

Making Cataño Count 2020

Strategies for Increased Census Participation

Puerto Rico Planning Studio Georgia Institute of Technology School of City & Regional Planning



Acknowledgements

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Table of Contents

- 4 Executive Summary
- 6 Introduction
- 7 Background
- 7 Our Clients
- 8 Cataño
- 9 The Census
- 10 Our Scope

11 Research and Methods

- 11 Methodology
- 13 Socioeconomic Study
- 14 Community Profiles
- 17 Risk Analysis
- 18 Interviews
- 22 Case Study
- 24 Feasibility and Funding

25 Recommendations and Next Steps

- 26 Phase I
- 27 Phase I
- 28 Phase III
- 29 Conclusion
- 30 References
- 31 Appendices

Executive Summary

Context. The School of City and Regional Planning at Georgia Tech hosted its second iteration of its Planning Studio master's requirement in Puerto Rico in Spring of 2020. This year's studio focused on the United States Decennial Census efforts for 2020. Puerto Rico, as an underrepresented territory within the United States, was a driving motivator for this project. The studio was assigned to Cataño, a small municipality just across the bay from the capital, San Juan. Cataño faces disproportionate levels of hard-to-count and underrepresented populations within the greater metropolitan area. Both the Cataño government and Puerto Rican Planning Board were assigned as the studio's clients.

Analytical Methods. A literature review was conducted to identify best practices for decennial census canvassing. A demographic analysis was performed to address the particular challenges faced in a Cataño's context. Then, interviews were conducted with representatives from both the municipal clients as well as with community organizations within Cataño. Finally, as a case study point of context and comparison, we examined 2020 Census canvassing practices in the mainland community of East Point, Georgia. Though the studio could not physically visit Cataño as planned, the findings from all three research methods were used to provide recommendations on how to improve the census participation in Cataño.

Findings. Among several findings, the interviews emphasized many Cataño residents' reluctance to completing the census, due to the informal or impermanent nature of their current dwellings. Though it was found that Census 2010 made an immense improvement by standardizing Spanish language into census documents, interviewees recommend that language barriers still exist, and promoting the census in local vernacular is an invaluable tool in raising participation. Finally, the most identifiable need for the increased government funding that would come with increased census participation were identified as improvements to Cataño's public education system, as well as its transportation services and infrastructure.

Nuestro Esperanza es Utilizar el Censo Para **Empoderar** a Cataño

Introduction

Given the recent unexpected events of the Coronavirus pandemic, many of our recommendations for improving census completion rates within Cataño have changed, and our previous findings may be less relevant. With regards to COVID-19, the elderly populations have been especially affected by this huge threat to their health, and are more vulnerable than ever within the community of Cataño.

The Miami Herald has highlighted the fact that Puerto Rico itself, as a territory, is still suffering from the recent earthquakes and recent hurricanes. Due to the historical neglect of sufficient resources allocated to Puerto Rico, the territory as a whole has had insufficient resources to test the majority of vulnerable populations. Despite Governor Wanda Vázquez's early efforts to fight this "invisible enemy" prior to the mainland's initial actions by closing non-essential businesses, issuing stay-at-home orders and imposing a curfew, the territory is lagging behind the rest of the mainland in terms of collecting data and implementing enough testing.

In regards to the studio, our scope remains the same, however, we are considering ways in which the community of Cataño can increase its awareness of completing the census survey in the future, as well as more practical and feasible ways for people to complete the census during this crisis. These methods will be further explained within recommendations below. Now more than ever census completion is consequential for ensuring available funding is provided to the communities of Cataño in order to protect the people's accessibility to resources such as healthcare, transportation, and community centers to increase the overall wellbeing and resilience in the years to come.

Our Clients

The Mayor. The Autonomous Municipalities Act of 1991 established a "strong mayor" government in Puerto Rico's 78 municipalities. Each municipality also has a legislature composed of representatives from the community who are also elected. The current mayor Félix Delgado Montalvo is a member of the PNP national party and began his mayoral term in 2016. He began his political career in 2004 and was a former assistant to the Supreme Court Judge for Puerto Rico. He received a formal nomination from the president of the PNP, the members of this party which are traditionally older citizens remarked on Montvalo's age and youthfulness as a "return of Catano to the PNP". According to his website, he is committed to issues such as homelessness reduction, elimination of government fraud, and improving environmental challenges.

The Planning Board of Puerto Rico. The board was created in 1942, after the passage of Law #213 under the leadership of U.S. appointed Governor, Rexford Tugwell and Senator Luis Muñoz Marín (Historia). The Board's mission statement is "[to] plan for the development of Puerto Rico based on three fundamental principles: Competitive Economy, Healthy Environment and Improvement of Our Quality of Life" (Historia). For decades, the Planning Board was in charge of all economic planning, land use zoning and case-by-case permitting in Puerto Rico (Historia). In the 1970s, the permitting process was delegated to another government agency, the Rules and Permits Administration (ARPE) and since the late 1990s, major cities have been taking over that role in their own jurisdiction (Historia). Given the focus of our project, rather than focus on the Planning Board as a whole, we were very lucky to work personally with Sra. Ivette Colón Meléndez, the Director of the Planning Office for the municipality of Cataño.



Above (from left): Mayor Félix Delgado Montalvo; current Planning Board president Sra. María del Carmen Gordillo Pérez, and associate member Sra. Rebecca Rivera Torres.

Cataño



While Cataño is the smallest municipality by area, it is a densely populated, industrial community. The municipality's fortuitus location as the connector between the San Juan Bay and the Bayamón-Cataño highway has made Cataño a key portal between the world and the rest of Puerto Rico. Founded in 1927, the municipality experienced rapid population growth and urbanization in the 1940s, as working-class Puerto Ricans moved to the barrios of Cucharillas, Juana Matos, and Puente Blanco in search of manufacturing jobs (Pumarada-O'Neill, 1997). By the 1960s, Cataño was already a manufacturing center for the island, with 32 different industrial plants including Bacardi rum, which continues to be a main export in Puerto Rico (Banco Gubernamental de Fomento, 1964).

Cataño is also recognized for its strong history of community activism. In the 1990s, resident Rosa Hilda Ramos started Communities United against Contamination (CUCCo) to fight against heavy industries in the area that were violating the Clean Air and Water Acts. Going door-to-door, Ramos engaged her community and brought the claims to the Puerto Rican Department of Health and State (The Goldman Environmental Prize, n.d.). In 2009, several of the Caribbean Petroleum Company (CAPECO)'s oil refinery tanks exploded. This mainly impacted Puente Blanco, destroying 300 homes and causing at least 50 indirect fatalities. CAPECO was forced to pay damages of only \$88 to \$107 per resident. In response, residents created the Comunidad Organizada de Puente Blanco who filed a suit against the company (Burgos, n.d.).



Group gathering organized by the Comunidad Organizada de Puente Blanco

Cataño Cont.



On the barrio level, Vietnam, located partially in Cataño and Guaynabo, was named for the sparring between the working-class residents, who had cleared the land and built the neighborhood, and the developers and law enforcement (Jervis, 2018).

