau has indicated that census tracts with 30 or greater values for the LRS are deemed the highest hard to count areas.

The third option would be to analyze the overlapping of HTC census tracts using 2010 mail return rates and the LRS. This would include only the census tracts that had 73% or less mail return rates and had 30 or greater low response scores.

The final option would be to merge both the hard to count census tracts identified by the 2020 mail return rates with the ones that were identified with the high LRS. The result would be union between the two sets of census tracts.

In order to capture all designated HTC census tracts, the fourth option which merged and combined HTC census tracts of the low 2010 mail return rates and the high LRS was selected as the target areas. These would provide, in essence, all of the “major” HTC census tracts in the country. For the purpose of this analysis, these areas would be known in this report as the HTC census tracts. Also, to increase the efficiency and effectiveness of the project, the next step was to focus on the primary focal community of the test organization—the NAACP—and its principal constituency, the Black community. Thus, the HTC. This step had the effect of reducing the scope of HTC census tracts to a more manageable amount of areas and also contained the most likely areas of the potentially undercounted population in the Black community.

On a national basis, there are a variety of aspects that can be used within the Hub to determine an organization’s primary state campaign targets. Priorities can be given to the states and even counties with the highest amount of people of color population located in HTC census tracts. Locally, an additional level of targeting could be achieved using census block group areas. These areas can be layered underneath the majority people of color census tract to target areas within the census tract. The block group areas could overlay race, ethnicity, age, poverty, education, income or other variables that may assist in further

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3 By having each advocacy group focus attention on their natural constituents, the messaging and effectiveness should be increased to improve the chances of a full and complete 2020 census count.

4 Using 5-Year 2013–2017 American Community Survey data included within the planning database.
defining HTC areas. This methodology has to be worked through for each anchor organization that has affiliates within states or reach within states.

**Case Studies - Florida and Michigan**

**By the Numbers**

Michigan and Florida are used as case studies on the scope and analysis of potential outreach areas to HTC census tracts. The case study uses the Data and Analytics Hub system as well as both methods of determining hard-to-count census tracts that were previously discussed under the research methodology section (#4).

In order to estimate the scope or magnitude of HTC persons in Michigan and Florida, the population that resides in each HTC census tract is aggregated together for the state as well as the cities within the state. Thus, in Michigan, 345 census tracts are deemed HTC, while Florida contains 729. The total population residing in these census tracts is 936,938 for Michigan and 3,663,932 for Florida. A national analysis reveals that Michigan and Florida have the 19th and 3rd largest populations residing in HTC census tracts.

<table>
<thead>
<tr>
<th>State Name</th>
<th>Num HTC Tracts</th>
<th>TTLPop</th>
<th>Hisp</th>
<th>Wht</th>
<th>Blk</th>
<th>Nat</th>
<th>Asn</th>
<th>Pac</th>
</tr>
</thead>
<tbody>
<tr>
<td>Florida</td>
<td>729</td>
<td>3,663,932</td>
<td>1,117,262</td>
<td>1,203,722</td>
<td>1,166,911</td>
<td>7,520</td>
<td>87,699</td>
<td>2,119</td>
</tr>
<tr>
<td>Michigan</td>
<td>345</td>
<td>936,938</td>
<td>95,951</td>
<td>292,905</td>
<td>476,641</td>
<td>2,755</td>
<td>36,759</td>
<td>404</td>
</tr>
</tbody>
</table>


Source: U.S. Census Bureau 2019 Planning Database using Data Hub Collaborative Prototype System
Furthermore, to determine the general location of these HTC populations throughout the state, cities can be analyzed.\(^5\) Tables 2 and 3 provide the top 10 cites in Michigan and Florida with the highest population contained within HTC census tracts (see the Appendix). The city analysis reveals that Detroit, Michigan, contains the overwhelming amount of population in the state that reside within HTC census tracts (49.95\%). In addition, the majority of HTC census tracts in the state are contained within the city of Detroit, at 60.6\%. In addition to the total population, 72.6\% of the state’s Black population that resides in HTC census tracts are contained within Detroit.

