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2010 CENSUS PLANNING MEMORANDA SERIES

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MEMORANDUM FOR The Distribution List

From: Burton Reist *[signed]*
 Acting Chief, Decennial Management Division

Subject: 2010 Census Integrated Communications Program Summary
 Assessment Report

Attached is the 2010 Census Integrated Communications Program Summary Assessment Report. The Quality Process for the 2010 Census Test Evaluations, Experiments, and Assessments was applied to the methodology development and review process. The report is sound and appropriate for completeness and accuracy.

If you have any questions about this document, please contact Mary Bucci at (301) 763-9925.

Attachment

**2010 Census
Integrated Communications Program
Summary Assessment Report**

U.S. Census Bureau standards and quality process procedures were applied throughout the creation of this report.

Final

Mary A. Bucci
Decennial Management Division



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Acronym List

Acronyms that are prevalent throughout this document, as well as the eleven individual program assessment reports, are listed below for reader reference.

2010 Census	The 23 rd decennial census, taken as of April 1, 2010
ACS	American Community Survey
ADCOM	Associate Director for Communications
AIAN	American Indian and Alaska Native
ARRA	American Recovery and Reinvestment Act
BC/QAC	Be Counted/Questionnaire Assistance Center
BOC	Bureau of the Census
Census 2000	The 22 nd decennial census, taken as of April 1, 2000
C2PO	Census 2000 Publicity Office
CAC	Census Advisory Committee
CAO	Congressional Affairs Office
CBAMS	Census Barriers, Attitudes, and Motivators Survey
CIC	Census Information Center
CIS	Census In Schools
CCC	Complete Count Committee
C&P	Cost and Progress - refers to both the system and the reports generated by the system.
CLMSO	Customer Liaison and Marketing Services Office
DMD	Decennial Management Division
FLD	Field Division
FY	Fiscal Year
HTC	Hard to Count
HTE	Hard to Enumerate
HAKWAN	How America Knows What America Needs – Census 2000 public relations program that disseminated response rates for government units.
ICP	Integrated Communications Program
LCO	Local Census Office
MO/MB	Mailout/Mailback
NPC	National Processing Center
NGO	Nongovernmental Organization
NORC	National Opinion Research Center
NR	Nonresponse
NRFU	Nonresponse Follow-up
PDS	Partnership and Data Services
PIO	Public Information Office
PMP	Partnership and Marketing Program
QA	Quality Assurance
REAC	Race and Ethnic Advisory Committees
RCC	Regional Census Center
RO	Regional Office
Y&R	Young and Rubicam

Executive Summary

The decennial census is an extraordinary initiative and an extremely complex undertaking that requires the participation of every person in the country. An effective communications strategy is critical to its success and assists in obtaining a complete and accurate count of the nation's increasingly diverse and rapidly growing population. Communications strategies must create awareness about the census and motivate each household to fill out and return the census questionnaire.

The 2010 Census Integrated Communications Program was developed in an effort to build on the success of the Census 2000 Partnership and Marketing Program, which showed that utilizing a paid advertising campaign for the first time supplemented by a strong partnership program, helped achieve the reversal of a three-decade long decline in mail response rates of the decennial census. Upon this success, the Census Bureau worked with an advertising agency, DraftFCB, as the primary contractor along with a group of thirteen subcontractors, to develop a communications campaign for the 2010 Census.

The goals and objectives of the 2010 Census Integrated Communication Program were established as follows:

GOAL 1 Improve the Mail Response Rate

- Objective 1.1 Develop tools and materials to educate and inform the public about the census form, census day, confidentiality of census information, and the benefits that can be derived from the data gathered.
- Objective 1.2 Develop measurable strategies to maximize paid and earned media coverage of the importance of mailing back the census form.

GOAL 2 Improve cooperation with Enumerators

- Objective 2.1 Disseminate messaging about cooperating with enumerators.
- Objective 2.2 Maximize media coverage regarding cooperating with enumerators in national, local and special interest media.

GOAL 3 Improve overall accuracy and reduce the differential undercount

- Objective 3.1 Establish local partnerships in hard-to-count areas and through the use of specialized products and services to educate the public and increase knowledge of the benefits of the 2010 Census with all target audiences.
- Objective 3.2 Garner support from 2010 Census national and regional partners and stakeholders to serve as third-party spokespeople for the 2010 Census effort by building on the campaign of "Its In Our Hands."
- Objective 3.3 Establish and implement media activities in local and national media venues to increase media coverage, and ensure integration and consistency on the messaging.

The 2010 Census Integrated Communications Program marked one of the most extensive and far-reaching marketing campaigns ever conducted in the country. It was designed to motivate the entire population of the 50 states, the District of Columbia, and Puerto Rico to participate in the 2010 Census. The campaign targeted every household to achieve the aforementioned goals while balancing additional efforts to reach hard-to-count areas and maintaining sufficient presence among the rest of the population.

The 2010 Census Integrated Communications Program brought together one of the broadest arrays of communications vehicles utilized in a census operation. Approximately 257,000 regional partnerships were forged between the Census Bureau and businesses, faith-based groups, community organizations, groups of elected officials, ethnic organizations, etc. Components of the campaign were synchronized in timing, synergistic in messaging and orchestrated nationally, regionally, and locally to harness the powerful effect of many mutually reinforcing messages surrounding the target audiences.

The Integrated Communications Program was comprised of the following 11 key program areas that integrated partnerships, public relations, and paid media, including online and new emerging vehicles:

1. Research
2. Paid Advertising
3. Earned Media and Public Relations
4. Rapid Response
5. 2010 Census Website
6. Promotional Materials
7. Portrait of America Road Tour
8. Census in Schools
9. National Partnerships
10. Regional Partnerships
11. Mail Response Rates/Take 10

Some major recommendations for the 2020 Census:

- Timing between the development of the Integrated Communication Campaign Plan and the Census Bureau's operational milestones needs to be better aligned, funded and designed to effectively support all phases of the decennial census, including recruitment of census workers, establishment of partnerships, and development of public relations kickoff.
- Establish more specific performance metrics for overall campaign goals, specific programmatic component goals, and individual channel performance goals within the Communication Contract.
- Utilize Census Bureau subject matter experts on all phases of the 2020 Integrated Communication Program.
- Better coordinate communication between and among the Decennial, Field and Communications Directorates and the regions.

- Identify up front in the process variables in tracking research to determine “what if” scenarios in the event that the campaign is underperforming or overperforming relative to expectations.
- Develop an in-house database to track partners, partnership activities, and outreach activities as early in the decade as possible.
- Preserve and formalize a creative process to develop, test, and review messaging and advertising for the 2020 Census.
- Better define and then clearly educate, our expectations with regards to roles and responsibilities between the Census Bureau, the contractor and stakeholder groups.
- Implement a human resource policy that will carefully regulate staff time and overtime due to the workload a decennial census can cause.

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1. Introduction

1.1 Scope

This assessment describes the various efforts that the 2010 Census Integrated Communications Program (ICP) engaged in during the 2010 Census and the outputs that resulted from this work. Analyzing, interpreting, and synthesizing the effectiveness in a measurable way relative to primary goals of the ICP is beyond the scope of this study.

The results of this assessment will provide valuable information crucial for the next planning cycle for the 2020 Census and present information on the successes, impacts, and lessons learned from the 2010 Census operations.

The decennial census is an extraordinary initiative and an extremely complex undertaking that requires the participation of every person in the country. An effective communications strategy is critical to its success and must assist in obtaining a complete and accurate count of the nation's increasingly diverse and rapidly growing population. Communications strategies must create awareness about the census and motivate each household to fill out and return the census questionnaire.

The ICP marked one of the most extensive and far-reaching marketing campaigns ever conducted in the country. It was designed to motivate the entire population of the 50 states, the District of Columbia, and Puerto Rico to participate in the 2010 Census. The campaign targeted every household to achieve the aforementioned goals while balancing additional efforts to reach hard-to-count (HTC) areas and maintaining sufficient presence among the rest of the population.