This historical background is important to our study, as these events and, more recently, the lack of response from the federal government after Hurricane Maria could deter many citizens in Cataño from participating in the Census. The history of Cataño also demonstrates the community's main asset, its strong history of activism participation and collectivism amongst barrios. Given this, we focused on identifying main community organizations across Cataño that could help to promote the Census, including nonprofits and faith-based organizations. Some key organizations we identified were: Asociación Pro Juventud, Caras con Causa, Enactus Puerto Rico, and The United Way Puerto Rico.



Cataño Waterfront

The Census

We also explored historic barriers surrounding the Census within Puerto Rico, and researched other case studies of citizen engagement amongst hard-to-reach communities. As identified by the Census Bureau, the four informational challenges hindering Census participation in Puerto Rico are: a lack of knowledge about the importance and purpose of the Census, lack of knowledge of the confidentiality of responses, lack of knowledge about the role the Census plays in assisting the development of Puerto Rico's future, and an inability to collect data from undocumented immigrants in Puerto Rico (Ortiz & Druetto, 2012). Other technical challenges limiting Census participation included language barriers and lack of address updates in the system for field operators. One key resource used to inform our knowledge about the Census in Puerto Rico was Enid Santana Ortiz and Shirley Druetto's "2010 Census to make it more accessible for people in Puerto Rico, such as proper translation of terms into Spanish. The report also stressed the importance of advertising the Census, as on the mainland, through multimedia modes (radio stations, TV advertisements, newspapers) and door-to-door informational canvassing.



2010 advertisement for the Census distributed throughout Puerto Rico

Our Scope

Our primary goal for our studio in Puerto Rico was to increase the level of census completion within the community of Cataño, specifically targeting the most vulnerable populations including the elderly, the disabled, and residents in informal housing settlements. Specifically within our three areas of focus, Puente Blanco, William Fuertes and Cucharillas, and La Puntilla and Vietnam, at least 20 percent of the population is elderly or 60 or more years of age. From our research in the community, we found the following main current issues: lack of sufficient transportation, social services, public infrastructure, food access, health, language barriers, history of natural disasters, and the current COVID-19 pandemic.

Table 1: Needs and Constraints of Puente Blanco, William Fuertes, Cucharillas, La Puntilla, and Vietnam

Transportation	Public Infrastructure	Health		
 Only two bus routes available (37,4) Infrequent public transportation Extremely low walk scores Narrow Streets 	 Inaccessibility to informal housing settlements Lack of disability friendly infrastructure Concerns of flooding 	 Increase in diabetes rate from 2010-2016 Threat of suicide: Bayamon suicide rate is 8% compared to Puerto Rico's rate of 3.5%. 		

Methodology

The methodology was a **five** step process which included a literature review, demographic and risk analysis, informational interviews, and a case study.

The first step was conducting a literature review to identify key themes to consider in Cataño. The following socioeconomic studies were reviewed: *The Barrio Logan Social and Economic Plan Element* from San Diego, California; *The Richmond Hill 2019-Socio-Economic Study*, from Ontario, Canada; and *The Oakland City-Fort McPherson Livable Centers Initiative Plan*, from Atlanta, Georgia. In addition to these studies, the following articles we reviewed: "Theorizing the Interview," by Ray Pawson; and "The Data Puzzle: The Nature of Interpretation in Quantitative Research," by Herbert Kritzer.

The second step was to use these themes from the literature review to develop community profiles for the five barrios. We used the Census groupings to analyze these neighborhoods: Tract 202.22 (Cucharillas/William Fuertes), Tract 204.27 (Puente Blanco), and Tract 204.22 (La Puntilla/Vietnam). Demographic data was collected using the American Community Survey.



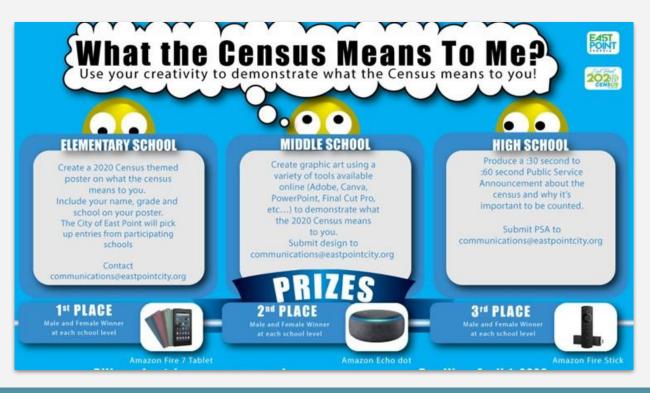
Above: Map of Cataño

Methodology

The third step was to conduct a risk analysis. To calculate risk, 12 matrices were used based on the following characteristics: age, education, percentage with a disability, and percentage renting (see Appendix A). For each variable, a matrix with a score from 1 to 9 was created with a score of 9 representing the highest amount of risk. The average household income in the neighborhood remains constant and in the horizontal access of the matrix. The vertical access changes to coincide with each variable that is being measured in the risk analysis. The process to find the score started with identifying the column corresponding to the household income of the neighborhood. Then you need to identify which row is the variable you are scoring falls into. Finally find where in the matrix the row and columns intersect. The number at that location is the risk score.

The fourth step was to conduct interviews to understand the local context outside of a data analysis. Key nonprofits, community groups, and local government officials were identified and contacted, with unstructured phone meetings taking place in early April. We were fortunate to interview Jaime Diaz and Luis Fermaint of Head Start Cataño; Beatriz Almodóvar of Caras con Causa; and Ivette Colón Meléndez, the Planning director for Cataño.

The final step in the analysis process was to identify a case study of a community that developed a Census plan. The City of East Point, Georgia, was chosen because of their extensive and in-depth community engagement. We reviewed *The East Point Complete Count Plan-Count the Point*, and met with members of the "Complete Count" Committee.



Above: "What the Census Means to Me?" East Point Flyer

Socioeconomic Study

Socioeconomic Study

The following themes emerged from the reviewed readings: a quality socioeconomic study should include a demographic analysis, household profiles, assessment of culture and faith, labor profiles, income characteristics, information on building and land, transportation availability, all of which should be provided through both qualitative and quantitative approaches. The table below shows some of the variables to consider for each assessment category.

Theme	Variables
Demographics	Population, population change, population by race/ethnicity and gender
Households	Average size, change in average size over time, marital status, grandparents, single parents
Culture and Faith	Religious affiliation, immigration/migration, Place of birth, holidays
Labor	Unemployment rate, employment by industry, education
Income	Median household income, median individual income, income by race/ethnicity and gender, income distribution
Building and Land	Construction permits, business growth, office and industrial vacancy rates
Transportation	Mode of travel, travel time, location of transportation facilities, vehicles per household

Table 2: Themes from Social and Economic Studies and Literature

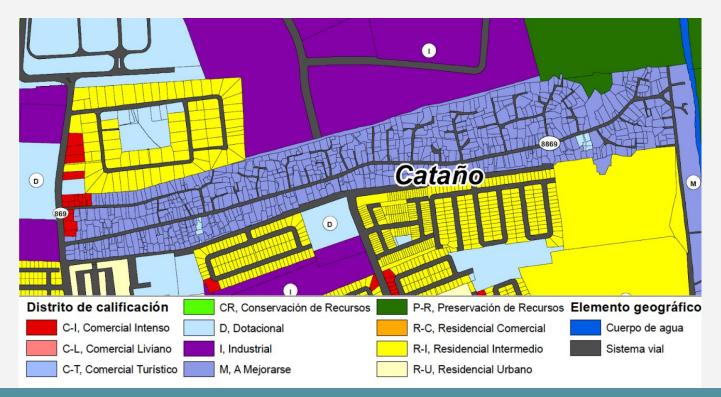
Lessons from the literature demonstrated that a good analysis contains interviews. There are two interview typologies used to complete this study. Structured interviews in which we used the interview to gain clarification on data we found. The researcher's theory drives questions for the interviewee in this case, this type is best for informational interviews. The second interview type, which we used most often for this study is the unstructured interview in this case the interviewer does little to guide or direct with questions because the purpose is to establish a conversation.

