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National Advisory Committee on Racial, Ethnic and Other Populations NAC

# 2020 Census

# Race and Hispanic Origin Research Working Group

## FINAL REPORT

**June 10, 2014**

United States Census Bureau

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## Acknowledgements

The Race and Hispanic Origin Research Working Group would like to thank Jeri Greene, Karen Humes, Nicolas Jones, Roberto Ramirez and Tom Loo for their outstanding support and guidance throughout this process.

# 1. BACKGROUND

*Excerpt from Working Group Charter (12/31/2012)*

The Census Bureau is exploring alternative approaches for collecting race and Hispanic origin data for the 2020 Census. The impetus for this effort is based on results from the recent 2010 decennial censuses and Census Bureau surveys and research tests, as well as communication with numerous race and ethnic organizations, advocacy groups, and individuals, which reveal that the questions on race and Hispanic origin are problematic for a growing number of respondents. The changing U.S. population demographics and the fluidity of people's perception of their identity contributes to the issues that respondents have with finding themselves within Census Bureau race and Hispanic origin categories.

# 2. PROCESS

*Excerpt from Working Group Charter (12/31/2012)*

The purpose of this Working Group is to advise on the development, implementation, and analysis of research associated with alternative approaches to collecting data on race and Hispanic origin during the 2013-2014 Early Research and Testing Phase for the 2020 Census. Additionally, this Working Group will advise on engaging key stakeholders, race and ethnic communities, and academia about the research being developed, in order to make this process as transparent as possible.

## 2.1. Working Group Focus

*Advising on Research* – During the 2013-2014 Early Research and Testing Phase, this Working Group will advise on the development of the Census Bureau's research plans for the 2020 Census race and Hispanic origin questions. This includes advising on priorities for further analyzing results from the 2010 Census Race and Hispanic Origin Alternative Questionnaire Experiment (AQE), which will inform further testing. Also, this includes assisting with refining question design strategies for research, experimentation and testing. This Working Group will recommend strategies for the implementation of quantitative and qualitative research in upcoming census tests. Additionally, a focus of this Working Group will be to recommend the review of research study plans, analysis plans and advise on methods and approaches to analyzing data and assessing results.

*Advising on Engaging with the Public* – This Working Group will recommend strategies to be transparent and engage and inform the public of race and Hispanic origin research and make recommendations during the 2013-2014 Early Research and Testing Phase for the 2020 Census.

## 2.2. Working Group Process

The Working Group (WG) process has consisted of monthly, and sometimes weekly, conference calls attended by WG members and Census staff. The focus of the discussions has been on the advisement on research and engaging with the public, as described above under "Working Group Focus". The strength of the working group has been the breadth of experience that WG members bring in their discussion to the topics. Members were selected from the public at large and are representatives of national, state, local and tribal entities, as well as nonprofit and private sector organizations. Members include academicians, community leaders, policy makers and others interested in an accurate count for their communities.

The weakness of the WG has been the virtual setting, inability to have all WG members participate on the calls, and lack of a defined "process flow" of how discussant ideas are translated into outcomes and deliverables, in addition to the lack of administrative support for the production of deliverables. In addition, the continual changing membership roster of our WG made the process cumbersome.

In comparison, during the period in which the structure of the REAC (Race and Ethnicity Advisory Committees) was in place, the "process flow" was explicit which supported the production of deliverables. Specifically, during the REAC period the Census Bureau:

1. Convened REAC Members and planned in-person meeting time to discuss issues.
2. The REAC Chair(s) met with Census Leadership.
3. REAC Chairs communicated to Vice Chairs concerns, goals and tasks.
4. Vice Chairs formed sub-committees with race/ethnicity specific committee members to accomplish goals and tasks.
5. REAC Members produced 1-2 recommendations each with guidance from Chair, Vice Chair and Census Representative(s).
6. Recommendations were reviewed by committee members with input from Census Representative(s), who clarified feasibility of recommendations and informed the REAC committees about internal processes that would support/not support recommendations.
7. Voting occurred within specific committee meetings (i.e. African-American, American Indian Alaska Native, Asian, Hispanic, Native Hawaiian and Pacific Islander) on proposed recommendations prior to the presentation to the full REAC.
8. Draft documents of final recommendations developed by REAC were forwarded to administrative support provided by the Census Bureau; and administrative support was available for a 3-4 day period during the REAC meetings, contributing 24-32 hours of full-time effort.
9. Power point and Microsoft documents produced by a REAC committee were supported with administrative support provided by the Census Bureau.

In Conclusion, the WG asserts that relying only on conference calls is unsustainable for the production of WG deliverables. More face-to-face time, early and often in the life of a WG is critical to the success of this process. WG members also recognize that the structure of the National Advisory Committee is new, and that the structure of the NAC is a work-in-process.

## 2.3. Working Group Members

| | | | |
|---|---|---|---|
| **Working Group Convenor** | | | |
| 1. | Marc-Clerisme | Linda | Education and Curriculum Development Director<br>Division of Policy Translation and Leadership Development & Department of Biostatistics<br>Harvard School of Public Health<br>Department of Biostatics<br>Boston, MA |
| **Working Group Members** | | | |
| 2. | Bouman | John | President and Advocacy Director<br>Sargent Shriver National Center on Poverty Law<br>Chicago, IL |
| 3. | Daniel | Jerlean | Retired - former Executive Director<br>National Association for the Education of Young Children (NAEYC)<br>Washington, DC |
| 4. | Falcón | Angelo | President and Founder<br>National Institute for Latino Policy (NiLP)<br>New York, NY<br>Coordinator, Latino Census Network<br>Member, Steering Committee, Census Information Centers Program, US Census Bureau |
| 5. | Gore | Carol | President and CEO<br>Cook Inlet Housing Authority<br>Anchorage, AK |
| 6. | Harjo | Tim | Chairman<br>Prairie Band LLC<br>Santa Clarita, CA |
| 7. | Harris | Kathleen | James E. Haar Distinguished Professor of Sociology<br>Carolina Population Center<br>University of North Carolina at Chapel Hill<br>Chapel Hill, NC |
| 8. | Khater | Akram | Director of Middle East Studies Program and Associate Professor of History<br>Department of History<br>North Carolina State University<br>Raleigh, NC |
| 9. | Morning | Ann | Associate Professor of Sociology<br>Department of Sociology<br>New York University<br>New York, NY |

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| 10. | Moua | Mee | President and Executive Director<br>Asian Americans Advancing Justice - AAJC<br>Washington, DC |
| 11. | Ramos | Altagracia | Retired Ohio Civil Rights Commissioner<br>Beavercreek, OH |
| 12. | Saxena | Neel | Deputy Director and Grant Manager in DC Mayor's Office<br>Washington, DC |
| 13. | Schoua-Glusberg | Alisu | Principal<br>Research Support Services Inc.<br>Evanston, IL |
| 14. | Taualii | Maile | Assistant Professor of Public Health<br>John A. Burns School of Medicine, University of Hawaii, Manoa |
| 15. | Vargas | Arturo | Executive Director, National Association of Latino Elected and Appointed Officials (NALEO) Educational Fund |
| **Advisory Committee POC** | | | |
| | Greene | Jeri | Chief Census Advisory Committee Office |
| | Loo | Tom | Coordinator, Office of External Engagement |
| **Race and Hispanic Origin Research Subject Matter POC** | | | |
| | Humes | Karen | Assistant Division Chief for Special Population Statistics Population Division |
| | Jones | Nicholas | Subject Matter Expert<br>Division Chief for Special Population Statistics<br>Population Division |
| | Ramirez | Roberto | Subject Matter Expert<br>Division Chief for Special Population Statistics<br>Population Division |

# 3. SOURCES AND MATERIALS

## 3.1. Reports within Census and Working Group

| Title | Author/Date | Source | Summary |
|---|---|---|---|
| 2010 Census Race and Hispanic Origin Alternative Questionnaire Experiment (AQE) | Elizabeth Compton, Michael Bentley, Sharon Ennis, Sonya Rastogi, August 8, 2012 | Decennial Statistical Studies Division and Population Division | This report summarizes the number and different types of AQE panels that were used across three research areas: 1) Testing the use of modified examples in the race and Hispanic origin questions; 2) Exploratory approaches of combining the race and Hispanic origin questions; 3) Exploring Asian and the detailed Native Hawaiian and Other Pacific Islander check box groups. |
| Segmenting the Population for the Census 2010 Integrated Communication Program | Nancy Bates, Mary H. Mulry, October 27, 2007 | Census 2010 Publicity Office | This research informs the types of strategies that might be employed to solicit feedback from ethnic communities and hard-to-count populations during the 2013-2014 Early Research and Testing Phase. This report defines the underlying constructs behind the hard-to-count mailback populations and models the potential impact that the pre-2010 partnership and advertising campaign had amongst these populations. |
| Using a Geographic Segmentation to Understand, Predict and Plan for Census and Survey Mail Nonreponse | Nancy Bates, Mary H. Mulry, 2011 | Journal of Official Statistics, Vol 27, No.4, 2011, pp 601-618 | This research informs the types of strategies that might be employed to solicit feedback from ethnic communities and hard-to-count populations during the 2013-2014 Early Research and Testing Phase. This study reports on mutually exclusive geographic clusters of the population that varied across the spectrum of pre- |