The ICP brought together one of the broadest arrays of communications vehicles utilized in a census operation. Approximately 257,000 partnerships were forged between the U.S. Census Bureau and businesses, faith-based groups, community organizations, groups of elected officials, ethnic organizations, etc. Components of the campaign were synchronized in timing and synergistic in messaging. This was orchestrated nationally, regionally, and locally to harness the powerful effect of many mutually reinforcing messages surrounding the target audiences.

1.2 Intended Audience

This assessment is intended for use by Census Bureau staff, contractors working in support of the 2020 Census, and for use by other internal and external stakeholders as a reference and guide regarding the process used for managing programmatic issues.

2. Background

2.1 Census 2000

The Census Bureau strategically designed the ICP to build upon the success of the Census 2000 Partnership and Marketing Program (PMP). Through Census 2000 operations, PMP marked the first time in which the Census Bureau utilized a paid advertising campaign and a comprehensive partnerships program. Combined with media relations, promotions, and special events, the efforts were aimed at educating the public about the census, motivating them to return the questionnaire, and encouraging cooperation with enumerators (U.S. Census Bureau, 2008).

The Census Bureau and others conducting the Census 2000 PMP helped reverse a three-decade long decline in the mail response rates and reduced the differential undercount for all historically undercounted population groups. There were still concerns about maintaining a high mail response rate in the 2010 Census, due to survey response rates continuing to drop and the census long form having garnered a lower response rate than the short form in Census 2000. In order to help ease the respondent burden of the long form and be able to produce critical statistical and demographic data more frequently than every ten years, the Census Bureau fully implemented the American Community Survey (ACS) in 2005. ACS replaced the census long form and collected detailed demographic, social, and economic and housing data from a sample of the U.S. population on an annual basis (Jacobsen and Bates, 2009).

As a result, the 2010 Census form was simplified for ease of completion and comprised of ten questions only. For the first time during a decennial census, replacement questionnaires were sent to some non-responders. Bilingual questionnaires were also provided to tracts where at least 20 percent of the households had at least one resident aged 15 years or over who spoke Spanish and did not speak English very well, as determined by the ACS and Census 2000 sample data (U.S. Census Bureau, 2009b). The Census Bureau made the questionnaires available in six languages (English, Spanish, Simplified Chinese, Korean, Vietnamese, and Russian) and Language Assistance Guides were developed in 59 languages. (See Appendix A for listing of all 59 languages.) Paid media continued to be utilized and hundreds of advertisements were developed in 28 different languages.

2.2 2010 Census

Building on Census 2000, the 2010 Census program expanded the use of an extensive integrated communications development process to formulate the 2010 Census ICP. The program brought together skilled professionals in advertising, public relations, partnerships, as well as online, earned, and paid media. It included experts in multicultural audiences, metrics, measurement, and consumer research.

On September 6, 2007, the Census Bureau announced the award of the 2010 Census communications contract to DraftFCB. The one-year contract had up to three option years, ending September 30, 2011. Working with DraftFCB were the following subcontracted agencies with extensive experience in social marketing as well as in reaching racial and ethnic groups:

- Weber Shandwick – Public Relations and Partnership Support
- Initiative Media and Penn Good & Associates* – Media Buying
- GlobalHue – Black Audience
- GlobalHue Latino and d’exposito & Partners* – Hispanic Audience
- IW Group – Asian Audience
- g&g* - American Indian/Alaska Native and Native Hawaiian/Other Pacific Islander Audiences
- DraftFCB Puerto Rico – Puerto Rico Audience
- Allied Media* – Emerging Audiences
- Plum Agency* – Diverse Mass and Black Audiences
- Scholastic, Inc. – Census in Schools
- Jack Morton – Road Tour and Promotional Items
- MarCom Group* – Recruitment Advertising
- Zona Design* – Design

*Small businesses

To assist with the ICP, there was an extensive review of research that included input from regional offices, advisory committees, consumer trends and perceptions, and communications industry best practices. The following surveys, evaluations, and focus groups reports were included in the process (U.S. Census Bureau, 2010a):

- Segmenting the Population for the 2010 Census Integrated Communications Program
- Audience Segmentation for the 2010 Census Integrated Communications Campaign
- Findings from the 2008 Census Dress Rehearsal
- Using the American Community Survey to Validate and Enhance Population Segmentation for the 2010 Census Integrated Communications Campaign
- Messaging to America: Census Barriers, Attitude, and Motivators Survey (CBAMS) Methodology Report
- 2010 Census Communications Campaign Creative Copy Testing (Phase 1) Final Summary Report
- 2010 Census Communications Campaign Creative Copy Testing (Phase 2) Final Summary Report
- Predicting Return on Investment Across Population Segments in a Social Marketing Campaign
- Phase 1 Report – Qualitative Research: Unifying Idea Focus Groups
- Phase 2 Report – Final Creative Expression Focus Group Report
- 2010 Census Promotional Website Discovery Recommendations
- 2010 Census Digital Prototype Usability Results and Insights
- Academic Assessment Panel Final Report

Data from the 2004 Census Test, 2006 Census Test, and 2008 Census Dress Rehearsal operations were also utilized to enhance the ICP for the 2010 Census.

The ICP was comprised of the following 11 key program areas that integrated partnerships, public relations, and paid media, including online and new emerging vehicles:

1. Research
2. Paid Advertising
3. Earned Media/Public Relations
4. Rapid Response
5. 2010 Census Website
6. Promotional Materials
7. Portrait of America Road Tour
8. Census in Schools
9. National Partnerships Program
10. Regional Partnerships Program
11. Mail Response Rates/Take 10 Program

Each of the program areas listed above will provide their own operational assessment. This overview focuses on the overarching goals outlined at the outset of the decennial for the communications program.

2.3 Program Overviews

Research

The communications campaign was built on a foundation of research. The 2010 Census research team studied all elements of the campaign to ensure that messages resonated within all population segments, across key mindsets, and through appropriate media. The resulting creative executions and promotional materials were based on validated communications strategies, ensuring that the overall intended messages were clear, compelling, persuasive, and most importantly, culturally relevant and sensitive.

Major research initiatives included audience segmentation, the CBAMS, and copy testing. Audience segmentation defined the underlying constructs behind the hard-to-count mailback populations, developed mutually exclusive clusters of the population according to mailback propensity, and modeled the potential impact that the partnerships and paid advertising campaigns would have on mail response among the identified population clusters. CBAMS data enhanced the cluster segmentation by providing much needed, up-to-date insight into how the target audiences felt about the census and why they may or may not participate. During copy testing, creative executions (television, radio, print, online, etc.) were tested against the targeted audiences across the audience segments and mindsets. These were conducted in 23 languages and utilized a focus group methodology that was both quantitative and qualitative.

Paid Advertising

Paid advertising consisted of developing a media schedule for creating and placing advertisements in the appropriate media vehicle to reach the right people at the right time in the right way. This campaign launched in January 2010 and continued through June 2010 consisted of three phases:

Phase 1 - Awareness Phase (January to February 2010), aimed to build awareness and familiarity with the upcoming census.

Phase 2 - Motivation Phase (March to April 2010) where individuals were motivated to complete the census form and mail it back.

Phase 3 - Support Phase (May to July 2010) in which the campaign supported nonresponse followup efforts to educate non-respondents about the enumerators who would be traveling door-to-door to obtain responses.

Earned Media and Public Relations

The Earned Media/Public Relations program aimed to educate and motivate respondents by generating positive coverage of the census and mitigating potentially negative coverage in the media. The program was designed to manage official and third-party voices of the 2010 Census by guiding the way audiences learn and hear about the census and the benefits to the population. It was also intended to distribute customized messaging and a tailored communications approach to the ethnic and local media channels that reach HTC populations. Media included the news media as well as in-house media among membership organizations and associations. Earned media communications channels encompassed traditional news media outlets and new media outlets, such as blogs, online media, and social media, such as Facebook, Flickr, YouTube, and Twitter.