Community Profile- Cucharillas/ William Fuertes

Cucharillas/William Fuertes had a consistently large share of single mother households, which made up 29 percent of bairro households. The number of single mother households that also had an elderly family member grew 7 percent from 2010 to 2017, which is greater than the growth of these households in Cataño and on par with the growth at the island level.

Employment continued to rise among this neighborhood, with total employment increasing 6 percent in this neighborhood from 2010 to 2017 (compared to an overall decline in Cataño. In 2010, there were 553 people who reported formal employment (which was less than 50 percent of the total population). Workers in this barrio were prominent in the "education, health care, and social services" sector, at 33 percent; "retail trade," at 18 percent; and "public administration," at 8 percent. This sectoral employment breakdown closely followed that of the municipality and the island, with the largest share of workers in Cataño (at 19 percent) and Puerto Rico (at 22 percent) employed in "education, health care, and social services."

Beyond these demographics, the community had many assets including one elementary school, Escuela Elemental Theodore Roosevelt; two smaller religious institutions; two community centers, Centro Comunal de Cucharillas and Comunidad Viva William Fuertes (which also served as a FEMA Distribution Center for the municipality after Hurricane María).



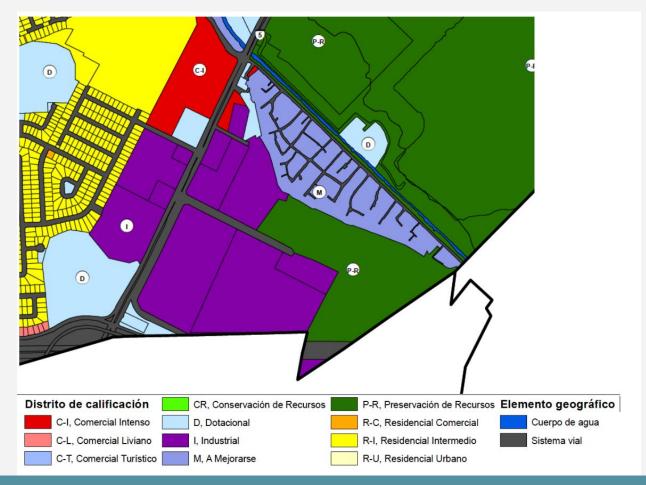
Above: Land Use Map for the Cucharillas/William Fuertes Barrios

Community Profile - Puente Blanco

Puente Blanco had a 22 percent growth in non-family households, growing at double the rate of Cataño and San Juan, and slightly more than the island at large. There was a decrease in nonfamily households over age 65, which is inconsistent with municipal level data. However, this neighborhood has experienced out-migration after the CAPECO explosion in 2009, with many households with the means emigrating to other barrios.

In 2010, 33 percent of this barrio was formally employed; the lowest of all the barrios and Cataño. Moreover, Puente Blanco had a 38 percent decrease in overall number of workers from 2010 to 2017. Among these workers, the largest two employment sectors were "education, health care, and social services" and "retail."

Beyond this, we identified community assets within the barrio. Key nonprofits and community groups included Caras con Causas and the Comunidad Organizada de Puente Blanco. One church, Iglesia Pentecostal Alfa y Omega, and one school, Escuela Puente Blanco, serve the barrio.



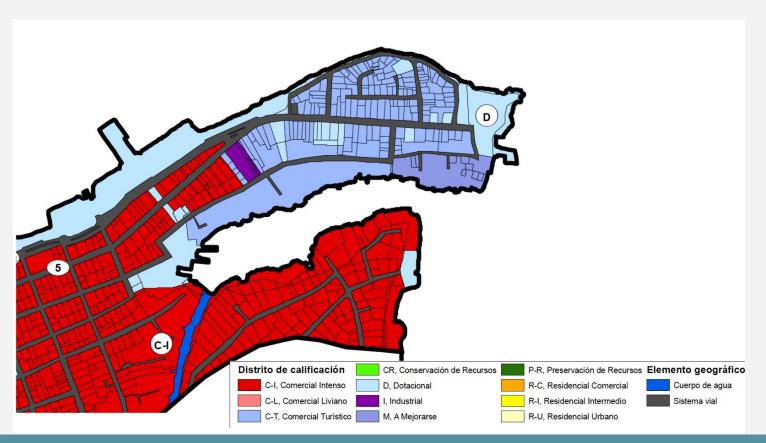
Above: Land Use Map for the Puente Blanco barrio

Community Profile- La Puntilla/ Vietnam

La Puntilla/ Vietnam was the only barrio to grow, with total households growing by 3 percent. Single father households increased 117 percent from 2010 to 2017 (as compared to a 13 percent increase for single parent male families in Cataño and in Puerto Rico as a whole) with 60 percent having at least one elderly family member. The share of single fathers living with an elderly family member was staggering, at 353 percent.

Like the other barrios, the municipality, and the island at-large; the largest reported employment industry in La Puntilla and Vietnam was "education, health care, and social services." However, from 2010 to 2017, this sector declined, while the "professional services" sector increased from 7 to 17 percent. This growth was unique to La Puntilla and Vietnam.

The combined census tract of La Puntilla and Vietnam had many community assets. Within this Census tract there is the Head Start: Centro EHS Guadalupe Alvarez; three major religious institutions—Iglesia del Señor Inc. En Sendero, Iglesia Bautista El Fundamento, Parroquia Nuestra Señora del Carmen; and one recreation center, Cancha Bajo Techo La Puntilla.



Above: Land Use Map for the La Puntilla/Vietnam barrios

Risk Analysis

Education and population were divided into cohorts according to age. The other risk factors considered were the percentage of the population that rents houses and the percentage of the population with disabilities. The results show that La Puntilla and Vietnam (Tract 202.22) had the highest risk with a score of 7.5 out of 9. William Fuentes and Cucharillas (Tract 204.22), and Puente Blanco (Tract 204.27) had risk scores of 6.5 out of 9.

La Puntilla and Vietnam were the only barrios reaching a score of 9, in four different categories: education attainment for 45 to 64 and over 65 years old, as well as the percentage of the population age cohorts under 19 years old and 20 to 44 years old. Interestingly, the lowest risk factor affecting this tract is the percentage of the population older than 85 years old (risk score of 5). Additionally, La Puntilla and Vietnam had only 2 risk factors, education attainment of the 35 to 44 years old population and the percent of the population older than 85 years than 7.