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| | | | 2010 mail nonresponse. Each segment is distinguished by unique demographic, housing, and socioeconomic characteristics that are aligned with three hard-to-count profiles. |
| 2010 Census Integrated Communications Program Earned Media Public Relations Assessment Report | Michele H. Lower, August 16, 2012 | Public Information Office | This report summarizes how key hard-to-count audiences were reached through a variety of earned media avenues during the 2010 Census campaign. This report may serve as a model on how to engage with the public during the 2013-2014 Early Research and Testing Phase. |
| 2010 Census Integrated Communications Program National Partnership Assessment Report | William King, David L. Wycinsky Jr., August 1, 2012 | Customer Liaison & Marketing Services Office, Office of External Engagement | This report provides an overview of how the National Partnership Program made recommendations for the 2010 Census, which included partnering with target populations and emerging population organizations, with the intent to reach out to groups not as familiar to the typical Census Bureau Stakeholder. This report may serve as a model on how to engage with the public during the 2013-2014 Early Research and Testing Phase. |
| Final Report of the Alternative Questionnaire Experiment Focus Group Research | Grace Carroll, Ph.D.<br>Averil Clark, Ph.D.<br>Susan Gabbard, Ph.D.<br>Jesus Martinez, Ph.D.<br>Carmen Sum, M.B.A.<br>Robyn Reliford, M.S.<br>December 30, 2011 | Submitted by:<br>JBS International, Inc.<br>555 Airport Blvd., Suite 400<br>Burlingame, CA 94010 | Contains detailed information on and analysis of the focus-group data collected as part of the 2010 Alternative Questionnaire Experiment. |

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| The Hispanic Question and the 2020 Census: Debating the Alternatives (Unpublished, March 2013) | Edited by Angelo Falcón, with contributions by Nancy Lopez, Tanya K. Hernandez, John R. Logan, Carlos Vargas-Ramos, Kenneth Prewitt and Ruben G. Rumbait | National Institute for Latino Policy (NiLP) http://www.nilpnetwork.org/AQE_NiLP_Reader_2013_B.pdf | This collection provides the views of leading scholars of Latino communities and the Census reacting to proposals for changes in the Hispanic and race questions for 2020. |

## 3.2. Communications with Key Stakeholder Groups, Race and Ethnic Communities

| Date (s) | Call (C)/ Email (E) Letter (L) | Attendees / Background | Summary |
|---|---|---|---|
| 3/18/2014 | Felicia Persaud, Chairman, CaribID<br><br>[Type C, E & L] | Linda Marc-Clerisme (WG Convenor) | During email exchanges and phone conversations Ms. Persuad expressed a desire for the testing of a subcategory "Indo-Caribbean" that would be associated with Black or African-American on the combined questionnaire format. This would address the concerns of East Indian populations who live throughout the Anglo-phone Caribbean.<br><br>RESPONSE: Matter referred to the Special Populations Statistics Division |
| 3/5-6/2014 | Gilberto Amaya Washington DC Representative of Plataforma Cumbre Mundial Afrodescendiente<br><br>[Type C, E & L] | Linda Marc-Clerisme (WG Convenor); Jeri Green (Office of External Engagement) | During the email exchanges and phone conversations Mr. Amaya expressed concerns that a significant proportion of Latinos of African descent do not identify as Black or African-American and have no clear option to claim their African ancestry, yet there is a new movement where the terminology *Afro-Latino* is an increasingly accepted and recognizable identity. In addition, he points out that the Working Group does not include *Afro-Latino* |

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| | | | representatives. A request has been made to add Afro-Latino as a subcategory under "Black African Am."<br><br>RESPONSE: Matter referred to the Special Populations Statistics Division |
| 3/8-11/2013 | Fernando Goncalves Rosa<br>Chairman, Portuguese-American Leadership Council of the United States, Inc.<br>**(PALCUS)**<br><br>[Type C & E] | Linda Marc-Clerisme (WG Convenor) | During the email exchanges and phone conversation, PALCUS has expressed that Portuguese-Americans cannot be defined as Hispanics.<br><br>RESPONSE: Matter referred to the Special Populations Statistics Division |
| 9/17/2013 | Angels Simoes, Director, Portuguese-American Leadership Council of the United States, Inc.<br>**(PALCUS)**<br><br>[Type E] | Linda Marc-Clerisme (WG Convenor); Paul Wantanabe (NAC Chair); Kristin Martin (NAC Vice-Chair) and Karen Humes (Asst Division Chief, Special Population Statistics); Tom Loo and Jeri Green (Office of External Engagement) | Request that "Portuguese" be a new option to choose under the "Ethnic Heritage" category on the census form.<br><br>RESPONSE: Matter referred to the Special Populations Statistics Division |
| 3/11-20/2013 | Susan Graham, Project Race , Executive Director<br><br>[Type C & E] | Linda Marc-Clerisme (WG Convenor) and Paul Wantanabe (NAC Chair) | Discussed and exchanged emails describing concerns of the Portuguese communities. 1) Informed us that the US Department of Transportation includes Portuguese as Hispanic, which may be the origin of rumors that prompted concerns expressed by PALCUS and Project Race that the Census would categorize persons of Portuguese descent as Hispanic.<br><br>RESPONSE: Matter referred to the Special Populations Statistics Division. |

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| | | | The Division provided the following reply: "...the 1997 OMB standards posted on line do not include "Portuguese culture" in the official definition of "Hispanic or Latino," which is to be used by federal statistical agencies." |
| 3/20/2013 & 10/13/2013 | Susan Graham, Project Race , Executive Director<br><br>[Type E & L] | Linda Marc-Clerisme (WG Convenor); Paul Wantanabe (NAC Chair); Kristin Martin (NAC Vice-Chair) and Karen Humes (Asst Division Chief, Special Population Statistics) | This letter describes concerns about the terminology used for the multiracial communities. From the results of the 2000 Census the bureau referred to "People of More Than One Race in the United States." For the 2010 Census, they adopted the acronyms TOMR (Two or More Races) people and MOOM (Mark One or More) people. Since 2010, the Census Bureau began referring to multiracial people as "combination people." They are *all* offensive to people who only wish to be regarded as being of multiple races. The respectful and most inclusive term for this is "Multiracial." Multiracial is being used by progressive companies, organizations, educational institutions, and in many more areas. The secondary concern is about the tabulation of multiracial people."<br><br>RESPONSE: Matter referred to the Special Populations Statistics Division, with recommendation to conduct additional testing of a multiracial category during the 2013-2014 Early Research and Testing Phase. |

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| March 15, 2013 | Meeting convened by the Population Association of America's Committee on Population Studies, chaired by Linda Gage<br><br>[Type C] | Ann Morning (WG member), Linda Gage (PAA). Census Bureau attendees: Nicholas Jones, Roberto Ramirez, Joan Hill, Karen Humes. OMB attendees: Brian Harris-Kojetin, Katherine Wallman. Academics: Ken Prewitt (Columbia U., former Census Bureau Director), Connie Citro, Aliya Saperstein, John Iceland, Jennifer Lee, Carolyn Liebler, Matt Snipp, Julie Dowling. | Academic demographers' input sought on results of 2010 AQE. Consensus was that a combined race/ethnicity question was preferable. |
| November 2012 – July 2013 | Memorandum to Nicholas Jones & Roberto Ramirez, "Recommendations for further testing of race and ethnicity questionnaire formats for the 2020 Census and the Annual American Community Survey (ACS)<br><br>[Type E&L] | American Sociological Association Working Group on Race and Hispanic Origin Question Revisions for Census 2020 (an informal voluntary committee) | Memo encouraged further Bureau research on varied race and ethnicity question formats, including both a combined- and separate-question approach. |
| 1/22/2014 Letter regarding MENA designation written to OMB | Arab American Institute (AAI)<br><br>[Type L] | Linda Marc-Clerisme (WG Convenor); Tom Loo (Office of External Engagement), Subject Matter Experts (Special Population Statistics). And WG Members | AAI's letter provides the rationale for a MENA designation intended to clarify how Middle Eastern and North African populations identify themselves racially.<br><br>RESPONSE: WG supports further research on the MENA population. Matter referred to the Special Populations Statistics Division, with recommendation to conduct |

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| | | | additional testing of a multiracial category during the 2013-2014 Early Research and Testing Phase. |
| 3/13/2014 Email | Sela Panapasa, PhD NAC, WG Convenor (Small Populations, , Native Hawaiian and Other Pacific Islander Populations)<br><br>[Type E] | Linda Marc-Clerisme (WG Convenor) | Email provides feedback to the WG Report indicating that the combined question format is equitable for the NHOPI populations.<br><br>RESPONSE: WG supports using the combined question format to improve the quality and accuracy of data collected on NHOPI populations. |
| December 3, 2012 | Hispanic civil rights organizations in the United States | WG Members, Arturo Vargas and Angelo Falcón | Met with senior Census staff including Acting Director Messenbourg, to discuss in part, access to primary data from AQE research for Latino studies scholars and the invitation to Census to make a presentation to the membership. Enrique Llamas of the Population Division was assigned to develop a process for access to AQE primary data and Steve Jost of the Communications Directorate agreed to make a future presentation to the group. |
| November 14, 2013 | Maria Torres de los Angeles, Director, Inter-University Program for Latino Research (IUPLR), based at the University of Illinois at Chicago, a consortium of the leading university-based Latino research centers.<br><br>[Type E] | WG Member, Angelo Falcón | RESPONSE: The IUPLR expressed interest in hosting a presentation of the AQE findings for discussion among its member organizations. |

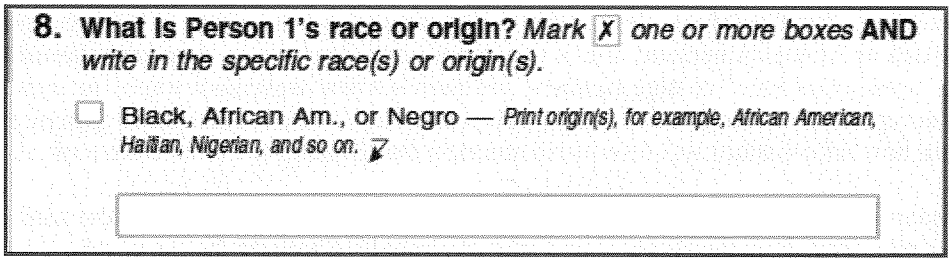
# 4. RECOMMENDATIONS

## 4.1. Advising on Research

### 4.1.1. Summary of Concerns

#### 4.1.1.1. African-American, African, Afro-Caribbean and Afro-Latino

Analysis of the AQE Focus Group results shows that some populations of African descent want to designate their common African ancestry and cultural heritage (land of origin) on Census forms. AQE Focus Group results shows a preference for a "combined race and origin write in box" that includes a write in box with the Black or African American category" (See Figure C11 below with red box highlighting Black or African Am category). Also, analysis of the AQE Focus Group results shows that the examples, *African* and *Afro-Caribbean* were useful in helping individuals self-identify, for those who are not African-American.