Rapid Response

Rapid Response was created to develop solutions for addressing and/or mitigating any unexpected issues that may have occurred during the 2010 Census. Services included monitoring media outlets and when necessary, increasing advertising, developing new promotional materials, and developing additional earned media or public relations efforts. Throughout the communications campaign, the Census Bureau, together with DraftFCB and its partner agencies, analyzed insights and metrics from social media activity, the Gallup Poll, the Continuous Attitude Tracking Survey, conversations with census field operations officials and mail participation rates in order to determine when an issue warranted a rapid response initiative. Examples of situations included, but were not limited to: low responding areas, negative or inaccurate media, and any disruptions that threatened census operations.

2010 Census Website

The 2010 Census ICP had a significant online presence, creating a 24 hours, 7 days a week movement to ignite mass participation. The 2010 Census website (2010census.gov) featured a marquee, an interactive video environment, and a multimedia area that included the following: a frequently asked questions section; language assistance guides; an interactive, instructional census form; an interactive map providing participation rates in near real time; and road tour vehicle tracking. A social media experience including blogging and social networking capabilities and a twice-weekly Director's blog enhanced the overall user experience. Furthermore, the website featured a Partnership Communications Area where partners could obtain information and print out promotional materials, an online newsroom where media

specialists could go for the latest news and information on the 2010 Census, and a Census in Schools area for teachers and students.

Promotional Materials

In support of both the National and Regional Partnerships Programs, the communications campaign produced nearly 300 different promotional materials and products designed to reach those living in the United States and Puerto Rico. Customizable products (e.g., pens, water bottles, and mugs along with printed and electronic materials such as fact sheets, brochures, toolkits, and activity guides) were developed in 28 languages in an effort to motivate census participation. Over 88 million items were allocated to the 12 Census regions for dissemination to partner organizations for use when reaching out to and educating communities across the country on the benefits of participating in the census.

Portrait of America Road Tour

The Portrait of America Road Tour brought the 2010 Census to towns and cities across the country, generating grassroots efforts, encouraging neighborhood events, and garnering media attention. There were 13 vehicles, one for each of the 12 Census regions and one national vehicle. They were specifically designed to educate, engage, and encourage participation across the entire population. The road tour delivered an interactive experience integrated with the rest of the communication efforts through the use of common images and digital media as it aimed to reach HTC populations in their communities. Messaging included in the tour materials affirmed that census participation was safe, easy, and important.

Census in Schools

The 2010 Census in Schools program, “*2010 Census: It’s About Us*” was to provide educators with resources to teach students the importance of the census, encouraging them to help deliver the message to their families. This program was designed to engage America’s youth and to help ensure every child and every household member was counted in 2010. Through the Census in Schools on-line and print program, educators in public, charter, private, parochial, tribal, and home schools had access to the 2010 Census lessons, materials, and event ideas that taught students and their households about the importance of the census.

National Partnerships

A priority for the 2010 Census ICP was to build national partnerships at every stage of the process with external organizations such as federal governmental agencies, nongovernmental organizations, businesses, and corporations to ensure accurate and complete population enumeration and to meet the data needs for the next decade. The National Partnerships Program developed an aggressive and comprehensive program that would directly encourage national organizations and corporations to assist in getting an increased mail response from those who most likely would not respond to the census.

Regional Partnerships

The Regional Partnerships Program strived to keep populations in HTC areas of the country informed, involved, and engaged in all phases of the decennial census cycle. By engaging regional and national partners as trusted voices in HTC areas, the purpose of this program was to communicate the importance of the census in the communities and to encourage households to respond to the census. An additional positive outcome would be strengthened relationships between the Census Bureau, tribal governments, urban and rural Indian populations, and Alaska Native populations to improve the response rate for the tribes.

Mail Response Rates/Take 10 Program

The Mail Response Rates/Take 10 Program encouraged public cooperation in returning the 2010 Census questionnaires in order to reduce the burden of nonresponse followup (NRFU). A cross-functional work team was developed to manage and coordinate the tasks required for calculating, reporting, and posting mail response and participation rates. These rates were then used for publicity to encourage continual participation in the census. The Mail Response Rates/Take 10 Program aimed to reach those outside of the Census Bureau, such as governmental entities, elected officials, Complete Count Committees,¹ and members of the public (U.S. Census Bureau, 2010a).

2.4 Stakeholders

In order for the 2010 Census ICP to succeed, an extensive network of stakeholders played a role in supporting and ensuring a successful census (U.S. Census Bureau, 2009a):

- **Census Advisory Committees** - representing different racial, ethnic, special interests, or professional constituencies advised the Census Bureau on how to better achieve a complete and accurate count. The committees involved were: the 2010 Census Advisory Committee, the Race and Ethnic Advisory Committees (consisting of five committees for African Americans, Hispanics, Asians, American Indians and Alaska Natives, and Native Hawaiian and Other Pacific Islanders), and the Census Advisory Committee of Professional Associations, including advisory committees of the American Marketing Association, the American Statistical Association, the Population Association of America, and the American Economic Association.
- **Local, State, and Tribal Governments** - played an important role in promoting census participation and assisting with outreach and operations.
- **U.S. Congress** - establishes the Census Bureau's budget and most importantly the American Recovery and Reinvestment Act (ARRA) Funding which led to additional efforts being established towards the success of the 2010 Census. Of particular relevance

¹ The Complete Count Committees consisted of community and government leaders/members who helped build awareness of the 2010 Census and provided cultural and community insights necessary to build the awareness efforts of the 2010 Census.

to Congress is the census' final enumeration, on which apportionment and redistricting is based.

- **A nationwide network of census data centers** - approximately 1,700 State Data Centers and 47 Census Information Centers.
- **Regional and National Partners** - More than 250,000 governments, organizations, groups, and businesses participated as partners with the Census Bureau, of which 852 were national organizations. More than two-thirds of regional partners were in HTC areas and they provided 97.4 million dollars in value added to 2010 Census operations. All partners combined provided a total of 1.2 billion dollars in value added (U.S. Census Bureau, 2010b).

2.5 Budget

The original 2010 Census Integrated Communications Contract was budgeted for 212.1 million dollars. In 2009, Congress proposed adding additional monies through the recovery plan to help create jobs and conduct a successful 2010 Census and thereby provided to the Census Bureau one billion dollars in ARRA funds, of which 100 million dollars was added to the communications contract budget bringing that budget total to 312.1 million dollars. Over the course of the 2010 Census, the Census Bureau provided additional funds to help boost response rates and address challenges during the data collection phase. Most notable was the 35 million dollars that was added to the 2010 Census Response Rate Program.

By the end of 2010 Census, the communications contract budget was approximately 371 million dollars and 295 million dollars had been obligated for partnerships and outreach efforts to minority communities and hard-to-reach populations. Appendix B shows the U.S. Census Bureau's proposed expenditure of the one billion dollars we received in ARRA funding, Appendix C shows the Contract Planning Budget, and Appendix D shows the Communications and Partnership Program Costs as of November 2010. Note that Appendix C reflects reconciliations continuing to be made by the Census Bureau to the contract as final invoicing is submitted and paid.

2.6 Staffing

The ICP was managed and implemented primarily by staff in three Census Bureau directorates/offices: Decennial Management Division (DMD), Communications Directorate (ADCOM), and Field Division (FLD). Staff in ADCOM held primary responsibility for leading the development efforts for the ICP, managing the contract and contractors, and for implementing almost every aspect of the program. FLD staff managed the regional media specialists, regional partnerships program, and served as a conduit for all regional staff and operations concerning outreach and communications. DMD provided clearance and approval for all budgetary expenditures, materials development and oversight communications. See Appendix E for a summary of roles and responsibilities.