William Fuentes and Cucharillas (Census tract 204.22), and the Puente Blanco (Census tract 204.27) had the same risk score in all 12 factors except for the following factors: percent of the population younger than 19 years old, and the percent of renters population. In the percent of the population younger than 19 years old, William Fuentes and Cucharillas had a risk score of 7 and Puente Blanco had a risk score of 5. These scores flipped for percent of the population that rent. These three barrios also had the lowest risk seen in any single factor in the analysis. A risk score of 4 was found for the percent of the population that's older than 85 years old.

The results of this study are indicative of two concerns. The first, as far as this study is concerned, is inaccurate reporting that leads to underrepresentation. Underreporting is a known historical risk within the community. The second concern is large margins of error. As data was being collected for the analysis, it was noticed that some margins of errors were so large that the max error would actually indicate the real count could be below 0. This was mainly seen across the minority populations in various categories. Given these considerations, the interviews we conducted with community officials in the next section were even more vital to informing our understanding of the main assets and risks within the municipality.

Tract Number	Education Attainment 18 to 24 Score	Education Attainment 25 to 34 Score	Attainment 35 to 44	Attainment 45 to 64	Attainment Over 65	19 yrs old or vounaer	Percent Pop 20 to 44 yrs	45 to 64 yrs	65 to 84 yrs	Percent Pop older than 85 yrs old Score	Renters	Percent Disability Score	TOTAL SCORE
Census Tract		·							•	•			
202	7	7	6	9	9	9	9	7	8	5	7	7	7.5
Census Tract													
204.22	7	5	7	8	8	7	8	7	7	4	5	6	6.5
Census Tract		· ·							-				
204.27	7	5	7	8	8	5	8	7	7	4	7	6	6.5

Table 3 • Results from Risk Analysis

Interviews - Headstart

Head Start. On April 1st, a telephone interview was held with Jaime Diaz and Luis Fermaint of Head Start Cataño. Head Start is a nonprofit that provides comprehensive early childhood education, health, nutrition, and parent involvement services to low-income children. Jaime acted as both a translator for Luis, who acts as a social worker for Head Start Cataño, as well as an informed nonprofit leader for Head Start Cataño. Both Luis and Jaime know the communities intimately due to the nature of their work, and this knowledge allowed for an informational interview.

At the individual level household Luis and Jaime agreed that to achieve successful outcomes from the 2020 Census, Census canvassers and municipal staff should consider going door to door in order to inform and help the community fill out the Census. Additionally, an issue that encompassess all of the communities studied in this report, is that there are many people who are illiterate, especially the elderly, which further reflects the need for door-to-door assistance. This can serve as a highly effective means to gathering correct data, but Luis and Jaime also noted that many individuals, especially in poorer and more vulnerable communities like Puente Blanco, may be hesitant to comply because often housing is informal and those families want to remain anonymous. This is something to consider for canvassers and should be treated with respect.

At the community and neighborhood level, the municipality and those canvassing for the 2020 Census, should first meet with the community 'gatekeepers' such as presidents of public housing councils. These individuals can help create a sense of trust at the neighborhood, or barrio level. Other ways to inform about the 2020 Census that Luis and Jaime recommended was to attend community gatherings such as sporting events, and to set up tables or have meetings that involve food and drink to attract the residents. At this level, the importance of the Census can be disseminated at a broader level and through the voices of trusted community leaders.

Finally, at the Cataño level, Luis and Jaime recommended that the Census be written using the dialect and 'slang' of Catano. They both agreed that this will help clarify language that might be difficult for the residents. Additionally, by incorporating issues that matter most to Cataño such as increased funding for public transportation and increased funding for loudspeakers on cars (*caravanas*) that drive throughout Cataño disseminating information and news, can increase the turnout for Census participation.

Interviews- Caras Con Causa

Caras con Causa. On April 6th, a telephone interview was held with Beatriz Almodóvar of Caras con Causa. Caras con Causa is a nonprofit that works to help communities in Cataño and Guaynabo, through projects that promote education, environmental, and economic development. Our interview focused on broader information about the municipality, and the impacts of the current COVID-19 policies. While Census participation is important, many of the community groups promoting the Census have since pivoted to helping the immediate needs created by COVID-19. Despite the current challenges, she emphasized the collective solidarity—following stay-at-home orders and social distancing—in order to protect those most vulnerable in the community.

With respect to the Census, she expressed concern that this year's advertisements on the island focused exclusively on promoting the online Census, which alienates many hard-to-reach citizens. Thus, across Puerto Rico there is a need for the older forms of the census. Given the recent pandemic, a new concern is the possibility that phone lines would be cut as more people are impacted economically. This would eliminate the phone census as an option, and, more concerningly, completely isolate many hard-to-reach individuals from their communities. Beyond these concerns of accessibility, she also noted that many individuals may choose not to fill out the Census for fear of legal repercussion. Thus, when promoting the Census are not punishable by authorities.

We also discussed the work that the organization does on the Cataño level. Working primarily within the school community, Caras con Causa uses different social media platforms which families with school-aged children are very receptive to. They have already transitioned most of their activities online for the children, and use a WhatsApp group to disperse important information and give homework help. With the new distancing measures, they have also seen success with well-attended Facebook Live sessions for families. Sra. Beatriz expressed that these different platforms (Whatsapp and Facebook) could be a good way to reach people and promote the Census.

Throughout the interview, it was clear that Cataño has a sense of community, with neighbors caring deeply for each other, as well as the future generations. Thus, main priorities for Census funding received were: the improvement of schools (many remained closed post-Hurricane Maria), and public transportation, and safety improvements for houses affected by Hurricane .

Interviews - Ivette Colón Meléndez

Ivette Colón Meléndez. On April 8th, an interview was conducted with Ivette Colón Meléndez, the Director of the Planning Office for the municipality of Cataño. We thank Ivette for her commitment and leadership to this project throughout the semester, as well as for her time to speak with us individually about her opinions on the 2020 Census.

These are unusual times given the circumstances of COVID-19, lvette mentioned that this has had the largest negative effect on the Census because at the individual level, canvassers are worried about going door-to-door. Additionally, as echoed by the interview with Luis and Jaime of Head Start, there are many residents, especially those who are elderly who do not live in formal housing, therefore do not have formal mail or PO Boxes. Ivette elaborated further, stating that many of these families do not receive the Census to begin with, and are completely overlooked during counts.

At the community and barrio level, the Census is no longer a priority amidst the global pandemic. Communities are struggling more so than before on basic necessities, and given the economic vulnerability of these communities, are at greater risk for health issues related to COVID-19. If anything, lvette brought forward that one way to navigate through these difficult times would be to use social media, like Facebook, as a way to post information about healthcare and the importance of the Census. She mentioned how this can serve as an opportunity to educate about the importance of the Census, and Facebook is a safe, and highly popular way to share information in Cataño.

When looking at Cataño as a whole, lvette recommended that there must be more municipal-wide meetings hosted for all of the barrio leaders to gather and learn about the Census. She said this should be hosted by the municipality, but again, it is difficult to do so given the health crisis. She emphasized that no matter the communication method, ie: door to door or Facebook, that the messages have to be simple. Ivette further supported that the messaging should include top priorities such as the need for better services for those receiving food stamps, unemployment, public education as well as roads and infrastructure.