**8. What is Person 1's race or origin?** *Mark* ☒ *one or more boxes* **AND** *write in the specific race(s) or origin(s).*

☐ Black, African Am., or Negro — *Print origin(s), for example, African American, Haitian, Nigerian, and so on.*

Excerpt from Figure C11 from the final report, "*2010 Census Race and Hispanic Origin Alternative Questionnaire Experiment*," for the 2010 Census Program for Evaluations and Experiments (CPEX). The combined Hispanic origin and race question on the X3 experimental panel. This panel is a member of the combined race and Hispanic origin family (B2b). The "streamlined" layout compresses all checkboxes into the OMB categories and includes write in lines for all categories.

Amongst East Indian populations who live throughout the Anglo/British Caribbean, community stakeholders expressed a desire for the testing of "*Afro-Indian or Indo-Caribbean*" as examples that would be added to the other examples under Black or African American on the "combined race and origin write in box."

A question arose from a Working Group member regarding these ethnic identities:

> *"...but wouldn't they want it to be an example under the "Asian" category, where other people of South Asian Indian descent are grouped?"*

In response to this question, stakeholders from the Afro-Indian and Indo-Caribbean community reply:

> *"....we have said from 2008 that the category that should be added to ensure an accurate count and self-identification of the Caribbean immigrant or Caribbean American is Caribbean/West Indian; simply because the Caribbean region is a melting pot of many nations, races, cultures and ethnicities and the one unifier in our region is place of birth and culture – Caribbean/West Indies.*

*However, at the same time, we understand that Afro-Caribbeans and Indo-Caribbeans represent the pre-dominant ethnic groups in the Caribbean. As such, if ethnicity is the means of identification on future census forms, then both should be on Census forms. In the United States, Indo Caribbeans are also considered part of the black population because Asians do not see them as part of their continent despite a legacy of indentureship and the history that brought this group to the Caribbean region. This is similar to the fact that Africans too do not see African Americans or Afro-Caribbeans as Africans despite their linkage to that continent. The one drop rule is what stands and because of the ethnic melting pot that has become the Caribbean since the days of indentureship and slavery, we were willing to accept the splitting of the two groups into the one overall major group of Black in order to ensure an accurate future Census count and to begin the process of truly learning the number of Caribbean nationals living in the United States. We are anxious to tell our story in real numbers, something we lack today. That remains our concern and focus as a united Caribbean bloc."*

Similarly, amongst Latinos of African descent, stakeholders are requesting that the example *"Afro-Latino"* be added to the other examples under Black or African American, with print origins such as *"African American, Afro-Caribbean, Afro-Latino"*. The concern is that Latinos of African descent do not identify as Black or African-American, and in the absence of a clear option, they are believed to be marking the *"some other race"* in large numbers, yet there is a new movement where the term *Afro-Latino* is an acceptable and recognizable identity. However, key Hispanic stakeholder groups express the concern about how Afro-Latinos will be counted amongst the Hispanic or Latino communities.

The stakeholders of African descent within these communities, however, believe that the addition of the term does not take away from the Hispanic or Latino communities because the use of *Afro-Latino* only identifies them as a differentiated group within the larger Hispanic or Latino population. The inclusion of the *Afro-Latino* term along with *Afro-Caribbean* and other groups would help in improving the accuracy in counting the aggregated population of African descent in the country. In addition, scholars of the Afro-Latino experience are concerned that the combined question will conflate ethnic and racial identities in negative ways. Hence, there appears to be a strong preference for having separate questions for race and for ethnicity/national origin in the format used during the 2010 Census form (See Figure C1 below with red box highlighting ethnicity/national origin question).

→ **NOTE: Please answer BOTH Question 8 about Hispanic origin and Question 9 about race. For this census, Hispanic origins are not races.**

**8. Is Person 1 of Hispanic, Latino, or Spanish origin?**

- ☐ **No,** not of Hispanic, Latino, or Spanish origin
- ☐ Yes, Mexican, Mexican Am., Chicano
- ☐ Yes, Puerto Rican
- ☐ Yes, Cuban
- ☐ Yes, another Hispanic, Latino, or Spanish origin — *Print origin, for example, Argentinean, Colombian, Dominican, Nicaraguan, Salvadoran, Spaniard, and so on.*

**9. What is Person 1's race?** *Mark* [X] *one or more boxes.*

- ☐ White
- ☐ Black, African Am., or Negro
- ☐ American Indian or Alaska Native — *Print name of enrolled or principal tribe.*

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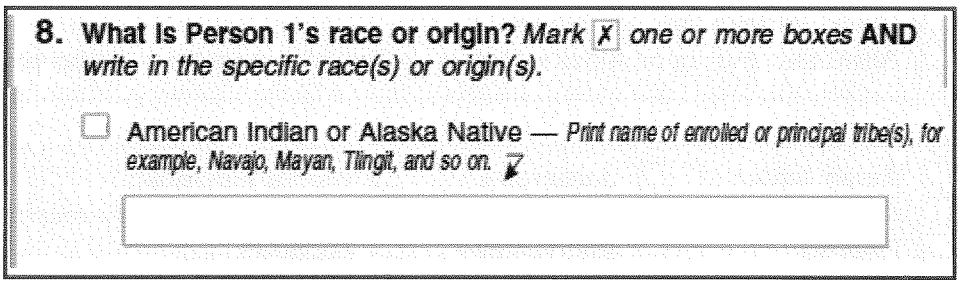
| ☐ Asian Indian | ☐ Japanese | ☐ Native Hawaiian |
| ☐ Chinese | ☐ Korean | ☐ Guamanian or Chamorro |
| ☐ Filipino | ☐ Vietnamese | ☐ Samoan |
| ☐ Other Asian — *Print race, for example, Hmong, Laotian, Thai, Pakistani, Cambodian, and so on.* | | ☐ Other Pacific Islander — *Print race, for example, Fijian, Tongan, and so on.* |

- ☐ Some other race — *Print race.*

Excerpt from Figure C1 from the final report, "2010 Census Race and Hispanic Origin Alternative Questionnaire Experiment," for the 2010 Census Program for Evaluations and Experiments (CPEX). Hispanic origin and race questions on the XA control panel. This panel is identical to the standard 2010 Census D-1 questionnaire.

#### 4.1.1.2. American Indian and Alaska Native

Analysis of the AQE Focus Group results shows that some of the B family of questionnaires, like X3, appear to increase respondent navigation on detailed response area of the AIAN checkbox. However, there needs to be some additional research in the area of example language on the AIAN checkbox. For example, the language "*Print name of enrolled or principal tribe*" is troublesome for non-enrolled tribal peoples, such as Alaska Natives who self-identify by indigenous origins rather than federally recognized affiliation. Another example of severed federal relationships were the U.S. efforts to terminate treaties with the Tribes from 1950-1970, where 109 Tribes were terminated and denied federal recognition. It is not practical to ask Census to provide a check-the-box list that includes 566 federal recognized tribes plus State Recognized Tribes plus Alaska identifiers like Tlingit. Furthermore, the language "*Print name of enrolled or principal tribe*" is also troublesome for Alaska Natives, and Indigenous people from South and Central America (See Figure C11 below with red box highlighting AIAN category).


**8. What is Person 1's race or origin?** *Mark* ☒ *one or more boxes* **AND** *write in the specific race(s) or origin(s).*

☐ American Indian or Alaska Native — *Print name of enrolled or principal tribe(s), for example, Navajo, Mayan, Tlingit, and so on.*

Excerpt from Figure C11 from the final report, "*2010 Census Race and Hispanic Origin Alternative Questionnaire Experiment*," for the 2010 Census Program for Evaluations and Experiments (CPEX). The combined Hispanic origin and race question on the X3 experimental panel. This panel is a member of the combined race and Hispanic origin family (B2b). The "streamlined" layout compresses all checkboxes into the OMB categories and includes write in lines for all categories.

Limiting the count of AIAN (American Indian/Alaska Native) populations to "*enrolled or principal tribe*" members defeats the purpose of providing a thorough count of those who 'self-identify' as AIAN. Enrolled members are subject to criteria that is determined by each of over 500 federally recognized tribes. These criteria may limit enrollment by blood quantum or limit enrollment due to exclusion for political reasons. The criteria may also limit enrollment to those who reside within specific boundaries.

In addition, some federally funded sources use proof of federal enrollment for regulatory program compliance that is specific to serving AIAN populations. Some AIAN programs allow the Bureau of Indian Affairs to provide documentation; and this process provides blood quantum information that may be less than a higher limit from a tribe.

Therefore, for the Census Bureau to limit their count to federally recognized members of tribes would be counter to Census goals, which aims to count diverse populations through self-identification. This approach would also unintentionally involve Census in political or program requirements.

Moreover, no other race or origin is required to limit their self-identification to Census through a third party verification process. While most government programs require some sort of documentation from AIAN populations, it would be impossible for the Census Bureau to consider these myriad of program

requirements that are subject to change. Hence, for these multiple reasons, the WG recommends that the Census Bureau use a less restrictive approach and allow self-identification as is used by other race/origin categories.