2.7 Key Challenges

One of the key challenges of the 2010 Census was to achieve the participation rate level of Census 2000. With the socio-economic changes that occurred over the decade leading up to the 2010 Census it was predicted that the 74 percent participation rate of Census 2000 would not only not be achieved, but also that it would decline. This prediction was based on a number of challenges for the 2010 Census:

- Rising distrust of the government and the lack of willingness from the public to work with the government
- Concerns regarding confidentiality of information
- A growing population of non-English speakers and multi-racial groups
- A negative economic climate with high foreclosures, gas prices, and unemployment
- Non-traditional forms of media with the rapid usage of the Internet and web based technology on handhelds, laptops, cell phones, etc.

In spite of all these challenges, the 2010 Census was able to equal the success of Census 2000 by achieving a mail participation rate of 74 percent.

3. Methodology

3.1 Methods and Related Data Sources

By examining all 11 component programs we will assess whether all parts of the ICP took appropriate steps to contribute and help achieve the overall objectives of the ICP and answer the overarching questions of this assessment. In exploring the ways in which the ICP engaged in efforts to meet its goals, this study will also address the successes and shortcomings that resulted from these efforts. It will assess the ability of all eleven components to become integrated into one comprehensive program.

Furthermore, each of the 11 program areas will address additional questions as they pertain specifically to their programs in the individual assessments listed in the *Related Assessments Section* of this report.

3.2 Questions to be Answered

The overarching questions of this assessment are the following:

1. In what ways did the ICP engage in efforts to help improve the mail response rate?
 - a. In what ways did the program develop tools and materials to educate and inform the public about the census form, Census Day, confidentiality of census information, and the benefits that can be derived from the data gathered?
 - b. In what ways did the program develop measurable strategies to maximize paid and earned media coverage of the importance of mailing back the census form?
2. In what ways did the ICP engage in efforts to help improve cooperation with enumerators?

- a. In what ways did the program disseminate messaging about cooperating with enumerators?
- b. In what ways did the program maximize media coverage regarding cooperating with enumerators in national, local, and special interest media?
3. In what ways did the ICP engage in efforts to help improve overall accuracy and reduce the differential undercount?
 - a. In what ways did the program establish local partnerships in hard-to-count areas and through the use of specialized products and services educate the public and increase knowledge of the benefits of the 2010 Census with all target audiences?
 - b. In what ways did the program garner support from 2010 Census national and regional partners and stakeholders to serve as third-party spokespeople for the 2010 Census effort by building on the campaign of “It’s In Our Hands”?
 - c. In what ways did the program establish and implement media activities in local and national media venues to increase media coverage and ensure integration and consistency on the messaging?

4. Limitations

4.1 General Limitations

The effects of the 2010 Census ICP are hard to quantify and isolate into direct, attributable participation results. Many efforts have been made to make such correlations, with mixed success. Therefore, this assessment at its barest level is designed to express the outcomes of measureable items such as the number of partnerships made, activities undertaken, and value-added donations. It is limited to this scope, and should be used as one of many tools for a truly thorough review of the integrated communications program.

4.2 Risk

Risks associated with this assessment were the following:

- There were time constraints, as staff assessing each program area face competing responsibilities and deadlines outside of the assessment work.
- Quality and timing of the completion of the assessment was compromised due to relocation/reassignment of Census Bureau employees as the 2010 Census operations come to a close.
- The overall assessment was impacted due to program areas failing to have adequate staff, resources, and/or budget to complete the assessment.
- Specific measures to include in the assessment may not have been gathered during planning, and implementation, so the Census Bureau may not have all the information requested.

Specific risks associated with each program will be identified in the 11 individual program assessment reports.

5. Results

5.1 In what ways did the ICP engage in efforts to help improve the mail response rate?

- a. In what ways did the program develop tools and materials to educate and inform the public about the census form, Census Day, confidentiality of census information, and the benefits that can be derived from the data gathered?
- b. In what ways did the program develop measurable strategies to maximize paid and earned media coverage of the importance of mailing back the census form?

Measurable strategies were developed by the ICP following the execution of a number of research efforts undertaken by Census Bureau staff and DraftFCB during the planning phase of the project. Our contract called for “an audience segmentation framework to be used as the basis for creative direction and media strategy”. Accordingly, in 2007 the Tract Level Planning Database was developed and used to produce HTC scores which identified those people who lived in areas of the country with low mail return rates and segmented them by distinct factors (economic, demographic, geographic, etc.). CBAMS enhanced the cluster segmentation with 4,000 interviews with the public during July and August 2008 that provided up-to-date insight into how each target audience felt about the census and their intent to participate. That research data informed the development of strategic messaging appropriate to particular HTC populations to maximize media coverage. Copy Testing and ongoing Attitude Tracking surveys aided the team during the Rapid Response Program to deploy resources where the data showed lagging census awareness and lower mail participation rates.

Using the strategies discussed above, DraftFCB and the Census Bureau developed advertisements that targeted specific defined audiences of the population²:

- Advantaged homeowners
- All around average residents – homeowners and renters
- Single unattached mobiles
- Ethnic enclave residents – homeowners and renters
- Economically disadvantaged residents – homeowners and renters

Media preference was researched through a Simmons Survey and decisions made regarding how to maximize earned and paid media. Accordingly, 452 advertisements were developed and distributed across 55 uniquely defined and targeted markets involving television, radio, print, digital and ‘out of home’ (i.e. billboards) media. Non-speaking residents were reached through advertising developed in 28 total languages. The final paid advertising budget was 167 million dollars and the program enabled the Census Bureau to reach 93 percent to 97 percent of diverse population, Black and Hispanic audiences (Wroblewski, *forthcoming 2012a*).

In addition to developing paid advertisements, the ICP also employed the following earned media strategies (U.S. Census Bureau, 2009a):

² For more information about audience segmentation see C2PO 2010 Census Integrated Communicatioins Research Memoranda Series, No.11, Census Barriers, Attitudes and Motivators (CBAMS) Analytic Report, May 18, 2009

1. **Leveraging operational milestones.** At each operational milestone, the Census Bureau worked with DraftFCB to implement a combination of milestone events, news releases, drop-in articles, and multimedia products to focus media and in-house publication attention on each milestone and its relationship to the importance of Census response.
2. **“Creating news.”** Beyond operational milestones, the Census Bureau generated news based on 2010 Census messaging and themes on an “opportunistic” basis.
3. **Leveraging executive travel.** Census Bureau staff added media outreach opportunities (editorial board meetings, deskside briefings, news events) to the travel schedules of executive staff as opportunities arose.
4. **Organizing promotional and special events.** Census Bureau staff developed events to promote the 2010 Census.
5. **Providing the right tools for the media.** The Census Bureau worked to educate journalists about the importance of the census by developing media-oriented background materials and tools, participating in journalist conferences and organizing workshops, webinars, and other educational sessions for this audience.
6. **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.
7. **Providing the right tools for internal audiences.** The Census Bureau developed communications guides and other materials needed to help employees talk with one voice about the 2010 Census and developments about the 2010 Census.
8. **Developing national corporate, media and sports and events partnerships.** The Census Bureau worked with DraftFCB to develop strategic promotional partnerships with national media and corporate partners and stakeholder organizations.
9. **Implementing a rapid response system.** The Census Bureau rapidly responded to developments in the news— both positive and negative. Responses might have involved news conferences, the issuance of an official statement, proactive “pitching”, a satellite media tour, or more.

To manage and assist in this effort, the Census Bureau employed public information specialists, media specialists, partnership assistants, road tour assistants, web developers, program managers, data managers and visualizers, writers, and language and cultural specialists. Collectively, they conceived of, designed, developed, and disseminated a communications program to correspond in timing to the paid advertising program, which consisted of programs, tools, and materials that would be used to educate and inform the public about the 2010 Census. As a result, positive coverage was achieved (Lowe and McLeod, *forthcoming 2012*) throughout the communications campaign despite a series of highly charged controversies (to be expected in the high stakes nature of conducting the decennial census.)