We once again thank lvette for her support and insight into Cataño, as well as further exploration of ways that the 2020 Census should be engaged at the individual, community and municipal level.

Interviews - Summary

Themes from the interviews are important to note when analyzing these responses. One of the limitations of these interviews is that none of the interviewees are residents of Cataño. However, those interviewed bring an array of different professional perspectives, and we used the four emergent themes from these interviews to deepen our empirical knowledge of Cataño and supplement our quantitative analysis. The first theme was the need to build trust within the community. Each of our interviewees stressed the importance of reaching communities through trusted community leaders and groups. The second theme was the importance of emphasizing the Census as a confidential survey, with citizens not being persecuted based on their responses. Regarding the Census itself, the third theme was that all forms of the Census (paper, phone, and online) are necessary in Cataño. All of the interviews expressed concern with relying on the online Census in Puerto Rico, as many people are either unable to access the internet or have low rates of literacy. This is heightened by the vague or confusing language of some parts of the Census. The final theme was transportation infrastructure as a high priority for any Census funds. Given the importance of our interviewers, these themes directly shaped our recommendations and suggested next steps.



Above: La Escuela con Causa Rosalina C. Martínez (left); Head Start Guadalupe Álvarez (right)

Case Study - City of East Point, Georgia

In regards to Census engagement and activities the studio drew inspiration from the City of East Point, Georgia. On February 28, 2020 we were graced by the presence of Shannon Wiggins (East Point Communications Director), and Dominic Maldonado (East Point GIS). Together these two professionals led the East Point Complete County Committee. In their presentation, they explained in depth their budget, their plans, and their struggles in preparing East Point for the Census. The Committee partnered with the following organizations:

- NAACP Atlanta Branch
- Fulton County
- Choose ATL (Metro Atlanta Chamber)
- Latino Community Fund
- GSU Interns
- U.S. Census Bureau
- ACCG (Association County Commissioners of Georgia)

The East Point Complete Count Committee's first step of engagement was to hold a Census employment fair. City management prioritized emphasizing local East Point residents to both have a job and to participate in Census operations. On January 10, 2020, 250 East Point residents filed into City Hall to apply for Census jobs, and gain general Census information.

One of East Point's goals was to target Census engagement of its hispanic population. To do this, the Census team created different forms of basic Census information such as brochures, postcards, digital media, and social media posts in both Spanish and English. These information tools were visually appealing, easy to read, and provided positive Census information and scenarios. Merchandise such as East Point Census t-shirts, bags, water bottles, and wallet sleeves were distributed. A social media hashtag called #CountThePoint was also created. In addition, East Point filmed a Census information commercial (Public Service Announcement) that included city employees, citizens, and council members. An essay contest for every public school in the city was created to raise Census awareness amongst adolescents. The prizes for winning the essay contest were Amazon products like the Fire Stick and Alexa devices. All of these things were designed as easy ways to inform and remind people of the importance of completing their Census surveys.

Case Study cont.

Complete Count Committee made plans to host different events in regard to the Census. On March 14th they planned to partner with the NAACP Atlanta Branch for the Door to Door Knocking Campaign, and the Faith-based Subcommittee to host the Decennial Census Count The Point Prayer Breakfast. On Census Day April 1, 2020, the Complete Count Committee planned a city wide festival in downtown East Point for Census information and engagement. The Complete Count Committee also planned to host a series of block parties in each of the 4 city wards from April 4-7. These block parties were designed specifically for Census engagement, and came equipped with food trucks, live music, and giveaways.

The Census Committee decided to create different Census Hubs, or Questionnaire Assistance Centers, to help technically deficient individuals fill out their survey when they obtained their code. These Centers were held at the following:

- City Annex Building (Monday-Fridays from 9:00 a.m.-5:00 p.m.)
- Jefferson Park Rec Center (Saturdays from 1:00 p.m.-6:00 p.m.)
- East Point Library
- HJC Bowden Center
- NAACP Atlanta Branch Office
- New Grant Chapel AME Church
- Thrive SS

Summary of the East Point model, as applied to Cataño:

- Host Census Fiestas in target barrios and in downtown Cataño.
- Advertise the census and the fiestas using local businesses, radio stations, newspapers, and social media platforms.
- Create and dispatch general Census information forms, using brochures for adults and postcards for children (see Appendix C for all deliverables created based on the East Point model)

Feasibility and Funding

The United States Census Bureau offers funding to communities to do census marketing and information. However, these funds have already been distributed to communities. At this time, it is most appropriate for members of Cataño to seek foundation funding. Ford, Kellogg, and Open Society are billion dollar foundations that have pledged to allocate money for the 2020 Census. These founders have 'open applications' for grants in which grantees can prepare a grant proposal at any time of the year. Cataño must make a best effort to fit the census into one of the 'funding areas of interest.' Some of these areas include: diversity and inclusion, sustainability, children, and working families.

There are many funding opportunities located in Puerto Rico.Two funds that offer grants for projects similar to census work include the Fundación Comunitaria de Puerto Rico and Fideicomiso de Salud Pública de Puerto Rico. These foundations offer grants to nonprofits to support education, marketing, and health. Nonprofits and the government in Cataño can be creative and write a grant proposal that fits the census into either of these categories.

Recommendations & Next Steps

The following recommendations were compiled as a culmination of the background research, socioeconomic analysis, interviews, and case study of East Point's Census outreach. The recommendations were divided into three phases of implementation based on the community engagement work in the City of East Point. Each phase has recommendations for targeting vulnerable individuals, entire communities, and all of Cataño.

Phase I

Phase I focuses on broad-level canvassing and advertisements for *Cuenta Cataño!* The work of East Point and our interviews were the most informative for this Phase of outreach. East Point focused their energy on making connections with major groups and organizations within their community such as churches and radio stations. This provided multiple platforms to reach citizens in their daily lives. The interviews and socioeconomic study emphasized the need to ensure the *Cuenta Cataño!* outreach would integrate into the daily lives of Cataño citizens. Many of the target residents for this outreach are single-mothers, low-income, and/or over the age of 65. To best meet these groups, the information needs to be accessible within their normal daily activities, rather than requiring an extra trip or event. Additionally, the interviews provided insight into the best ways to advertise at the community and Cataño level, including utilizing cars with loudspeakers (caravanas) to drive around and provide information and attention for the Census and *Cuenta Cataño!*

Phase I: Advertise the census and parties using local companies, radio stations, newspapers, car speakers, and social networks.

- Individual:
 - Put information in stores, schools and at events to link it with the daily life of Cataño.
 During COVID-19, focus on food stores and any other essential businesses.
- Community:
 - Post information about the census in the social media account of each neighborhood.
 - Work with radio stations to advertise the Census.
 - Partner with churches to disseminate information and gain trust in the community.
- Cataño:
 - Advertise from car loudspeakers that are popular in Puerto Rico.
 - Have a hotline for residents to call for any Census-related questions.