#### 4.1.1.3. Asian

Analysis of the AQE findings show that combining questions on race and Hispanic origin generally decreased the amount of detailed race reporting among Asian Americans. Combined question formats that eliminated check boxes capturing larger Asian American ethnic groups had clearly negative impacts on detailed race reporting. Furthermore the effect on the Asian American population with a combined format was not fully explored, for example, it was unclear if someone checked "Some Other Race" and then indicate in the write in 'Indian' would that be captured as 'Asian Indian' or 'Native American'. The impact of combined question formats that retained check boxes was less clear; estimates of detailed reporting fell, but these decreases relative to the control did not achieve statistical significance given an inadequate sample size.

Second, removing check boxes used to capture detailed race groups also decreased the amount of detailed race reporting among Asian Americans. Indeed, these formats yielded the lowest detailed race reporting among Asian Americans of any format tested.[1]

Third, while alphabetizing examples used to illustrate Asian American detailed race groups without check boxes had little impact on response, removing a group from the list of examples reduced reporting for that group. Testing conducted as part of the 2005 National Census Test suggests that limiting or removing the list of examples has a negative impact on detailed reporting.[2]

Analysis of the AQE Focus Group results also suggest a limitation to the study findings specific to the Mailout/Mailback Universe that was complemented using a series of focus group approaches. The concern is with the demographics of the participants of Asian ancestry that were selected for the focus groups. These Asian Americans who participated or were recruited to participate were not part of the hard-to-count Asian population, which traditionally has lower-educational attainment. Instead, the study sample consisted of Asian Americans who were more educated. This may have introduced a bias in the

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[1] The primary importance of detailed ethnic or national origin identification among Asian Americans have been shown in various surveys, including the 2000-2001 Pilot National Asian American Politics Survey, where two-thirds identified with their detailed group and only about one in five self-identified as "Asian" or "Asian American." Lien, Pei-te, M. Margaret Conway, and Janelle S. Wong, 2003. "The Contours and Sources of Ethnic Identity Choices Among Asian Americans." Social Science Quarterly 84(2): 461-481. Similarly, data from the 2008 National Asian American Survey indicate that about 75% identified with their detailed group, while 33% identified as Asian or Asian American, Ramakrishnan, Karthick, Jane Junn, Taeku Lee, and Janelle Wong. National Asian American Survey, 2008 [Computer file]. ICPSR31481-v2. Ann Arbor, MI: Inter-university Consortium for Political and Social Research [distributor], 2012-07-19. doi:10.3886/ICPSR31481.v2, and the 2012 National Asian American Survey showed the differences as 84% and 19%, respectively, Karthick Ramakrishnan's analysis of the 2012 National Asian American Survey. The latter two surveys allowed respondents to self-identify with more than one of the following categories: Asian, Asian American, [Ethnic group], and [Ethnic group] American. Finally, in the 2012 Pew Survey of Asian Americans, respondents were asked about their self-identification into mutually exclusive categories, and the results were similar: 62% identified with their ethnic group while 19% self-identified as Asian or Asian American. Pew Research Center, The Rise of Asian Americans (2012), available at http://www.pewsocialtrends.org/files/2013/04/Asian-Americans-new-full-report-04-2013.pdf.

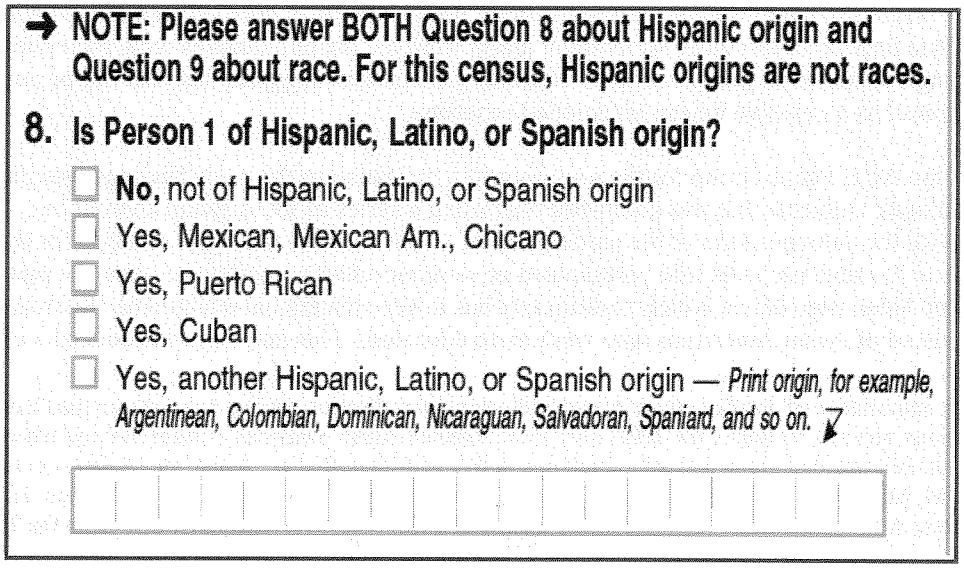
[2] Nicholas, Alberti, 2006. "2005 National Census Test: Analysis of the Race and Ethnicity Questions." http://www.census.gov.edgekey.net/cac/race_ethnic_advisory_committees/docs/2006_Nov_results_3_2005_test.pdf.

study results, such that survey designers did not consider a sample more representative of the population of Asian Americans across language, literacy, culture, and other diverse factors that make segments of the Asian American population hard-to-count.

Possible issues that might help to explain these findings are that amongst Asian ethnic groups with no country of origin in the world, these groups often face oppression from countries where they reside and these ethnic groups would not affiliate with those countries. Hence, the diaspora of Asian ethnic groups would not be captured correctly with a country of origin question. One example are the Hmong ethnic group who have no specific country of origin but come from southeast Asia, and are dispersed across many countries from China to Laos to Vietnam. Therefore, for some people of Asian descent specifying a country of origin may have a lot of political implications.

#### 4.1.1.4. Hispanic Populations and Race Reporting among Hispanics

There is the concern that by eliminating the Hispanic question as a separate and unique identifier, that this would be seen in Hispanic/Latino communities as the Census Bureau giving a lower priority to self-identifying their heritage (See Excerpt from Figure C1 below with red box illustrating the separate Hispanic question).

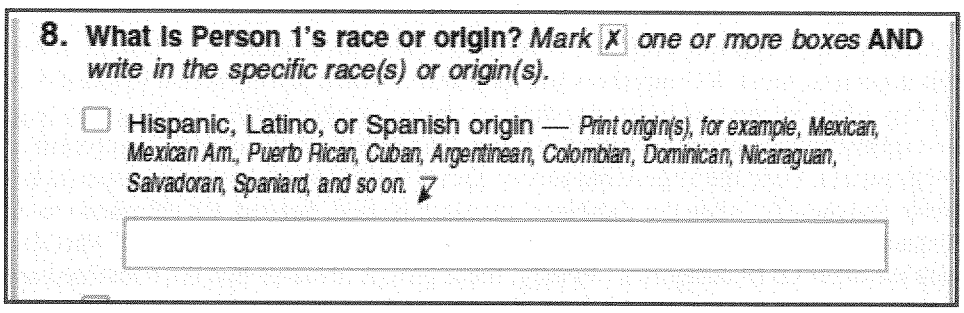

➜ **NOTE: Please answer BOTH Question 8 about Hispanic origin and Question 9 about race. For this census, Hispanic origins are not races.**

**8. Is Person 1 of Hispanic, Latino, or Spanish origin?**

- ☐ **No,** not of Hispanic, Latino, or Spanish origin
- ☐ Yes, Mexican, Mexican Am., Chicano
- ☐ Yes, Puerto Rican
- ☐ Yes, Cuban
- ☐ Yes, another Hispanic, Latino, or Spanish origin — *Print origin, for example, Argentinean, Colombian, Dominican, Nicaraguan, Salvadoran, Spaniard, and so on.*

Excerpt from Figure C1 from the final report, "2010 Census Race and Hispanic Origin Alternative Questionnaire Experiment," for the 2010 Census Program for Evaluations and Experiments (CPEX). Hispanic origin and race questions on the XA control panel. This panel is identical to the standard 2010 Census D-1 questionnaire.

However, a combined question would be more consistent with the sentiment—expressed in AQE focus groups by both Hispanics and non-Hispanics—that it would be fairer and more symmetric to include Hispanics alongside all other OMB groups on a single question, rather than single them out on a separate question (See Excerpt from Figure C11 below with red box illustrating the combined question format).


**8. What is Person 1's race or origin?** *Mark ☒ one or more boxes* **AND** *write in the specific race(s) or origin(s).*

☐ Hispanic, Latino, or Spanish origin — *Print origin(s), for example, Mexican, Mexican Am., Puerto Rican, Cuban, Argentinean, Colombian, Dominican, Nicaraguan, Salvadoran, Spaniard, and so on.*

Excerpt from Figure C11 from the final report, "2010 Census Race and Hispanic Origin Alternative Questionnaire Experiment," for the 2010 Census Program for Evaluations and Experiments (CPEX). The combined Hispanic origin and race question on the X3 experimental panel. This panel is a member of the combined race and Hispanic origin family (B2b). The "streamlined" layout compresses all checkboxes into the OMB categories and includes write in lines for all categories.

There are diverse opinions about both approaches. For example, there is a belief amongst some stakeholders that by introducing the combined Hispanic question approach, this would allow for the identification of multiple Latino national-origin group identifications (Mexican-Cuban, Puerto Rican-Dominican, Honduran-African-American, etc.). The concern is that individuals want the opportunity to report more than one national origin group, which reflects the growing diversity and intermarriage rates of Latinos, as they approach being close to a third of the country's population by 2020. The latter is harder to achieve on the separate Hispanic question, which has specific lines for only some groups, whereas the combined question approach with write in lines allows people to insert their specific national origin.

There are also concerns about the combined question format, which omits the separate Hispanic origin question, that the distinction between race and national origin, particularly for Hispanics of African descent, will be lost.