<table>
<thead>
<tr>
<th>City</th>
<th>Num HTC Tracts</th>
<th>TTLPop</th>
<th>Hisp</th>
<th>Wht</th>
<th>Blk</th>
<th>Nat</th>
<th>Asn</th>
<th>Pac</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detroit</td>
<td>209</td>
<td>468,039</td>
<td>49,955</td>
<td>52,958</td>
<td>345,941</td>
<td>1,171</td>
<td>9,022</td>
<td>58</td>
</tr>
<tr>
<td>Grand Rapids</td>
<td>13</td>
<td>44,804</td>
<td>16,829</td>
<td>12,053</td>
<td>12,515</td>
<td>163</td>
<td>906</td>
<td>-</td>
</tr>
<tr>
<td>Dearborn</td>
<td>9</td>
<td>43,469</td>
<td>778</td>
<td>39,171</td>
<td>1,002</td>
<td>62</td>
<td>690</td>
<td>-</td>
</tr>
<tr>
<td>Ann Arbor</td>
<td>6</td>
<td>30,221</td>
<td>1,185</td>
<td>21,252</td>
<td>1,859</td>
<td>54</td>
<td>5,018</td>
<td>16</td>
</tr>
<tr>
<td>Hamtramack</td>
<td>6</td>
<td>21,959</td>
<td>299</td>
<td>11,759</td>
<td>3,063</td>
<td>33</td>
<td>5,357</td>
<td>34</td>
</tr>
<tr>
<td>Pontiac</td>
<td>7</td>
<td>21,040</td>
<td>3,754</td>
<td>5,622</td>
<td>9,985</td>
<td>12</td>
<td>435</td>
<td>25</td>
</tr>
<tr>
<td>Kalamazoo</td>
<td>5</td>
<td>18,502</td>
<td>1,200</td>
<td>9,702</td>
<td>5,784</td>
<td>56</td>
<td>323</td>
<td>29</td>
</tr>
<tr>
<td>Southfield</td>
<td>5</td>
<td>14,448</td>
<td>286</td>
<td>2,007</td>
<td>11,152</td>
<td>13</td>
<td>404</td>
<td>-</td>
</tr>
<tr>
<td>Wyoming</td>
<td>2</td>
<td>12,461</td>
<td>5,257</td>
<td>5,138</td>
<td>1,262</td>
<td>27</td>
<td>279</td>
<td>37</td>
</tr>
<tr>
<td>Lansing</td>
<td>4</td>
<td>12,253</td>
<td>1,527</td>
<td>5,934</td>
<td>2,680</td>
<td>28</td>
<td>781</td>
<td>14</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau 2019 Planning Database using Data Hub Collaborative Prototype System

The city level analysis also reveals that the HTC population in Florida is much more dispersed than Michigan. For instance, Jacksonville, Florida, the city with the largest HTC population, only contains 7.5\% of the state’s population that resides within HTC census tracts. In addition, 7.4\% of the state’s HTC

\(^5\) Since cities many times split census tracts, the census tract was deemed within the city, if the centroid of the census tract is within the city boundaries. When this occurred, the attributes of the census tract was added to the city.
census tracts are contained within the city as well. However, 21.6% of the state’s Black population that resides in HTC census tracts are contained within Jacksonville.

The GOTC strategies for Michigan and Florida may differ. Michigan will require concentrated efforts in a handful of cities to get to a full 2020 Census count. On the other hand, Florida will likely require a more in-depth collaborative effort to reach the geographic spread of cities to make a significant impact. This becomes even clearer when reviewing the maps below.

### Table 3 - Florida Top 10 Cities by Population within Hard-to-Count Census Tracts

<table>
<thead>
<tr>
<th>City</th>
<th>Num HTC Tracts</th>
<th>TTLPop</th>
<th>Hisp</th>
<th>Wht</th>
<th>Blk</th>
<th>Nat</th>
<th>Asn</th>
<th>Pac</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jacksonville</td>
<td>54</td>
<td>275457</td>
<td>31562</td>
<td>119836</td>
<td>103185</td>
<td>292</td>
<td>13254</td>
<td>343</td>
</tr>
<tr>
<td>Miami</td>
<td>54</td>
<td>234566</td>
<td>149757</td>
<td>18838</td>
<td>62445</td>
<td>189</td>
<td>1828</td>
<td>52</td>
</tr>
<tr>
<td>Orlando</td>
<td>21</td>
<td>103157</td>
<td>31539</td>
<td>26066</td>
<td>38092</td>
<td>105</td>
<td>3464</td>
<td>4</td>
</tr>
<tr>
<td>Tallahassee</td>
<td>21</td>
<td>83253</td>
<td>5564</td>
<td>33243</td>
<td>39411</td>
<td>115</td>
<td>2704</td>
<td>0</td>
</tr>
<tr>
<td>Tampa</td>
<td>27</td>
<td>81745</td>
<td>17420</td>
<td>23743</td>
<td>36245</td>
<td>73</td>
<td>2302</td>
<td>38</td>
</tr>
<tr>
<td>Fort Lauderdale</td>
<td>14</td>
<td>67895</td>
<td>10701</td>
<td>17847</td>
<td>37574</td>
<td>54</td>
<td>621</td>
<td>0</td>
</tr>
<tr>
<td>Pine Hills</td>
<td>9</td>
<td>64324</td>
<td>9275</td>
<td>6107</td>
<td>44345</td>
<td>79</td>
<td>2029</td>
<td>0</td>
</tr>
<tr>
<td>Hialeah</td>
<td>10</td>
<td>54181</td>
<td>52303</td>
<td>1183</td>
<td>318</td>
<td>15</td>
<td>296</td>
<td>0</td>
</tr>
<tr>
<td>Gainesville</td>
<td>13</td>
<td>53785</td>
<td>6372</td>
<td>28402</td>
<td>11911</td>
<td>186</td>
<td>5326</td>
<td>106</td>
</tr>
<tr>
<td>Lehigh Acres</td>
<td>13</td>
<td>51972</td>
<td>19437</td>
<td>19478</td>
<td>11306</td>
<td>0</td>
<td>554</td>
<td>42</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau 2019 Planning Database using Data Hub Collaborative Prototype System