Phase II

Phase II of *Cuenta Cataño!* focuses on providing citizens with detailed information about the Census and how to complete it. The socioeconomic research and interviews emphasized the need to gain the trust of the community before trying to directly provide any Census-related information or materials. The interviews highlighted the best strategy for gaining trust would be to make connections with community leaders and organizations. The materials and information provided must also be accessible to the residents of Cataño in that they consider barrio-specific vernacular and all levels of literacy. There also needs to be an emphasis on ensuring Cataño residents understand that the Census is confidential and nothing they say can be used against them in a legal setting. The interviewers and background research emphasized this need, so this should be the basis of all the work. Lastly, on the Cataño-level the materials and information must establish the benefits for the citizens in completing the Census. The research highlighted how impoverished many of these communities are and how little access they have to public transit. An accurate count for the Census could increase funding for infrastructure, public transit, food stamps, and childcare facilities. It is important to make these connections for residents, otherwise there will likely be little incentive to complete the Census.

Phase II: Disseminate general census information forms. Brochures for adults and postcards for children.

- Individual:
 - Talk to community leaders before going to residences, special focus on high-risk people, conduct interviews.
 - Provide census information in Cataño jargon and emphasize that the census is confidential.
- Community:
 - Give information to the leaders of the neighborhoods to spread in their respective neighborhoods.
- Cataño:
 - Emphasize the relationship between public infrastructure, education, unemployment, and other federal aid and the Census.

Phase III

Phase III of *Cuenta Cataño!* is dedicated to engaging and informing citizens through a series of festivals. The original plan was to host festivals/fiestas in each of the targeted barrios, and to have one larger festival downtown for all of Cataño. Information from Phase II would still be handed out at these events to continue spreading awareness.

These plans have since changed due to the untimely manifestation of Covid-19. For now, efforts must be digital. Information sessions can be held through social media and video conferencing at least until COVID-19 clears up. Cataño can also look to Austin, TX, for inspiration in ensuring all citizens have WiFi. During COVID-19, a community in Austin, TX used school buses to provide mobile WiFi to communities for children completing school from home who otherwise lack reliable internet access. This mobile WiFi system could be used similarly in the barrios for students and for those trying to complete the census online. The buses could also advertise the census as it circulates. After COVID-19, it would be beneficial to provide computers in easily accessible public places for Census completion. The best case scenario is that COVID-19 passes with enough time for it to still make sense to host Census fiestas and other public engagement events.

Phase III: Post-Covid-19: Organize Census Festivals in target neighborhoods and in the center of Catano.

- Individual:
 - A. During Covid-19: Organize public video conferencing and information sessions.
- Community:
 - A. During COVID-19, a community in Austin, TX used school buses to provide mobile WiFi to communities for children completing school from home that may not have reliable internet access. This mobile WiFi system could be used similarly in the barrios for students and for those trying to complete the census online. The buses could also advertise the census and provide information as they travel around.
 - B. After COVID-19, have computers in community centers to complete the online census.
- Cataño:
 - A. Organize meetings (virtually during the COVID-19 crisis) for community leaders to discuss concerns regarding the Census.
 - B. Host Census Fiestas in the most vulnerable barrios and in downtown Cataño. Include food and drink at the event to attract the community members.
 - C. Set aside Census assistance hubs to help those who aren't sure how to complete their Survey.

Conclusion

Puerto Rico, an underrepresented and undercounted territory within the United States remains in need of reform for Census counting practices. In efforts to improve future census canvassing efforts, Georgia Tech's Spring 2020 Puerto Rico Planning Studio conducted a literature review on historical best practices, completed a demographic analysis on the municipality of Cataño, included a mainland case study with the City of East Point, and conducted interviews with stakeholders in the government of Cataño as well as the island Planning Board. The COVID-19 outbreak only further emphasizes the infrastructural fragility throughout the US, and especially in historically peripheralized areas such as Puerto Rico. Improved census-counting measures across all areas is crucial to securing equitable funding for public services and for the proper emergency response.



Above: Puente Rosado, a new bridge and tourist engagement effort.

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Appendix A. Risk Analysis Matrices

A-1

Education Matrix									
Percent of people of a certain age group with some college but no degree or less	average household income less than 20,000		average household income 40,000 to 59,999	household income 60,000	average household income over 80,000				
20 percent or more	9	8	7	6	5				
15 to 19.9 percent	8	7	6	5	4				
10 to 14.9 percent	7	6	5	4	3				
5 to 9.9 percent	6	5	4	3	2				
less than 5 percent	5	4	3	2	1				

A-2

Renter Matrix								
percent of the population that rent housing units	income less			average household income 60,000 to 79,999	average household income over 80,000			
more than 60 percent	9	8	7	6	5			
45 to 59.9 percent	8	7	6	5	4			
30 to 44.9 percent	7	6	5	4	3			
15 to 29.9 percent	6	5	4	3	2			
less than 15 percent	5	4	3	2	1			

A-3

Disability Matrix							
percent of the population with a disability	income less	average household income 20,000 to 39,999	average household income 40,000 to 59,999	U U	average household income over 80,000		
more than 40 percent	9	8	7	6	5		
30 to 39.9 percent	8	7	6	5	4		
20 to 29.9 percent	7	6	5	4	3		
10 to 19.9 percent	6	5	4	3	2		
less than 10 percent	5	4	3	2	1		

A-4

19 Years Old or Younger Matrix								
percent of the population who are 19 years old or younger	average household income less than 20,000		average household income 40,000 to 59,999	average household income 60,000 to 79,999	average household income over 80,000			
more than 25 percent	9	8	7	6	5			
20 to 24.9 percent	8	7	6	5	4			
15 to 19.9 percent	7	6	5	4	3			
10 to 14.9 percent	6	5	4	3	2			
less than 10 percent	5	4	3	2	1			

Appendix A. Risk Analysis Matrices

A-5

20 to 44 Years Old Matrix

percent of the population who are 20 to 44 years old		income 20,000	income 40,000	household	average household income over 80,000
more than 25 percent	9	8	7	6	5
20 to 24.9 percent	8	7	6	5	4
15 to 19.9 percent	7	6	5	4	3
10 to 14.9 percent	6	5	4	3	2
less than 10 percent	5	4	3	2	1

A-6

45 to 64 Years Old Matrix

45 to 64 Teurs Old Multinx								
percent of the population who are 45 to 64 years old	average household income less than 20,000	average household income 20,000 to 39,999	average household income 40,000 to 59,999	average household income 60,000 to 79,999	average household income over 80,000			
more than 40 percent	9	8	7	6	5			
30 to 39.9 percent	8	7	6	5	4			
20 to 29.9 percent	7	6	5	4	3			
10 to 19.9 percent	6	5	4	3	2			
less than 10 percent	5	4	3	2	1			

A-7

65 to 84 Years Old Matrix							
percent of the population who are 65 to 84 years old	income less		States and the second	household income 60,000	average household income over 80,000		
more than 20 percent	9	8	7	6	5		
15 to 19.9 percent	8	7	6	5	4		
10 to 14.9 percent	7	6	5	4	3		
5 to 9.9 percent	6	5	4	3	2		
less than 5 percent	5	4	3	2	1		

A-8

Older Than 85 Years Old Matrix								
percent of the population who are older than 85 years old	average household income less than 20,000	average household income 20,000	average household	average household income 60,000 to 79,999	average household income over 80,000			
more than 4 percent	9	8	7	6	5			
3 to 3.9 percent	8	7	6	5	4			
2 to 2.9 percent	7	6	5	4	3			
1 to 1.9 percent	6	5	4	3	2			
less than 1 percent	5	4	3	2	1			

Interview: Haley, April 1, 10AM Jaime Diaz - Head Start, Manager Luis Fermaint - Head Start, Social Worker Supervisor in Catano

What is the best way to engage people in Catano?