Others argue that Afro-Latinos would still be able to express such an identity on a combined question, by marking both the "Black" and "Hispanic" categories simultaneously. However, stakeholders of African descent within the Hispanic population believe this approach assumes a situation of "race equity" that some believe does not exist; and this is similar to the term "racial democracy" often used in Latin American countries, which creates an "illusion of inclusion." As such, the stakeholders of African descent, when consulted, confirmed the fact that a large segment of their community in the United Sates does not self-identify as "Black" because of the stigma associated with it in Latin America, and that failing to introduce a more acceptable term would continue to lead to undercounting and result in social exclusion. Furthermore, stakeholders of African descent within the Hispanic population believe that their statistical invisibility within the Hispanic population leads to perpetuating the exclusion and lack of access to important benefits for their needs as a differentiated community.

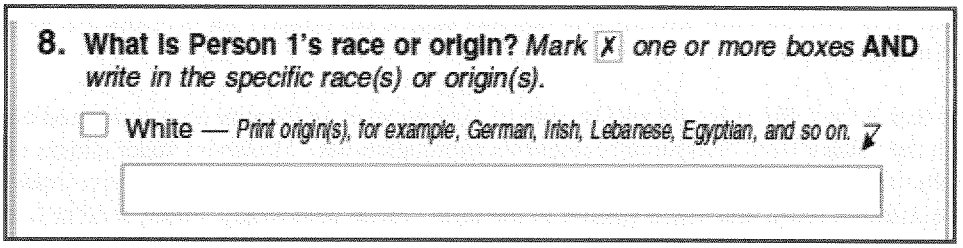
However, making the distinction between race and national origin raises a matter that is relevant for all of the OMB groups – that the Census Bureau should test instructions that make clear that all respondents can identify more than one ethnic origin. For example, a person who checks off the "Black" category could write in "Jamaican" as well as "Ghanaian"; a person who checks off "Asian" could write in "Pakistani" as well as "Korean."

Despite these concerns, some members of the Working Group felt that a combined race/ethnicity question would best reflect the self-reporting preferences of the Hispanic population in the United States. In support of this argument, some WG members put forth that it would permit people to identify only as "Hispanic" if they wish, as opposed to forcing them to choose another OMB (racial) group (e.g. White, Black) as the current separate-question format requires. The appeal of this change is apparent in every area of the AQE results. First, the large-scale survey shows that Hispanic item non-response to the race question shrinks dramatically when the combined approach is used. Second, the telephone re-interviews show that Hispanics' self-reporting is more reliable (i.e. consistent) when a "Hispanic" checkbox is combined with the other OMB categories. Finally, focus groups revealed that the combined approach seemed to make most sense to respondents, both Hispanic and non-Hispanic, and equally importantly, it seemed fairer and more symmetric.

#### 4.1.1.5. Middle Eastern and North African

Analysis of the AQE Focus Group results among Middle Eastern and North African (MENA) show that the category "White" did not describe them adequately. Arab American and other Middle Eastern advocacy groups have sent a letter to OMB requesting a group specific category for MENA. Various Middle Eastern advocacy groups met with Dr. Thompson, Director of Census Bureau, on Tuesday, March 18 (prior to the NAC meeting) to deliberate over three main topics: 1) To discuss the limitations of ancestry data collection and reporting on the MENA population; 2) To discuss observations of how missing and limited data impact MENA communities (e.g. research on health disparities); and 3) To request that the Census Bureau conduct testing on MENA ethnicity as a separate racial category.

Arab American advocacy groups have also requested that nationalities reflective of MENA populations (e.g. Lebanese, Egyptian, Libyan, and Moroccan) on the AQE panels not be listed as examples under the category "White" on the combined race and origin write in box (See Excerpt from Figure C11 below using Lebanese and Egyptian as examples under the category "White").


**8. What is Person 1's race or origin?** *Mark* ☒ *one or more boxes* **AND** *write in the specific race(s) or origin(s).*

☐ **White** — *Print origin(s), for example, German, Irish, Lebanese, Egyptian, and so on.*

Excerpt from Figure C11 from the final report, "2010 Census Race and Hispanic Origin Alternative Questionnaire Experiment," for the 2010 Census Program for Evaluations and Experiments (CPEX). The combined Hispanic origin and race question on the X3 experimental panel. This panel is a member of the combined race and Hispanic origin family (B2b). The "streamlined" layout compresses all checkboxes into the OMB categories and includes write in lines for all categories.

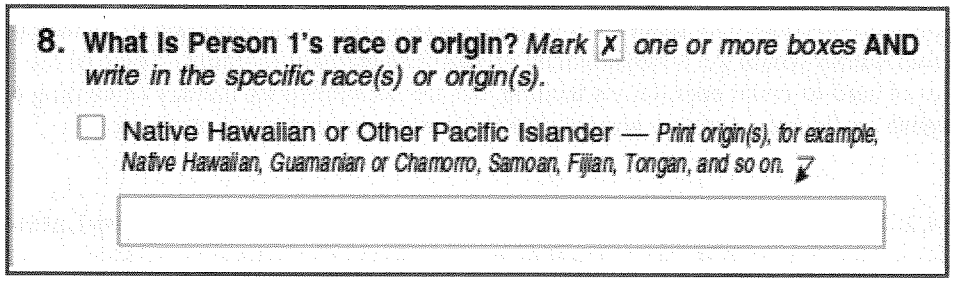
#### 4.1.1.6. Multiracial Populations

A multi-racial advocacy group has complained that some of the terminology used for the multiracial communities from 2000 to beyond the 2010 census is offensive. Terms such as "People of More Than One Race in the United States," TOMR (Two or More Races) people, MOOM (Mark One or More) people, and "Combination People" are all offensive according to their perspective. The WG recognizes, however, that none of these terms actually appears on census questionnaires fielded or tested. Hence this presents as an opportunity for Census to consider developing educational campaigns targeting multiracial populations, to inform them about the testing of terms used for these communities.

Focus-group results suggest that multiracial respondents are not always aware they have the option to select more than one race. Hence, slightly different questionnaire designs might be tested to see if they facilitate the reporting of more than one race. Alternatively, census publicity and outreach efforts might be made to clarify this option. Furthermore, although the problematic descriptions of multiracial individuals attempt to capture an important development in the country's demography, more research is needed to explain the discrepancy between interest in this population and its relative size to the other sub-population groups (i.e., the multiracial population is actually larger than two of the OMB categories – American Indian and Alaska Native, and Native Hawaiians and Other Pacific Islanders).

#### 4.1.1.7. Native Hawaiians and Other Pacific Islanders

Based on feedback from some Native Hawaiian and Other Pacific Islander (NHOPI) stakeholders, the AQE process for NHOPIs was adequate. The proposed "combined race and origin write in box" is equitable and would help improve the quality and accuracy of data collection for NHOPIs as a distinct racial population (See Figure C11 below with red box highlighting NHOPI category).


**8. What is Person 1's race or origin?** *Mark* ☒ *one or more boxes* **AND** *write in the specific race(s) or origin(s).*

☐ Native Hawaiian or Other Pacific Islander — *Print origin(s), for example, Native Hawaiian, Guamanian or Chamorro, Samoan, Fijian, Tongan, and so on.*

Excerpt from Figure C11 from the final report, "*2010 Census Race and Hispanic Origin Alternative Questionnaire Experiment*," for the 2010 Census Program for Evaluations and Experiments (CPEX). The combined Hispanic origin and race question on the X3 experimental panel. This panel is a member of the combined race and Hispanic origin family (B2b). The "streamlined" layout compresses all checkboxes into the OMB categories and includes write in lines for all categories.

NHOPIs represent a diverse population (over 22 distinct ethnicities and nationalities) from Hawaii, US Affiliated Pacific Islands and independent Pacific Island countries. Some stakeholders believe that the "combined race and origin write in box" presents a unique opportunity for the Census Bureau to update its coding system and be able to account for every distinct NHOPI subgroup and avoid the "generalized other" category. Additional specific recommendations are listed in Section 4.1.2.7.

#### 4.1.1.8. Portuguese Descendant and Portuguese Speaking Populations

Portuguese advocacy groups have expressed a concern that persons of Portuguese descent cannot be classified as "Hispanic." This concern was expressed because the US Department of Transportation defines "*a person of Portuguese culture or origin as Hispanic regardless of race.*"[3] This may be the origin of rumors that prompted concerns expressed by PALCUS and Project Race that the Census Bureau would classify persons of Portuguese descent as Hispanic.

Related to this is the question of the designation of Brazilians who are Portuguese speaking, some of whom identify as Hispanic or Latinos and some who do not. The Census does not classify persons of Brazilian descent as Hispanic, but there may be a need to explore this issue further.

### 4.1.2. General Recommendations or Statements of Agreement

Based on the general recommendations found below, the majority of WG members support the further testing of the combined race and origin write in box question, particularly the effect on detailed information specific to each population. Special attention in testing should be given to the effect on detailed race reporting due to combining the questions and removing the checkboxes.

The WG also encourages and offers support for interagency meetings with the Office of Management and Budget (OMB). In a number of meetings already held, OMB has expressed the view that the 1997 race and ethnicity standards may not need to change, but the implementation guidance may change in order to permit the use of a combined question format when collecting race and ethnic data via self-identification [4].

Further testing efforts should be made to include the effect of changes to the combined race and origin question on the hard-to-count populations within each racial group. It is important to include cognitive testing with individuals within the different racial groups who are hard-to-count. Some of the characteristics of hard-to-count populations include, but are not limited to: literacy (including computer literacy), English proficiency, income, group/cultural identity (not tied to country), etc …

#### 4.1.2.1. African-American, African, Afro-Caribbean and Afro-Latino

There is strong support amongst the WG members that a combined race/ethnicity question would best reflect the self-reporting preferences of the diverse African-American, African, Afro-Caribbean in the United States. A combined-format question that includes a write in line for all race groups raises the rate of detailed ethnic reporting among respondents of African descent enormously. This is a finding in their favor, which may help address concerns among specific populations (e.g. people of Caribbean origin, or recent African immigrants) about being able to express an identity, which is different than African-American.