- **A 2010 Census website** was conceived of and developed. As marketing and promotional materials were developed for partners, schools, road tours and general promotional opportunities (in 28 languages), they were uploaded onto the 2010 Census website and marketed for the widest possible dissemination. Social media was utilized to viralize messaging. For instance, videos were created from activities associated with individual components of the ICP, such as the Road Tour, and then posted on 2010census.gov, Youtube, and the Census Bureau’s Facebook page. Updates to materials on the website

were disseminated through Twitter. At the end of the ICP, the Census Bureau had over 110,000 Facebook fans, over 11,000 Twitter followers, over 350 videos on Youtube with, collectively, close to 500,000 views. Additionally the Census Bureau's website, 2010census.gov, received 23 million page views during the first week of April 2010 alone.

- **The Portrait of America Road Tour** was implemented with each of the 12 Census regions receiving a strategically designed mobile educational instrument. Collectively the road tour generated an estimated 217 million media impressions as the vehicles drove across the United States, Puerto Rico, and Hawaii. A national vehicle was utilized to deliver educational messaging to larger venues such as NASCAR and the Today Show. HTC communities were targeted with education and awareness messaging in their neighborhoods. Attendees were sent home with written materials and promotional products to remind them of their interaction with the Census Bureau.
- **A Regional Partnerships program** was developed to enlist the support of 'trusted voices' in the community to raise awareness and help support the Census Bureau's messaging about the importance of mailing the census form back. More than 250,000 governments, organizations, groups, and businesses partnered with the Census Bureau during 2010 Census operations; 99 percent were regional partners, and more than two-thirds of regional partners were in HTC areas. Regional partners in HTC areas provided 97.4 million dollars in value added to 2010 Census operations. Partners in HTC areas together conducted more than 400,000 outreach activities; the most common activity was displaying or distributing materials. Other frequent partnership activities were encouraging census participation among employees or constituents and providing space for Be Counted and Questionnaire Assistance Center (BC/QAC) sites. Most partners in HTC areas conducted multiple activities; an average of 2.4 census activities was conducted per partner.
- **300 different promotional materials and products** were designed to targeted populations and events. They contained census messaging and were diverse enough to reach the entire populations of the U.S. and Puerto Rico. Customizable products were developed in 28 languages. Over 88 million items were distributed to the 12 Census regions for disseminating through the Partnerships Program (Figueroa, *forthcoming 2012*).
- **The Census in Schools (CIS) program** developed materials designed to inform students about the importance of the census and illustrate the impact and benefits of the census on the local level. Outreach included a grades K-12 program of printed maps and kits, lessons, and CIS Week materials (for classroom use) as well as Family Take home pages (for students to take home to their families) for administrators, teachers, students, and parents in all grades K-12 schools in the U.S., Puerto Rico, Guam, American Samoa, the Northern Mariana Islands, and the U.S. Virgin Islands (Island Areas).
- **A National Partnerships program** was established and 852 businesses, corporations, governmental agencies, and nongovernmental organizations entered into partnership agreements with the Census Bureau. It was assumed that the majority of national partners would have significant reach into HTC communities, and our goal was to obtain commitment from each partner that they would assist in awareness efforts and work within their structures and with their constituents and stakeholders to encourage census participation and response (King and Kaya, *forthcoming 2012*).

5.2 In what ways did the ICP engage in efforts to help improve cooperation with enumerators?

- a. In what ways did the program disseminate messaging about cooperating with enumerators?**
- b. In what ways did the program maximize media coverage regarding cooperating with enumerators in national, local, and special interest media?**

During the Awareness Phase of the communications campaign, January through February 2010, 95 percent of the population was exposed to approximately 15 advertisements on average. During the Motivation Phase, March through April 2010, 95 percent of the population was exposed to at least 31 impressions of Census advertising on average.

The 2010 Census door-to-door phase, referred to as NRFU Operations, took place during May, June, and July 2010. During this phase, local census takers (enumerators) visited housing units that did not mail back a census form. A large amount of multimedia content was distributed during this phase with the intent of helping residents identify an official census taker as well understand the purpose of a census taker's visit. Advertisements such as "Open the Door" were specifically developed to educate the public about enumerators coming directly to their doors.

Eleven million dollars was spent on paid advertising during the NRFU Operation (April through July 2010) and another 32 million dollars was spent during the Rapid Response Program which mobilized media resources while enumerators were in the field. Advertisements specifically targeting markets with the lowest mail responding populations in the country were purchased during NRFU and individuals were exposed on average to at least five advertisements each during this phase.

A number of the individual programs within the ICP had components to improve cooperation with enumerators:

- One of our partners with the CIS initiative, the Palm Beach school administrators, used "Robo-calls" to encourage their community members to cooperate with census enumerators during the 2010 Census NRFU operation phase.
- The most-viewed blog produced during the census was the Director's May 6, 2010 blog welcoming the 600,000 enumerators. That one blog generated 114,775 page views on one day, about 20 percent of the total campaign blog views. This is a testament to the viral nature of blogs as enumerators and local census staff circulated the link widely.
- The Spanish-language news media were instrumental in motivating census participation among the Hispanic community. For example, a character was created on Telemundo's highest-rated soap opera ("Mas Sabe El Diablo") who became a temporary census worker, appearing in multiple episodes during time of the mail-back and NRFU operations (Lowe and McLeod, *forthcoming 2012*).

- 5.3 In what ways did the ICP engage in efforts to help improve overall accuracy and reduce the differential undercount?**
- a. In what ways did the program establish local partnerships in hard-to-count areas and through the use of specialized products and services educate the public and increase knowledge of the benefits of the 2010 Census with all target audiences?**
 - b. In what ways did the program garner support from 2010 Census national and regional partners and stakeholders to serve as third-party spokespeople for the 2010 Census effort by building on the campaign of “It’s In Our Hands”?**
 - c. In what ways did the program establish and implement media activities in local and national media venues to increase media coverage and ensure integration and consistency on the messaging?**

More than 260,000 governments, organizations, groups, and businesses partnered with the Census Bureau during 2010 Census operations; 99 percent were regional partners, and more than two-thirds of regional partners were in HTC areas. Regional partners in HTC areas provided 97.4 million dollars in value added (i.e. training space) to 2010 Census operations. Partners in HTC areas together conducted more than 400,000 outreach activities; the most common activity was displaying or distributing materials. Other frequent partnership activities were encouraging census participation among employees or constituents and providing space for BC/QAC sites.

Three hundred different promotional materials and products were designed to reach targeted populations and events. They contained census messaging and were diverse enough to reach the entire populations of the United States and Puerto Rico. Customizable products were developed in 28 languages. Over 88 million items were distributed to the 12 Census regions for disseminating through the Partnerships Program.

Across the country, national and regional partners employed the use of their ‘trusted voices’ status and delivered messaging on behalf of the Census Bureau to motivate the public to respond to the 2010 Census. Scholastic, Inc., a trusted voice in the educational community, developed and executed a large-scale e-mail communications plan in support of the census. They conducted 10 waves of e-mail blasts, customized especially for both educational content and design. The Census in Schools (CIS) program was able to take advantage of Scholastic’s extensive proprietary e-mail list of more than 1.5 million principals, teachers, and parents to increase awareness of CIS over a period of more than 23 months. To support the Census Bureau’s goals in school settings, the 2010 CIS program developed materials designed to inform students about the importance of the census and illustrate the impacts and benefits of the census on the local level. Through Census in Schools, educators in public, charter, private, parochial, tribal and home schools were given access to 2010 Census lessons, materials, and event ideas designed to teach students and their households about the census’ role in U.S. history, current events and more (Glasier, *forthcoming 2012*).

The Census Bureau developed and utilized a “Take 10” Program that posted mail participation rates on the internet during the questionnaire mailout and mail-back period. Governments, stakeholders and partners were encouraged to issue individual challenges and incentives to their communities to improve participation rates for the 2010 Census. Representatives from the

National League of Cities, the National Association of Counties, and the International City / County Management Association urged their constituents to take the “Take 10 Challenge” and get involved with the campaign. This was part of an effort to encourage the nation’s governmental organizations to inspire their members to take an active role in promoting the 2010 Census questionnaire mail-back.