• Visit in homes because Catano is has a lot of communities/ public housing. Have a lot of public house, it is easy to visit the people because they are in apartments in the same buildings. They need own vocabulary/ slang. A lot of community programs that the people know of, these programs could be used as an instrument to connect with the people: every public housing project has its own council that has a president etc, they have community leaders that know everyone in that community, this is very important to meet the people to reach the people. Head Start in Catano, list of different entities and programs that bring services to the town of Catano (send email).

What are cultural centers in Catano for large outreach meetings?

• Every community has its own community centers, these communities don't tend to go to other neighborhood's areas. Sports teams compete against each other. Sometimes not consistent (lots of drug problems). Each community makes their own activities to reach the people.

What are historic barriers to Census engagement?

- Three: 1. Each year, head start, do a community study when try to reach people, they give their access to Head Start, but Catano has a lot of elderly people and single mothers and maybe they cannot be available, catano public housing have a lot of invaded territories, not legally formal dont have property title big problem for Census, hard to cooperate, want to remain anonymous.
- Worried the government might take property if they come forward, have a lot of elderly people who don't know how to read and write, don't want to participate, they don't understand the importance of the census
- Large number of special needs population in Catano. A lot of times need help with reading and writing papers.
- Go door by door to ask if they need help writing and reading. Not all communities would need/be okay that. All the communities that we are working with and Barriada y Juana Matos (community?) most of these properties/ owners need to be visited they wont fill the paper because of the issues

What is the communities outlook on engaging with the government?

- See above
- People like the mayor everyone is very happy with him, but people don't see this as related to the census
 - Municipality is the best way to reach the people, not necessarily the mayor
- But people are more sensitive to politics as employees cant speak about the mayor

Interview: Haley, April 1, 10AM Jaime Diaz - Head Start, Manager Luis Fermaint - Head Start, Social Worker Supervisor in Catano

Who are the community leaders that the community knows and trusts?

• Need to make contact with the Municipality who would identify leader in each community. She/ her team would know. They should have a list of leaders in the community.

Is there canvassing on the community level - is something that is typical in Catano?

• Depends on which community, the communities need to know who is coming and what that individual is doing. The communities are watched by drug dealers and they need to know who is coming. Example: Puente Blanco, only one entrance, entrance is being watched - they will want to know who is coming and why - this is a big reality in Catano. This is the importance of the community leader - why you need to work with the community leader ahead of time so they can disseminate this information ahead of time.

What are upcoming events that your organization is doing? Would you be willing to have the municipality planning board join to promote the Census?

• Yes good, to have someone come out to an event - have a table set up - promote something especially if there is something to eat. Head Start, they have cookies, crackers, coffee etc in the meetings for the partners. Analyzing activities and meetings to improve attraction for the parents. Christmas - gave presents for the kids, nonprofits give presents for kids and parents participate in activity.

What do you think is the community of Catano's top priorities? le: better schools, improved public transportations etc.?

- Public transportation very important. Center of Catano is where stores are, food, clothing etc, people of Catano visit the center of catano municipality needs more trips/transportation.
- Frequent each town has a bus/SUV that has radio that is promoting activities, maybe that is one assignments of money to let people know what is happening communities like Cucharillas / William Fuertes are far from the center of the town, including public transportation cannot reach these areas. Municipalities runs those loudspeaker cars.

Are there other questions we should ask when we meet with the community?

- Most important projects in Catano are the Head Start programs, everyone knows, everyone wants to have their kids there because its a top program. Very well known, Catano needs the Head Start, same with Municipality need Head Start municipality needs more programs for the premaritos (young children) only serve 20-30 kids, not federally funded. Promote census, willing to be a contact, Carmen.
- Census: people are happy with it this year, easy to use, takes 10 minutes

Interview: Andrea, April 6, 1PM Beatriz Almodóvar - Caras con Causa Coordinator

What is the best way to engage people in Catano?

- Right now, we are changing the strategy and seeing what works and what doesn't. We can't go to the communities and try to create a contact list of the families in the community. Also, the communities don't have access to the internet and the phone, and everything is closed. The government has not issued any moratoriums for the phone line payments in this time, so families have had their phone lines cut. The government said they would give moratoriums for the rent and electricity, but they didn't say anything about the phone/internet, so as distancing continues even more families (are unable to make payments) they may not have contact points.
- The Association uses whatsapp as the main point of contact, and they also use social media like Facebook. The goal is not to be constantly calling families, as with the internet groups the information has longer longevity.
- We are doing tutoring courses, we have three tutoring courses, we are going to use whatsapp and facebook to connect, and that's what they (the children and families in the community) are able to use. We are starting to have a project where they have the beginning of the week to access an assignment posted on our webpage, and at the end of the week there is a check in. Two phones for the school have access to the whatsapp group where the kids also can ask questions and send in pictures of their completed assignment. They also held a facebook live with the families of the community they serve, it was well attended (230+ families out of 300).
- There are community orgs that had projects dedicated to raising awareness about the Census but these have since taken a backburMartínezner to her knowledge.

What do you think is the community of Catano's top priorities? le: better schools, improved public transportations etc.?

 Schools. The Catano community closed a lot of schools before Maria. Catano closed 3-5 schools, and the ones that reopened have struggled. The quality of schools is low, very few of the children are meeting the nationwide measurements/assessments. Employment is difficult, and there is no transportation (a wider island concern in Puerto Rico). THe island needs dependable transportation, so any sort of improvement on this. Also the larger concerns for people in the community is the Infrastructure for their homes, as a lot were affected by Maria and weren't able to fund the rebuilding or improving.

Interview: Andrea, April 6, 1PM Beatriz Almodóvar - Caras con Causa Coordinator

How has the current crisis (COVID-19) affected communities?

Definitely affected, a lot of people have lost their jobs, or have jobs where it is not an option to stay in. In terms of being able to "socially distance" or stay at home as much as possible, they are unable to make a big buy/buy in bulk like the government recommends. I'm not from Catano, I am from San Juan but I have been in touch with community leaders in the city--most are taking it seriously to stay inside (the order is until the 12th but will probably be extended or get even stricter) so the coming weeks will just get even harder for most people. They have also limited the supermarket hours so people even when they try to distance, because they cannot buy in bulk, are forced to be with crowds.

Who is going to be affected by the crisis/employment wise and industries?

She thinks the distillery (Bacardi) has converted to the production of pure alcools for sanitizers, so they still have essential people and workers. In terms of other industries, the service industry has been limited to carry-out or delivery food, so everyone else would be laid off. The ferry is also not running (connectivity for the community is an issue).