To address critical substantive questions regarding Latinos of African descent and East Indian populations who live throughout the Caribbean, the WG recommends that the Census Bureau conduct additional focus groups with these populations to explore the impact of introducing *Afro-Latino, Afro-Indian, Indo-*

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[3] U.S. Department of Transportation "49 CFR Part 26". Retrieved 2014-3-22. "'Hispanic Americans,' which includes persons of Mexican, Puerto Rican, Cuban, Dominican, Central or South American, or other Spanish or Portuguese culture or origin, regardless of race;"."

[4] Personal Communication. Special Population Statistics, Population Division, Census Bureau, March 10, 2014.

*Caribbean, and Caribbean/West Indian* as examples under the Black or African American example on the "combined race and origin write in box." Stakeholders from these communities are convinced that this effort will have the same effect as for the people of Caribbean origin, or recent African immigrants.

#### 4.1.2.2. American Indian and Alaska Native

The WG recommends that the AIAN category needs to be rephrased using language that is broader to capture all of the Indigenous people of North, Central, and South America. The recommendation is to delete the language "*Print name of enrolled or principal tribe,*" and insert the terms *"Print name of enrolled, affiliated or tribal descent"* to be inclusive, as a means of meeting the needs of several of the AIAN populations.

In addition, the WG recommends testing an alternative approach using the same combined question format that the other race and Hispanic origin questions have, and propose developing a panel that would have a main category *American Indian/Alaska Native* with example ethnicities (e.g., Cherokee, Navajo, etc.), but to not include any language concerning tribal enrollment or affiliation.

The WG recommends further testing to determine if the write in boxes could be used for the specific tribe, village, nation, etc. Accompanying examples could be provided in terms of "origin" instead of race. Examples for the write in boxes might include: Navajo, Tlingit, Maya, Quechua; and example language should be added so that respondents know they can write in a response whether they are an enrolled member or not.

The WG also suggests a need to test example language above the write in box to assist Indigenous peoples from Central and South America, so that they are properly navigated to find the AIAN checkbox. Finally, more research is needed among Spanish and indigenous-language speaking immigrants of South American Indian ancestry (e.g., Mayan) to develop examples that apply to them; and to differentiate between AIAN people from Central and South America with additional testing of language to prevent political conflict with Federally Recognized Tribes.

#### 4.1.2.3. Asian

Due to the negative effects of the combined race/ethnicity question on detailed race reporting, no question best reflects the self-reporting preferences of Asian Americans in the United States. The WG recommends further testing of the combined race/ethnicity question due to the negative effect the combined race/ethnicity question had on detailed race reporting amongst Asian Americans. This reduced reporting was exacerbated with the removal of checkboxes. The WG also recommends further testing take steps to address the decreased detailed reporting seen in the AQE results for Asian Americans, including the continued use of check boxes. The WG recommends the Bureau test and choose an alternative question that maintains or improves the quality of detailed reporting on Asian American ethnic groups. To address critical substantive questions regarding Asian American response, the Census Bureau should:

- Continue to explore the impact of combining race and Hispanic origin questions using larger Asian American sample sizes;
- Integrate a maximum number of *example listings* the largest Asian American detailed race groups not captured by check boxes (treating the 2010 listed examples as a minimum floor for consistency) to ensure specific reporting for the Asian population; including ethnic groups that would not be captured correctly with a country of origin question.

- Continue to incorporate checkboxes in testing panels; and
- Compare check boxes capturing large Asian American detailed race groups to the inclusion of these detailed race groups as examples, in the hope of developing an example-based strategy that results in the same level of detailed reporting as check boxes elicit as a "best practice" to example listings.

To improve the quality of future testing, key stakeholders from Asian communities suggest that the Census Bureau should:

- Increase sample size for Asian Americans;
- Recruit and target Asians who reflect the entire Asian population including language, literacy, culture, income, etc; and
- Provide adequate Asian language assistance to ensure meaningful response from limited-English proficient Asian Americans.

#### 4.1.2.4. Hispanic Populations and Race Reporting among Hispanics

In light of the 2010 Alternative Questionnaire Experiment results, several of the WG members recommend the Census Bureau focus on a combined race/ethnicity question approach in its future testing because it increases considerably Hispanic response rates on the race question, without depressing the count of the Hispanic population. Moreover, the AQE focus group results strongly suggests that the combined approach fits with the ways Americans—both Hispanic and others—think of the main population groups; and AQE re-interview survey results also demonstrate that combining the current race and ethnicity questions better fits the preferences that Latinos express for self-identification.

Key stakeholder groups express the concern about how Latinos of African-descent will be counted amongst the Hispanic or Latino communities. Leaders amongst Latinos of African descent request that the example *"Afro-Latino"* be added to the other examples under Black or African American. These Leaders assert that the combined question format does not represent their preferences and that it perpetuates the stereotype of *who is a Latino*, as perceived by Americans, Hispanics and others.

In light of these opinions, the WG recommends that the Census Bureau conduct additional focus groups with Latinos of African descent to better understand their concerns.

Finally, the WG recommends that in language testing of the combined question format be conducted among ethnically diverse groups of "primary" Spanish speakers, which will be critical for the Hispanic population.

#### 4.1.2.5. Middle Eastern and North African

The Working Group Members support further research and testing for a separate combined race and origin category for persons of "Middle Eastern or North African" (MENA) origin, including ethnic groups from the MENA region (e.g., Kurds, Chaldeans, Armenians, etc.) that would not be captured correctly with a country of origin question.

The WG supports further research for testing a separate MENA category on the Alternative Questionnaire Experiment (AQE). This is based upon strong agreement amongst various MENA advocacy groups (Arab-American Institute, ADC, etc.) as well as the near universal response from all focus groups about

the inaccuracy of designating MENA respondents as "White." With this said, the WG supports that nationalities reflective of MENA populations (e.g. Lebanese, Egyptian, Libyan, and Moroccan) be dis-associated with "White" on the combined race and origin write in box. Furthermore, the WG requests that OMB consider including a MENA category as an official designation, thus updating the 1997 OMB Standards for the Classification of Federal Data on Race and Ethnicity.

#### 4.1.2.6. Multiracial Populations

The WG recommends that the Census Bureau experiment with instruction changes in order to determine whether there can be an increase in the rates of multiracial reporting. The WG further notes that a combined race-ethnicity question has the advantage of making it possible for people to express a "mixed" identity (e.g., part-Latino, part-non-Latino background, by checking off both a Hispanic category and another category to identify as a "mixed" person). Additionally, the WG recommends that additional outreach and education be conducted with this population to educate them about the type of testing and terminology used with multiracial populations.

#### 4.1.2.7. Native Hawaiians and Other Pacific Islanders

The WG members support the "combined race and origin write in box" to help improve the quality and accuracy of data collection for NHOPIs as a distinct racial population. Key NHOPI stakeholders also recommend that the Census test very clear definitions and instructions for the information to go into the write in box (e.g. a person's ethnicity, nationality as opposed to cultural identity, clan, religious, cultural, or village group from their home of origin). Consultation with NHOPI stakeholders can ensure the write in data is correctly grouped for reporting.

In addition, NHOPI stakeholders submitted several recommendations and questions for the Census related to NHOPIs and the use of the combined question.

1. The WG suggests the Census not use the generalize labels--Polynesian, Melanesian and Micronesian as these are not distinct ethnicities/nationalities.

2. The WG suggests additional testing be conducted for the combined question to accommodate a Pacific Islander population alone (e.g. Part Samoan and Tongan or Fijian and Tongan).

3. The WG requests that additional outreach and education be conducted with this population to educate them about how multi-ethnic NHOPI persons would be categorized by Census. For example:
    - Would an Indo-Fijian be processed as Asian or NHOPI?
    - Would an Indo-Fijian with the name Sarwan Singh self-reporting as Fijian instead of Indo-Fijian be counted as Asian or NHOPI?

#### 4.1.2.8. Portuguese Descendant and Portuguese Speaking Populations

The WG members recognize that the "combined race and origin write in box" accommodates persons of Portuguese descent and for persons who are Portuguese speaking. In this manner, they can select the other racial categories that are not "Hispanic"; as well as insert information about their country of origin.

### 4.1.3. Future suggestions for follow-up work

#### 4.1.3.1. English Proficiency, Literacy and the Digital Divide

Analysis of the AQE Focus Group results highlight a major limitation cited with Questionnaires in English Only. The main concern is that limited- and non-English proficient (LEP/NEP) speakers were not included, and non English proficient populations are known to have low literacy rates for English [5].

Analysis of AQE Focus Group results also indicate that literacy was not a factor considered in testing of all populations. This is relevant because according to a study conducted in late April 2013 by the U.S. Department of Education and the National Institute of Literacy, 32 million adults in the U.S. cannot read, which reflects 14 percent of the population; and 21 percent of adults in the U.S. read below a 5th grade level [6].

Specific to the digital divide, nearly half of non-native-English-speaking adults lack computer literacy which is a concern in their access to information provided online [7]. In addition, populations with low levels of educational attainment (less than HS) reside in households with no internet access use at a rate of 61% compared to 8% of college graduates [8]. Therefore moving forward, the Working Group has concerns about the heavy reliance of proposed internet and computer usage for outreach on future AQE testing and surveys in these hard-to-reach and hard-to-count populations.

#### 4.1.3.2. Types of Questions

The WG recommends testing of the combined question with a comprehensive set of examples that may increase detailed national origin reporting among Asian groups in particular, to determine whether it would adequately counter the potential effects of not having checkboxes under the Asian category.

The WG recommends future surveys that test question formats in languages other than English. Monolingual respondents are less acculturated than bilingual immigrants or US born people of similar ancestry; thus testing with non-English speaking monolinguals is crucial before a determination can be made about how the combined question format works for any specific race and/or ethnic group.