The following communications tools were some of those employed by the ICP to establish and implement media activities in local and national media venues to increase media coverage and ensure integration and consistency on the messaging (U.S. Census Bureau, 2009a):

- News Releases - A sample of the news releases developed in English and Spanish.
- Opinions, Editorials and Letters to the Editor
- Special Events
- Radio Scripts
- Public Service Announcements
- Fact Sheets
- Media Kits (hard copy, on DVD and online)
- Photos
- Targeted outreach videos
- Satellite and Audio Media Tours (SMT/AMT)

6. Related Evaluations, Experiments, and /or Assessments

The following are related evaluations and assessments:

- 2010 Census Integrated Communications Program Evaluation
- Paid Advertising Heavy-Up Experiment
- Census in Schools Research Evaluation
- National Partnership Research Evaluation
- Census Barriers, Attitudes, and Motivators II Evaluation
- Emerging Trends and Best Practice: The Census Bureau and Web 2.0
- The Public Face of the 2010 Census: The Integrated Communications Campaign
- 2010 Census Integrated Communications Program Assessment - comprised of 11 individual components and one summary report:
 - Research
 - Paid Advertising
 - Earned Media and Public Relations
 - Rapid Response
 - 2010 Census Website
 - Promotional Materials
 - Portrait of America Road Tour
 - Census in Schools
 - National Partnerships
 - Regional Partnerships
 - Mail Response Rates/Take 10
 - Summary

7. Key Lessons Learned, Conclusions, and Recommendations

Conclusions

The 2010 Census ICP and associated outreach campaign was considered a success through its achievement of recognitions it received from the marketing and promotion industry.

Although many thought the mail response rate would decline, by the time the 2010 Census was completed, 74 percent of the nation's households participated by mailing back the questionnaire. Twenty-two states, 1,553 counties, and 278 cities and townships met or exceeded their Census 2000 participation rates.

NORC at the University of Chicago conducted an evaluation of the effectiveness of the ICP and reported favorable impressions as a result of the communications campaign:

- Knowledge of the census increased significantly for the U.S. population as a whole and among key subgroups from fall 2009 to late spring 2010.
- Exposure to the 2010 Census ICP was quite high for the population as a whole and for key subgroups, particularly through paid media broadcast on television. On average, a national sample of Americans recalled seeing census-related communications about once a week during the spring of 2010.

The ICP has been recognized, nationwide, as having one of the most comprehensive and effective communications campaigns, and the agency has been honored with over 50 awards from the marketing and communications industry. For example, we were honored with the coveted Bronze Effie for Mobilizing an Entire Nation for the United States 2010 Census. Advertisers and agencies know the Effie Awards as the preeminent award in marketing communication.

Finally, the Department of Commerce awarded a Gold Medal Award to the Census Bureau leadership team responsible for developing the ICP on December 13, 2011. The group was recognized “for developing and implementing a 370 million dollars integrated communications campaign that achieved the goals of the 2010 Census and generated a 74 percent mail-in response rate. This campaign focused on targeting historically hard-to-count audiences to help ensure a complete count. This group managed three separate, yet integrated, communications phases -- awareness, motivation and nonresponse follow-up -- over three years, involving multiple Census Bureau directorates, a prime contractor and 14 key subcontractors.”

We believe the ICP was a success and this has been validated by the responses we achieved to the 2010 Census, as well as by industry, and leadership recognition. See Appendix F for a comprehensive list of awards for Public Recognition for Excellence in Communication.

Recommendations

- The timing between the development of the Integrated Communications Campaign Plan and the Census Bureau’s operational milestones needs to be better aligned. In the future, the Integrated Communications Campaign Plan should be funded and designed to be deployed earlier to effectively support all phases of the decennial census, including recruitment of census workers, establishment of partnerships, activation of partnerships, the kickoff of Public Relations planning, through to Data Release, not just major census operations during Awareness, Motivation and NRFU as was planned and funded for 2010.
- More specific performance metrics need to be established for overall campaign goals, specific programmatic component goals, and individual channel performance goals within the Communications Contract.
- It would be optimal to have the ability to develop a scalable and smaller budget that allows for flexibility for all elements of the campaign throughout the lifecycle of the decennial census.
- Difficulties accounting for the total cost of the ICP (contracts and staff) need to be addressed through a proposal for total cost accounting for the 2020 Census ICP.
- We need to allow adequate lead time for research best performed in-house.
- There is unanimous agreement that the 2020 Census ICP needs to make decisions regarding the type of contractor to engage for 2020 – advertising firm, public relations firm? Certain expertise we have in-house and this should be capitalized on. Structure of the contract needs review. Perhaps the contract can be written to start earlier for recruiting and start up of partnerships and then have option years for different pieces of work.
- Communications and coordination between and among the Decennial, Field and Communications Directorates and the regions is imperative and must be better coordinated. The Communications Directorate has primary responsibility for managing the communications contract and for managing the majority of the components of the campaign. Both Headquarters and Regional Field personnel need to be integrally involved in planning and decision-making.
 - Chains of command need to be streamlined for staff in the field to get information in a more consistent and timely fashion.
- Subject Matter Experts must be identified throughout the Census Bureau and they must be invested with decision making authority. Too many personnel have input into design decisions and the whole process is slowed as a result. Additionally, input needs to be managed – just because someone gives their opinion, it is not a foregone conclusion that the campaign must change to reflect that opinion.
- Variables in tracking research need to be identified up front in the process to determine “what if” scenarios in the event that the campaign is underperforming or overperforming relative to expectations.
- Decisions should be made using more up-to-date data now available to us through the ACS as well as other survey data available to us during the planning phase. The Planning Database used for early research design decisions, as well as to develop the HTC scores so essential to the ICP, should be augmented by all data available to the Census Bureau when the planning starts shortly after 2015. Language support decisions, shipping and

printing quantities and other decisions for materials, and placement of assistance sites and partnership outreach targets should all be made with the most current data available to staff.

- The database used to track partners and partnership activities and outreach should be developed in-house and planned as early in the decade as possible. Some automated tool is necessary for advertising and promotional tools ordering and shipping to the regions. Perhaps these two systems can be combined and used to track planning and usage of materials by the program.
- Preserve and formalize for the 2020 Census the creative process used to develop, test, review and accept messaging and advertising
- Rethink and rework stakeholder engagement, education, and management. Although we did better in this regard in 2010 than we did in 2000, our process and plans still need refining. The Census Bureau needs to better define, and then clearly educate, our expectations with regards to roles and responsibilities between the Census Bureau, the contractor and the stakeholder groups. We must take the lead in defining and clearly distinguishing comments from stakeholders that are directives, as apposed to advice, and we should coordinate and manage any input received from stakeholders before forwarding our direction to contractors.
- The height of the 2020 Census ICP will again require around-the-clock staff support. We have a 2020 Census challenge with current human resources policies carefully regulating staff time and overtime.

8. Acknowledgements

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Appendix A: Listing of all 59 Languages

Albanian	Dinka	Khmer (Cambodian)	Somali
Amharic	Dutch	Korean	Spanish
Arabic	Farsi	Laotian	Swahili
Armenian	French	Lithuanian	Tagalog
Bengali	German	Malayalam	Tamil
Bulgarian	Greek	Marshallese	Telugu
Burmese	Gujarati	Navajo	Thai
Cebuano	Haitian Creole	Nepali	Tigrinya
Chamorro	Hebrew	Polish	Tongan
Chinese, Simplified	Hindi	Portuguese	Turkish
Chinese, Traditional	Hmong	Punjabi	Ukrainian
Chuukese	Hungarian	Romanian	Urdu
Croatian	Ilocano	Russian	Vietnamese
Czech	Italian	Samoan	Yiddish
Dari	Japanese	Serbian	

Source: 2010 Census ICP Promotional Materials Assessment Report, 2012

Appendix B: 2010 Census Communications and Partnership Program Costs

U.S. Census Bureau News

U.S. Department of Commerce • Washington, D.C. 20233

FOR IMMEDIATE RELEASE: FRIDAY, APRIL 10, 2009

Census Bureau Submits to Congress Proposed Recovery Plan to Help Create Jobs and Conduct a Successful 2010 Census

CB09-CN.04

Contact:
Nicholas Kimball
Public Affairs
202-482-1644

The U.S. Census Bureau today submitted to Congress its proposed recovery plan to create jobs, strengthen the economy and conduct a successful 2010 Census. Under the American Recovery and Reinvestment Act, the Census Bureau was provided \$1 billion.