How has the government handled the crisis? How do people feel the government has handled the crisis? Personal opinion: it was a very smart decision to start the state order as they did, when they did. However, time has gone on, and it is increasingly difficult to manage the health, and they have not been tracing infected people, and are not capable of doing the testing. There has been a big shift; less holding the government responsible, more of holding the individuals responsible. However, there has not been support from the government to give the community the circumstances to stay in, to collect bulk grocery for example. The groceries situation is particularly troublesome, as the state order is at 7 pm, so stores close at 6, and then people who work from 9-5 or more cannot go during the week. The stores are also now closed on Sunday, so people can only go during the week or Sunday and creates situations where distancing is hard. Most of the people are poor, and the government hasn't helped the people during the time (from the economic standpoint, and from the health standpoint, with the testing--they don't have the tests, they are not tracing the networks of infected people).

Pertaining to the census:

There is a lot of distrust in the government, misconception that information in the census is to be shared and not confidential. They have tried to be more transparent (highlighting that it is against the law to share), but there is still the distrust and the fear and these groups are less likely to fill out the census even if it were accessible. Also, a lot of local campaigns targeting the hard to reach groups may face a disconnect with the people they are trying to reach as they are mostly focused on pushing the Census to be online, while these groups may not have internet, are not literate.

Interview: Haley Hart, April 4 at 4PM Ivette Colón Meléndez - Directora-Oficina de Planificación, Municipio Autónomo de Cataño

- April 1st census national day nobody talked about it; all news is on coronavirus;
- April 1st sent information to vice mayor to talk about census the mayor is going to post a message
- Local census staff is saying that it is tough to go to houses right now, questionnaire in home is not going to take place, canvassers are worried about contacting virus;
- Sent census in regular mail; but in Catano, older residents don't have postal services because its informal William Fuertes/Puente Blanco, not all residents will be touched because there might be a few families living in one lot but may only get one census
- No old people respond to census questionnaire but told the vice mayor this is the time to respond while they are home
- It's not a priority
- Use facebook to send messages to people
- They know the community leaders in her office -
 - Have not talked to those people about the census
- A few months ago they had a different community-wide meeting for their brownfield program they brought in someone to represent the census this was 3 months ago, have not talked to any of the community leaders since
- There is a team with representatives from different offices, there is a committee but because of the situation it stopped
- Can post in municipal facebook page
- Planning office they are the people who should do the task of reaching out to community and work with local federal census office
- Catano has hosted seminars on how to do the census
- Messages have to be simple election in November have to get messages approved before they can send it (make it edible)
- Top priorities: a lot of people receive food stamps due to unemployment/elderly, public education especially for those who are poor, roads/ infrastructure

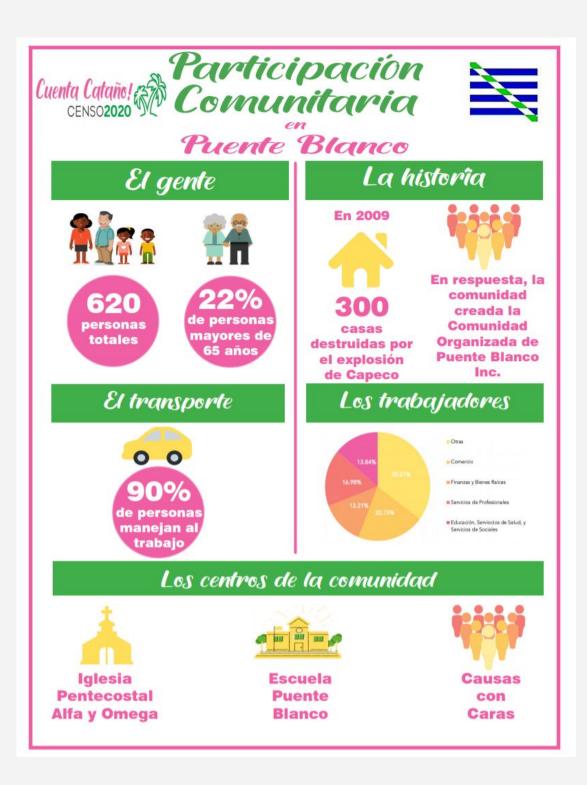


Datos sobre el Censo 2020!

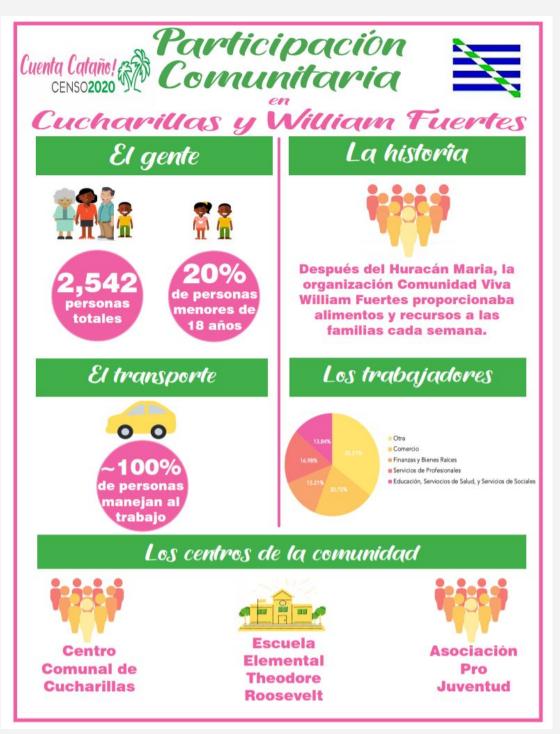
- ¡El Censo cuenta a cada persona en Puerto Rico: adultos, niños y bebés, ciudadanos, inmigrantes, o visitantes! Cada familia realiza una encuesta del censo.
- ¡El Censo puede ayudar a proporcionar a nuestros bairros: hospitales, escuelas, autobuses, parques, parques infantiles e incluso comida sabrosa!
- El censo ocurre cada 10 años. El día del censo de este año es el **1 de abril de 2020.**
- **¡Recuerde a sus amigos y familiares** que completen sus encuestas del Censo en línea, a partir del 1 de abril de 2020!













Census2020 | online | mail | phone

What is the 2020 Census?

A census is a count of the population. The United States has counted the population through the census since 1790. The census has counted residents of Puerto Rico since 1910. All are counted in the census: children, seniors, adults, homeless people, students, everyone!

What do I have to do?

In March, the Census Bureau will send a letter to your home asking you to respond to the form. You can respond online, by phone, or by mail. All you have to do is answer the questions on the form and submit them. April 1 is the first day! Everyone in all of the US will respond and the census bureau will report by December 2020.

2020 Census Questions

- o How many people live in the house
- What is the style of the house
- (apartment, etc.)
- phone number
- name people who live in the house
- \circ $\;$ the sex of the people who live in the
- housethe age of the people living in the home
- The race and ethnicity of the people
- who live in the home.the relationship of the people who live
- in the house

Importancia del censo

The 2020 Census will determine representation in Congress, inform hundreds of billions in federal funds, and provide data that will impact communities for the next decade. His response to the census reports:

- transportation
- accommodation
- health care
- education
- business
- wildlife
- •and more!

66.5% Percentage of the continental population of the United States that responded to the

2020 census

56.7% Puerto Rico percent of the Puerto Rican population that responded to the

2010 census



CENSO FIESTAEN CATANO

Abril 2, 2020 | Parque Recreativo La Esperanza, Cataño Puerto Rico.

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