### Mapping and Locating HTC Census Tracts

The Data and Analytics Hub system uses online maps to view, zoom and print areas that contain HTC census tracts. Figures 1 and 2 show Detroit, Michigan’s and Jacksonville, Florida’s HTC census tracts.
along with the area’s Anchor partner affiliates. The green areas represent the census tracts that are hard-to-count. Each census tract is labeled by its census identifier for the county.

The blue labels represent the affiliate’s unit code, chapter name or full name of the local organization. Affiliate names with a hyphen indicate multiple organizations contained within the zip code. Partner affiliate organizations are able to zoom closer and center the affiliate location within the Data and Analytics Hub’s mapping system.

For the city of Detroit, Michigan the system shows that there are 175 anchor partner affiliates that are contained within the city boundaries to collaborate with outreach efforts. The affiliate’s locations are presented at the zip code level to provide a level of anonymity for the organization.

Figure 1 – Detroit, Michigan Hard-to-Count Census Tracts with Anchor Partner Affiliates

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6 At the time of this report, 6 of the partner affiliates were imported into the system.
7 Location occurs at the geographic center or centroid of the zip code.
For Jacksonville, Florida, there are only seven (7) anchor partner affiliates that were contained within the Jacksonville, Florida city boundaries.

Figure 2 – Jacksonville, Florida Hard-to-Count Census Tracts with Anchor Partner Affiliates

Figure 3 shows a zoomed view that can be used to locate specific neighborhoods and facilities for outreach events and efforts.

Figure 3 – Detroit, MI NAACP & Faith In Action Affiliate Zoom with Hard-to-Count Census Tracts
In summary, organizations can identify target cities, determine the amount of HTC census tracts and population that is needed to be targeted, and view and printout maps of the HTC census tracts that are in the vicinity of the affiliates.

What Can Maps Be Used For?

Maps allow for organizations to see their work through a geographic lens. The mapping of undercounted communities, harder to count communities and population density based upon race, ethnicity and other demographic indicators can be used by organizations in the following ways:

- **Education** – to educate stakeholders, partners, allies, funders and other key constituencies in both a visual and numeric way to lift up the specific needs of each community of color relative to the Census process. The products could be used as public facing education tools both online and offline.

- **Development** – to make a case for specific funding for Get Out the Count work, general fundraising initiatives and additional funding or other financial support linked to geographies.

- **Field** – to use as a guide for shaping the targeting of programming in the field. The products could be used to direct where and what program elements are employed.

- **Communications** – the analysis connected to the mapping will inform what types of narratives can be shaped and pushed out to tell the story regarding the Census in terms of needs and other factors.
Resources

- makemyfamilycount.org/mapthecount

- **ArcGIS (www.arcgis.com)**
  ArcGIS offers unique capabilities and flexible licensing for applying location-based analytics to your business practices. Gain greater insights using contextual tools to visualize and analyze your data. Collaborate and share via maps, apps, dashboards and reports.

- **Caspio (www.caspio.com)**
  Caspio allows you to build any web database application to your exact requirements without worrying about the complexities of code or IT infrastructure. Caspio’s low-code development platform empowers you to create sophisticated applications 10–12x faster than traditional software development methods, and with little to no coding.

- **CensusChannel LLC (www.censuschannel.com)**
  CensusChannel LLC specializes in geodemographic research, analysis and training. For over 29 years the company’s founder, Anthony “Tony” Fairfax, has provided consulting services that extended to a variety of state, regional and national organizations serving both the public and private sectors. The company provides consulting services focusing on:
  - Redistricting Plan Development & Expert Services
  - Professional Mapping Services
  - Business Customer Analysis & Targeting
  - Demographic Research & Analysis
  - Census Data Mapping & Reports
  - Demographic Voter Targeting and Mapping
  - Unregistered Voter & GOTV Targeting
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