"The Census Bureau's proposed investments will improve our ability to conduct an accurate census and will create thousands of good-paying jobs," U.S. Commerce Secretary Gary Locke said. "A successful census is critical for ensuring that communities have proper representation and the resources needed for health care, law enforcement and education."

Under the proposal, the Census Bureau will invest \$250 million in partnership and outreach efforts to minority communities and hard-to-reach populations. This effort is intended to promote participation in the census, which will improve accuracy and facilitate enumeration operations in 2010.

The remaining \$750 million will be committed to support early 2010 Census operations that will reduce operational and programmatic risks at a critical stage of the census process.

More than \$300 billion in federal funds are distributed every year based on census results. This funding supports vital local services like health care, schools, law enforcement, transportation and social services.

Some Census Recovery Plan highlights:

- **Coverage Follow-Up Enhancement (\$30 million):**

The Coverage Follow-Up program provides telephone interviewers to contact households that may have erred on the census form by indicating the wrong number of people living in their household. The recovery act investment will allow for the hiring of additional temporary telephone interviewers who will work from commercial call centers. The Recovery Act funding will complement Coverage Follow-Up funding that will be included in the President's 2010 Budget.

- **Partnership Program Enhancement (\$120 million):**

Enhancing the 2010 partnership program will increase partnerships in hard-to-count communities and expand efforts to reduce historical undercounts of communities least likely to be counted. The partnership program relies on trusted local voices to raise awareness of and trust in the census process. These funds will finance the hiring of additional partnership staff. The regional staff will be hired by July 2009 and conclude their work during the summer of 2010.

- **Public Outreach (\$100 million):**

Public outreach will help to raise awareness of and educate residents about the 2010 Census and the importance of their response. A major focus of the increased outreach will be in areas that have historically lower than average initial response rates. This funding will support local and national outreach initiatives and also will support various partnerships and the Census in Schools program.

- **Group Quarters Operations (\$138 million):**

The Group Quarters (GQ) operation supports efforts to access and count residents in dormitories, prisons, nursing homes and other group living situations. These operations include an early validation of the bureau's list of group quarters, an advance visit to prepare GQ facilities for census day and finally enumeration of all group quarters.

- **Update Leave (\$116 million):**

The Group Quarters (GQ) operation supports efforts to access and count residents in dormitories, prisons, nursing homes and other group living situations. These operations include an early validation of the bureau's list of group quarters, an advance visit to prepare GQ facilities for census day and finally enumeration of all group quarters. During the operation, enumerators canvass the blocks in their assignment areas, update the address list and Census maps, determine if the housing unit is a duplicate or does not exist and needs to be deleted, and delivers addressed census questionnaires to each

unit. All housing units in U/L areas for which census does not receive a completed questionnaire by mail must be visited during Non-Response Follow-Up (NRFU).

- **Update/Enumerate (\$108 million):**

The Update/Enumerate (U/E) operation is a method of data collection conducted in communities where many housing units may not have house number and street name mailing addresses. This method will be used on American Indian reservations, colonias (usually rural Spanish-speaking communities) and resort areas with high concentrations of seasonally vacant living quarters. The U/E enumerators canvass assignment areas to update residential addresses, including adding living quarters that were not included on the address listing pages, update Census Bureau maps and complete a questionnaire for each housing unit during the same visit.

- **Local Census Office Staffing Operation (\$388 million):**

The Local Census Office (LCO) Staffing Operation supports the major 2010 Census field operations. The LCO Staffing Operation recruits, hires and releases office and field staff; performs supervisory and non-supervisory functions for office activities and field operations; distributes training and procedural manuals for office staff; and trains employees and office staff for the field operations performed at the LCO. The LCO also manages and troubleshoots field and office automation systems and problems and incorporates Quality Assurance into all its activities.

For more information about the Census Bureau ARRA Proposed Recovery Plan, visit: www.commerce.gov/Recovery/.

Appendix C: Communications Contract Planning Budget

Program Component	Census 2000 Contract Cost (Actual)	Census 2000 Contract Cost Inflated to 2010	2010 Census Estimated Lifecycle Allocation (Base and ARRA)	Index vs. 2000	2010 Rapid Response Activities (Base and ARRA)	TOTAL ESTIMATED LIFECYCLE BUDGET	Index vs. 2000	Percent Funding Used by Program Component
Paid Media - Total Budget	\$ 176,799,824	\$ 240,593,921	\$ 258,440,037	146	\$ 34,329,268	\$ 292,769,305	166	80.9%
Production (includes Talent, Dubbing & Shipping, GPO)	N/A	N/A	\$ 33,606,628	N/A	\$ 1,162,155	\$ 34,768,783	N/A	
Labor (includes Program Mgt, Program Support, etc.)	\$ 57,781,824	\$ 69,216,727	\$ 79,477,774	138	\$ 819,144	\$ 80,296,918	139	
Other	\$ 9,000,000	\$ 10,970,950	\$ 10,170,018	113	\$ 407,987	\$ 10,578,005	118	
Total Advertising Buy	\$ 110,018,000	\$ 160,406,244	\$ 135,185,617	123	\$ 31,939,982	\$ 167,125,599	152	
National Buys (All audiences)	\$ 57,916,000	\$ 84,441,528	\$ 75,570,160	130	\$ 14,599,055	\$ 90,169,215	156	
Local Buys (Mostly directed to HTC population)	\$ 52,102,000	\$ 75,964,716	\$ 59,615,457	114	\$ 17,340,927	\$ 76,956,384	148	
Diverse Mass	\$ 57,916,000	\$ 84,441,528	\$ 64,442,095	111	\$ 17,198,375	\$ 81,640,470	141	
Ethnic/Language Audience	\$ 52,102,000	\$ 75,964,716	\$ 70,743,522	136	\$ 14,741,607	\$ 85,485,129	164	
Hispanic	\$ 18,886,000	\$ 27,535,788	\$ 25,297,664	134	\$ 7,440,524	\$ 32,738,188	173	
Black (including African and Caribbean)	\$ 17,021,000	\$ 24,816,618	\$ 22,779,681	134	\$ 5,608,161	\$ 28,387,842	167	
Asian	\$ 10,016,000	\$ 14,603,328	\$ 12,928,880	129	\$ 1,235,770	\$ 14,164,650	141	
Native Hawaiian & Pacific Islanders	\$ 147,000	\$ 214,326	\$ 1,105,036	752	\$ 24,900	\$ 1,129,936	769	
American Indian/Alaska Native	\$ 2,804,000	\$ 4,088,232	\$ 3,892,787	139	\$ 194,494	\$ 4,087,281	146	
Emerging Audiences	\$ 1,508,000	\$ 2,198,664	\$ 1,778,119	118	\$ 103,641	\$ 1,881,760	125	
Puerto Rico	\$ 1,298,000	\$ 1,892,484	\$ 2,397,000	185	\$ 47,000	\$ 2,444,000	188	
Island Areas	\$ 422,000	\$ 615,276	\$ -	N/A	\$ -	\$ -	N/A	
New Legacy languages	N/A	N/A	\$ 564,355	N/A	\$ 87,117	\$ 651,472	N/A	
Partnerships Total	N/A	N/A	\$ 27,177,809	N/A	\$ -	\$ 27,177,809	N/A	7.5%
Public Relations/Events/Road Tour Total	\$ 10,800,000	\$ 13,165,140	\$ 26,798,544	248	\$ -	\$ 26,798,544	248	7.4%
Census In Schools Total	\$ 17,251,281	\$ 24,989,386	\$ 14,270,721	83	\$ -	\$ 14,270,721	83	3.9%
Promoting Data Releases - Media Buy	N/A	N/A	\$ 949,390	N/A	\$ -	\$ 949,390	N/A	0.3%
Rapid Response Activities								9.5%
TOTAL	\$ 204,851,105	\$ 278,748,447	\$ 327,636,501	160	\$ 34,329,268	\$ 361,965,769	177	100.0%