Furthermore, the WG also recommends exploring ways of highlighting the current instructions to increase awareness of the possibility for multiple-race or origin reporting in the combined question.

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[5] U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, 1992 National Adult Literacy Survey and 2003 National Assessment of Adult Literacy, Accessed March 13, 2014 http://nces.ed.gov/naal/kf_demographics.asp

[6] U.S. Department of Education, National Center for Education Statistics. (2007). *The Condition of Education 2007* (NCES 2007–064), Indicator 18, Accessed March 13, 2014, https://nces.ed.gov/fastfacts/display.asp?id=69

[7] Overcoming the Language Barrier: The Literacy of Non-Native-English-Speaking Adults, Yin & Kling, http://wdr.doleta.gov/research/FullText_Documents/Overcoming%20the%20Language%20Barrier%20-%20The%20Literacy%20of%20Non-Native-English-Speaking%20Adults.pdf, Accessed March 13, 2014

[8] U.S. Census Bureau: Computer and Internet Access in the United States: 2012, https://www.census.gov/hhes/computer/publications/2012.html

## 4.1.4. Advising on Engaging the Public

### 4.1.4.1. Summary of Concerns and Recommendations

A primary purpose of the WG is to recommend strategies to be transparent and engage and inform the public about race and Hispanic origin research, and inform them of findings and ensuing recommendations from the 2013-2014 Early Research and Testing Phase for the 2020 Census. This includes making recommendations for soliciting feedback from key stakeholders, race and ethnic communities, as well as academia on major question design strategies and research results.

The Working Group recommends that the Census Bureau:

1) Sponsor some of the meetings held with stakeholders within the major racial and ethnic groups to explain the research conducted to date.
2) Explain the findings, implications of those findings, and receive suggestions for further research strategies to be conducted by the Census Bureau.
3) As part of the 2014/2015 strategy that Census Bureau staff do presentations at major national conferences of organizations engaged in the issues of hard-to-reach and hard-to-count populations.

Furthermore, it is important to recognize that unless there is extensive outreach and discussion, especially with communities most affected by the proposed changes, namely communities of color, these proposals can be met with much controversy when they are due to be introduced in 2017. Due to the nature of the questions, it is critical that the Census Bureau move beyond its usual pool of experts, which are perceived to be non-diverse, and make special efforts to include both experts and lay persons from communities of color.

### 4.1.4.2. Lifestyle and Geographic Segmentation

Specific to race and ethnic communities, research has shown that an understanding of *lifestyle and geographic segmentation* may better inform target messages, public relations activities, media and advertising campaigns [9,10]. Therefore a consideration on how best to "engage and inform" the public requires an understanding of segmentation (cluster characteristics) as well as media preferences (.e.g., Internet, print, radio, television, etc) for these segmented groups.

Segmented groups may be defined as the typical census stakeholder groups, as well as the traditionally hard-to-reach and hard-to-count populations, such as emerging ethnic groups, known ethnic enclaves, geographically and socioeconomically segmented populations, and linguistically isolated communities.

### 4.1.4.3. Ethnic Enclaves

It is imperative that the Census Bureau create effective partnerships with community advocacy groups and stakeholders in ethnic enclaves to reach as many members of these communities as possible.

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[9] Bates N, Mulry MH. Using a Geographic Segmentation to Understand, predict and Plan for Census and Survey Mail Nonresponse. Journal of Official Statistics, Vol., 27, No.4, 2011, pp.601-618

[10] C2PO 2010 Census Integrated Communications Research Memoranda Series, October 24, 2008: Bates N, Mulry MH. Segmenting the Population for the Census 2010 Integrated Communication Program (October 22, 2007).

For example, amongst the MENA populations, given the linguistic diversity of this community (e.g., Arabic, Farsi, Turkish, Hebrew, Kurdish, etc.) the Census Bureau will need to identify a broad range of media outlets that reach into homes and businesses to effectively transmit the importance of participating in the Census and AQE. Amongst Afro-Latinos, it is very important to explore identity among many of whom have an *identity crisis* as a result of entrenched racism and social exclusion in the Latin American countries. This approach must be accompanied with messages and images that show the diversity of the Hispanic population and allow people from all ethnic groups to see themselves, preserving their ethnicity and cultural heritage under the Hispanic umbrella to increase the undercount [11].

Hence, creating effective partnerships with community advocacy groups and stakeholders is equally important for ethnic enclaves within other race and Hispanic populations (e.g., American Indian or Alaska Native, Asian, Black or African American, Hispanic or Latino, Native Hawaiian or Other Pacific Islander and White).

Targeted messages for ethnic enclaves were created during the 2010 Census Bureau Partnership Program and Communications Campaign. The lead communications agency, DraftFCB created targeted messaging campaigns for these groups and used television, radio, print, online, outdoor and commuter venues to reach them. Several minority-owned advertising firms, representing historically undercounted population groups, were subcontracted to develop targeted advertising campaigns as well to deliver messages in local and ethnic media in the target languages and cultures [12]. Because of the fairly technical nature of the discussions about the AQE research, the market research conducted for the 2010 Census would have to be modified accordingly. This process may need to start with professionals and academics to help frame the initial discussion with the aim to expand to broader population groups. In addition, the Working Group proposes that the Census Bureau develop a vetting process to identify communication subcontractors, and consider their experience and community involvement at the local and regional levels.

To develop local and regional partnership for the upcoming 2020 Census, the Census Bureau will need to do the following to identify the best vectors for disseminating information to these communities (media, online, community town halls, community festivals, local businesses, etc.):

- Convene meetings with community advocacy groups especially in areas with large concentrations with specific racial and ethnic groups.
- Prepare meetings with partner organizations (e.g., Arab-American Studies Association, Iranian Studies Association, whose academic members can provide the scholarly expertise).
- Identify community organizations that can help the Census Bureau reach community members.
- Identify community leaders to ensure that proper translations and messaging are used to engage their community and not push potential respondents away.
- Consider a more extensive and prolonged campaign for immigrant and other hard-to-count communities, similar to the 2010 Census which showed that more intensive interaction was needed to engage immigrant communities, and for a longer period of time.

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[11] Personal Communication: Amaya, G. Representative of Plataforma Cumbre Mundial Afrodescendiente, Washington, DC, 2014). "In Colombia, sensibilization and more acceptance of the Afro-Colombian identity helped to double the counting between the Census of 1995 and 2005."

[12] Census Bureau Partnership Program and Communications Campaign. http://www.civilrights.org/census/organizations/partnership-program.html, Accessed March 13, 2014.

Hence, identifying critical stakeholders with which to initiate the outreach process is imperative. For each of the major racial and ethnic groups being affected by the proposals, a process needs to be initiated to identify those audiences that would help frame the discussion in each community, namely academic, civic and business organizations, as well as elected and appointed officials, at the national and local levels. The results of the 2010 Census Partnership Program can provide a starting point for identifying these stakeholders. These, in turn, can advise the Census Bureau on how to frame the discussion with the general public. One important vehicle to promote discussion would be ongoing presentations at the various national conventions and conferences of national and local organizations.

#### 4.1.4.4. Lessons Learned from the 2010 Integrated Communications Program

Many lessons were learned from the 2010 Integrated Communications Program[13,14] which may inform the WG on how best to engage and inform the public. While the goals and outcomes of the 2010 Census campaign are different from the charter of the current WG, there are several strategies and communication tools used during the 2010 campaign that are transferrable to the benefit of the WG.

***Strategies*** used to accomplish 2010 Census goals included:

1) **Providing the right tools for target audiences** – *"The Census Bureau tailored background materials and stories geared to target audiences to generate positive coverage in the media and the in-house publications of stakeholder groups."*

Due to the technical nature of the AQE research, a team of Census staff from different units, such as Communications, Training, Public Information, AQE, etc. need to develop a plan to create a set of multimedia materials that would be accessible to general audiences. A good starting point would be the development of a publication that explains the AQE findings and recommendations in popular terms in a range of languages. Along with the usual research provided by mainstream institutions like the National Research Council, the Census Bureau should make special efforts to reach out to research institutions of color as well to participate in this process. There could be ads showing people completing the combined question and speaking out loud about how they are choosing a checkbox and doing their write ins, stressing that multiple answers are encouraged and allowed.

In addition, the WG recommends that the Bureau provide, as part of its outreach, fact sheets that explain the importance of the information sought in the test projects and in the census itself. It is of course important for people to be able to identify themselves for historic and community purposes. But there are also many reasons why it is legally important, including the Voting Rights Act, other civil rights, redistricting, translation rights under SNAP and other programs, education issues, public benefits, and more. A thorough fact sheet would help community members and their leaders understand why questions are being asked and why answers should be provided.

2) **Providing the right tools for internal audiences** – *"The Census Bureau developed communication guides and other materials and stories needed to help employees talk with one voice about the 2010 Census and developments."*

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[13] 2010 Census Planning Memoranda Series (No.229), August 16, 2012: 2010 Census Integrated Communications program Earned Media Public Relations Assessment Report.
[14] 2010 Census Planning Memoranda Series (No.228), August 8, 2012: 2010 Census Integrated Communications program Earned Media Public Relations Assessment Report.

The recommendation above, however, should only occur once a wide ranging discussion on the race and Hispanic question proposals has been fully developed outside the Census Bureau. The approaches outlined above can be used to generate *"positive coverage"* with the public about the race and Hispanic origin research; and also *help* Census employees talk with *"one voice"* about the research goals and objectives. Other considerations might be to identify specific target populations as well as the "influencers" of these populations, who would be recruited to deliver the *"tailored background materials"* to inform the public.

***Communication Tools*** used to accomplish 2010 Census goals included:

1) **Talking Points** – *"Talking points were developed to address 2010 Census "hot-button issues."*

2) **Media Lists** – *"Lists of targeted national, regional, local, ethnic and in-language, print, radio and television outlets outlets."*

3) **Internet Page/Blogs** – *"Located on the Census Bureau's home page, the 2010 Census website provided information about the 2010 Census..."*

These three approaches can be used to generate *"talking points"* for *"hot-button issues"* with the public about the anticipated race and Hispanic origin research questions; and also *help* Census employees talk with *"one voice"* about the research activities. A *recycling* of the list of targeted national, regional, local print, radio and television outlets should occur to prevent duplication of efforts from the 2010 Census activities; and an internet Page with Blogs about the race and Hispanic origin research should be created for the public.

#### 4.1.4.5. Use of Plain Language in Communication

The WG recommends engaging partners using plain language to explain concepts that are not easily accessible to the general public. The language should be basic enough to reach lower literate communities and be diverse in its delivery beyond internet, including print, audio, and video.

#### 4.1.4.6. Building Relationships with Local and Regional Groups

The focus on national groups by the Bureau may be an efficient use of time and resources, however, many communities are not linked to national groups and their regional issues may differ even within the same ethnicity. Linking with local and regional groups affords more of a connection with those the Census Bureau serves versus targeting policy groups. The success of the partnership programs comes from a diverse grouping of organizations ranging from national policy groups to grassroots organizations. Linking with the Regional Offices, State Data Centers, and Census Information Centers to disseminate information, build these relationships and provide guidance and recommendation on communication strategies would prove beneficial to ensure the message reaches all segments beyond policy related entities.

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# FINAL RECOMMENDATIONS OF THE NATIONAL ADVISORY COMMITTEE ON RACIAL, ETHNIC AND OTHER POPULATIONS MADE AS A RESULT OF THE MEETING ON March 19-21, 2014

The National Advisory Committee on Racial, Ethnic and Other Populations developed the following recommendations during the meeting held March 19-21, 2014 in Suitland, MD. The Members present were: Dr. Linda Marc-Clerisme (Convenor), Dr. Jerlean Daniels (Notetaker), Mr. John Bouman, Ms. Carol Gore, Mr. Tim Harjo*, Ms. Kathleen Harris*, Dr. Akram Khater, Ms. Pauline Medrano†, Dr. Ann Morning, Ms. Mee Moua, Ms. Altagracia Ramos, Mr. Neel Saxena, Dr. Alisu Schoua-Glusberg, Dr. Maile Taualii, Mr. Arturo Vargas (Absent "*", New Member "†")

## Recommendation 1: Support Further Testing of the Combined Race and Hispanic Origin Question

The Working Group Members support further research and testing of the combined race and Hispanic origin question that offers a write in box for each of the population groups.

Per recommendations from the Final Report [1], further quantitative and qualitative testing should examine the effect on detailed information specific to each population, with special emphasis to eliminate the decrease in detailed reporting among some groups that results from the use of the combined question and/or no-detailed-checkbox formats.

This includes specific recommendations to conduct additional research on *example listings* of ethnic identities under the major categories (i.e. African-American/Black [2], American Indian and Alaska Native [3], Asian [4], Hispanic [5], Native Hawaiians and Other Pacific Islanders [6]), as well as conducting additional research on *example language* specified under major categories (i.e. American Indian and Alaska Native [7]; Native Hawaiians and Other Pacific Islanders [8]).

## Recommendation 2: Create a Separate Category for Persons of "Middle Eastern or North African" Origin

The Working Group Members support further research and testing for a separate combined race and origin category for persons of "Middle Eastern or North African" (MENA) origin, including ethnic groups from the MENA region (e.g., Kurds, Chaldeans, Armenians, etc.) that would not be captured correctly with a country of origin question.

Per recommendations from the Final Report, the Working Group [9]: (1) Supports that nationalities reflective of MENA populations (e.g. Lebanese, Egyptian, Libyan, and Moroccan) be dis-associated with "White" on the combined race and origin write in box; and (2) Requests that OMB consider including a MENA category as an official designation, thus updating the 1997 OMB Standards for the Classification of Federal Data on Race and Ethnicity.

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**Recommendation 3: Multiracial Populations**

The Working Group Members support further research and testing to increase the response rate of multiracial populations.

Per recommendations from the Final Report, the Working Group [10]: Supports the combined race and Hispanic origin question which offers the advantage of making it possible for people: (1) To express a "mixed" identity by checking off more than one category amongst the major racial and ethnic categories (e.g., (i) part Latino, part-non-Latino background, by checking off both the Hispanic category and another category to identify as a "mixed" person; (ii) part African-American/Black, part NHOPI by checking off both the African-American/Black and NHOPI categories); and (2) To report more than one detailed origin (e.g. On the "Asian" write in box, include both "Korean" *and* "Chinese").

**Recommendation 4: Improve Testing of, and Reporting by, Respondents with Limited English Proficiency, Low Reading and Computer Literacy**

The Working Group Members support further research and testing in hard-to-reach and hard-to-count populations.

Per recommendations from the Final Report, the Working Group Supports: (1) Conducting additional testing in populations who are limited- and non-English proficient speakers, who have low reading ability, and have low computer literacy [11]; and the (2) Testing of questionnaire formats in languages other than English [12].

**Recommendation 5: Advise on Engaging the Public**

The Working Group Members recommend that the Census Bureau utilize strategies that are transparent, as well as engage and inform the diverse American public about ongoing race and Hispanic origin research [13].

Per recommendations from the Final Report, the Working Group recommends that the Census Bureau:

1) Sponsor some of the meetings held with advocacy groups, community leaders, community partners and stakeholders within the major racial and ethnic groups to explain the research conducted to date.
2) Explain the findings, implications of those findings, and receive suggestions for further research strategies to be conducted by the Census Bureau.
3) Support that Census Bureau staff to do presentations at major national conferences of organizations engaged in the issues of hard-to-reach and hard-to-count populations.
4) Develop targeted messages, and identify a broad range of media outlets that address lifestyle and geographical segmentation, as well as ethnically and linguistically diverse populations living in ethnic enclaves.
5) Engage advocacy groups, community leaders, community partners and stakeholders using plain language in communications; and
6) Develop a vetting process to identify communication subcontractors, and consider their experience and community involvement at the local and regional levels.

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**NOTES**

[1] See Final Report – Section 4.1.2: General Recommendations or Statements of Agreement.

[2] See Final Report – Section 4.1.2.1: African-American, African, Afro-Caribbean and Afro-Latino: The Final Report of the Working Group recommends testing example ethnicities, such as *Afro-Latino, Afro-Indian, Indo-Caribbean, Caribbean/West Indian.*

[3] See Final Report – Section 4.1.2.2: American Indian and Alaska Native: The Final Report of the Working Group recommends the following for the AIAN Category: (1) Test example ethnicities, such as *Cherokee, Navaj*o, etc, but not include any language concerning tribal enrollment or affiliation; and (2) Test example origins for write in boxes that might include, Navajo, Tlingit, Maya, Quechua, etc.

[4] See Final Report – Section 4.1.2.3: Asian: The Final Report of the Working Group recommends the following for the Asian Category: (1) Use larger Asian American sample sizes, recruiting Asians populations across diverse language, literacy, culture, income backgrounds; (2) Integrate a maximum number of example listings of the largest Asian American detailed race groups, including ethnic groups that would not be captured correctly with a country of origin question; and (3) Develop an example-based strategy that results in the same level of detailed reporting as check boxes elicit.

[5] See Final Report – Section 4.1.2.4: Hispanic: The Final Report of the Working Group recommends that the Census Bureau focus on a combined race/ethnicity question approach in its future testing because it increases considerably Hispanic response rates, without depressing the count of the Hispanic population; and to conduct additional focus groups with Latinos of African descent to better understand their concerns.

[6] See Final Report – Section 4.1.2.7: Native Hawaiians and Other Pacific Islanders: The Final Report of the Working Group recommends the following for the NHOPI Category: (1) Test distinct ethnicities/nationalities for the write in box and not use generalized labels (e.g., Polynesian, Melanesian and Micronesian); (2) Test the combined question format to accommodate a Pacific Islander population alone.

[7] See Final Report – Section 4.1.2.2: American Indian and Alaska Native: The Final Report of the Working Group recommends the following for the AIAN Category: (1) Rephrase using language that is broader to capture all of the Indigenous people of North, Central, and South America; (2) Test to determine if the write in boxes could be used for the specific tribe, village, nation, etc; (3) Conduct more research among Spanish and indigenous-language speaking immigrants of South American Indian ancestry; and (4) Conduct additional testing of language to differentiate between AIAN people from Central and South America to prevent conflict with Federally Recognized Tribes.

[8] See Final Report – Section 4.1.2.7: Native Hawaiians and Other Pacific Islanders: The Final Report of the Working Group recommends the following for the NHOPI Category: (1) Test very clear definitions and instructions for information to go into the write in box (e.g. a person's ethnicity, nationality as opposed to cultural identity, clan, religious, cultural, or village group from their home of origin).

[9] See Final Report – Section 4.1.2.5: Middle Eastern and North African: The Final Report of the Working Group recommends the following for the MENA Category: (1) Testing a separate MENA category; and (2) Requesting that MENA be considered an official OMB category.

[10] See Final Report – Section 4.1.2.6: Multiracial Populations: The Final Report of the Working Group recommends that the Census Bureau experiment with instruction changes to increase the rates of multiracial reporting.

[11] See Final Report – Section 4.1.3.1: English Proficiency, Literacy and the Digital Divide: The Final Report of the Working Group expresses concerns with the heavy reliance for proposed internet and computer usage for outreach on future AQE testing and surveys in hard-to-reach and hard-to-count populations.

[12] See Final Report – Section 4.1.3.2: Types of Questions: The Final Report of the Working Group recommends future surveys that test question formats in languages other than English.

[13] See Final Report – Section 4.1.4: Advising on Engaging the Public: The Final Report of the Working Group recommends strategies to be transparent and engage and inform the public about race and Hispanic origin research.