Source: Communications Contract Planning Budget (Revised 3/17/11)

Emerging Audiences: Arabic, Farsi, Polish, Russian, and Ukrainian

New Legacy Languages: French, German, Greek, Italian, Portuguese, and Yiddish

**Appendix D: Communications Contract and Regional Partnership Lifecycle
Costs (as of November 2010)**

Fiscal Year	Integrated Communications Contract (Includes all funds allocated to DraftFCB contract)	Regional Partnerships (Includes all staffing and resources allocated for the Regional Partnership efforts)
FY 2007	900,000	726,240
FY 2008	9,000,000	8,100,000
FY 2009	121,958,456	73,301,997
ARRA Funding (FY 2009)	73,846,045	28,139,955
FY 2010	121,995,319	99,230,863
ARRA Funding (FY 2010)	43,542,955	80,700,590
FY 2011		5,086,597
FY 2012		
FY 2013		
Base Total	253,853,775	186,445,697
Recovery Total	117,389,000	108,840,545
TOTALS	371,242,775	295,286,242

Source: Lifecycle Integrated Communications Program Cost. xls, Kim Higgenbotham, November 2010

Appendix E: 2010 Census - Roles and Responsibilities

OFFICE	ROLES & RESPONSIBILITIES
Public Information Office (PIO)	<ul style="list-style-type: none"> • Take the lead on developing written and multimedia materials • Support the activities of the partnership program through media outreach • Facilitate integration among divisions on earned media work • Provide guidance to media specialists throughout the regions in coordination with Partnership and Data Services (PDS) Program • Develop and present media skills, presentation skills and crisis communication training for internal staff • Manage usage of 2010 logos, including finalizing guidelines, and overseeing logo registration • Take the lead on developing 2010 web page and content • Provide regions assistance holding media and/or special events • Take the lead on communicating with national media • Take the lead on planning and implementing promotional activities related to executive travel • Serve as first-line responders to media inquiries • Take the lead on implementing crisis plan as necessary
Advisory Committee Office (ACO)	<ul style="list-style-type: none"> • Take the lead on Advisory Committee coordination and outreach for the 2010 Communications Campaign. • Manage and coordinate all contact with Advisory Committees with respect to communications between members and 2010 ICP staff/program elements; • Serve as a conduit between Advisory Committees, Census Headquarters and regional staff; • Coordinate Advisory Committee review of key 2010 ICP elements in conduction with Census 2010 Publicity Office (C2PO), including: final 2010 ICP plans, media buys, events planning, etc.
Customer Liaison and Marketing Services Office (CLMSO)	<ul style="list-style-type: none"> • Take the lead on outreach efforts targeted to National Partners, State Data Centers (SDC), Census Information Centers (CIC) and Federal Agencies.
Congressional Affairs Office (CAO)	<ul style="list-style-type: none"> • Take the lead on outreach efforts targeted to congressional audiences
Census 2010 Publicity Office (C2PO)	<ul style="list-style-type: none"> • Facilitate communications and contract issues with DraftFCB • Facilitate communications with other internal audiences
Decennial Management Division (DMD)	<ul style="list-style-type: none"> • Review and approve materials developed under earned media efforts (as applicable)
Field (FLD)	<ul style="list-style-type: none"> • Manage regional media specialists and regional partnership program • Serve as conduit to regional staff and operations

Source: Integrated Communications Program, Operations/System Plan v 0.1 – Internal 7

Appendix F: Awards Submitted and Won

Award Category	Submitted By:	Award
<u>Advertising</u> <u>(Paid)</u>	Globel Hue/ Globel Hue Latino	<u>The Summit International Awards</u> 1. Gold - "US 2010 Census Mural Integrated Campaign" 2. Bronze - "Mural" 3. Silver - "The Landscape" 4. Bronze - "Believe" - AA
	Globel Hue/ Globel Hue Latino	<u>The Telly Awards</u> 5. Silver - "Believe" - AA 6. Bronze - "Mural" 7. Bronze - "Community"
	D exposito	<u>HispanicAd.com</u> 8. Hispanic Account Planning Excelencia Award for NRFU Campaign
	Census Bureau	<u>MarCom Awards</u> 9. Platinum Award: 2010 Census Communications Campaign TV Ads
	Census Bureau	<u>Mar Com Awards</u> 10. Platinum Awards: 2010 Census Advertising Campaign " Mural TV, Print and OOH Ads"
	Census Bureau	<u>NAGC Blue Pencil & Gold Screen Awards</u> 11. Award of Excellence: 2010 Census ICC Puerto Rico Doors
	Census Bureau	<u>The Summit International Awards - Marketing Effectiveness Award</u> 12. Platinum Award: "Puerto Rico Doors" Print and Out of Home Ads
	Census Bureau	<u>The Summit International Awards - Marketing Effectiveness Award</u> 13. Platinum Awards: 2010 Census "Displaced Advertising"
	Census Bureau	<u>The Summit International Awards - Marketing Effectiveness Award</u> 14. Silver Award: Animated TV Ads - "Next 10 Years", "Schools" and "Hospitals"
	Census Bureau	<u>The Summit International Awards - Marketing Effectiveness Award</u> 15. Silver Award: "Frank" Awareness TV Ad
<u>Media Planning</u>	DraftFCB	<u>Mediaweek: Media Plan of the Year Awards</u> 16. Multicultural Media Plan of the Year 17. Branded Content - \$25 Million or Over
<u>Overall Campaign/ Agency</u>	Census Bureau	<u>GovDelivery Award</u> 18. Award of Excellence: Annual 2010 "Excellence in Communications" Award: U.S. Census Bureau
	Census Bureau	<u>Summit International Awards - Marketing Effectiveness Award</u> 19. Top Agency: 2010 Top Agency Award: U.S. Census Bureau

Award Category	Submitted By:	Award
	DraftFCB	<u>Effie Awards</u> 20. Bronze Mobilizing An Entire Nation for The United States 2010 Census in the category of Government/Institutional/Recruitment
	DraftFCB	<u>IPG MERGE Awards</u> 21. Inclusive Marketing Initiative of the Year Award
<u>Promotional Materials</u>	Census Bureau	<u>Mar Com Awards</u> 22. Gold Award: 2010 Census Poster Series
	Census Bureau	<u>Mar Com Awards</u> 23. Honorable Mention: 2010 Census "Fotonovela"
	Weber Shandwick	<u>MN IABC Award</u> 24. Bronze Quill 2010: "How People Are Counted" Brochure
	Weber Shandwick	<u>Minnesota PRSA Classics</u> 25. 2010 Census Toolkit for Latinos 26. 2010 Census "How People Are Counted" Brochure
	Weber Shandwick	<u>American Institute of Graphic Arts (AIGA) Creative Block 2010</u> 27. "How People are Counted Brochure"
<u>Public Relations/PSAs/Podcast</u>	Census Bureau	<u>Mar Com Awards</u> 28. PSA "Greg Biffle"
	Census Bureau	<u>NAGC Blue Pencil & Gold Screen Awards</u> 29. Second Place: 2010 Census Greg Biffle PSA
	Weber Shandwick	<u>Anvil 2009 Awards</u> 30. Bronze Anvil 2009: 2010 Census Podcasts
	Weber Shandwick	<u>Bronze Quill Awards</u> 31. Bronze Quill 2009: 2010 Census Video Podcasts
	Census Bureau	<u>NAGC Blue Pencil & Gold Screen Awards</u> 32. First Place: "A New Portrait of America, First 2010 Census Results"
	Weber Shandwick	<u>PR News Digital 2010</u> 33. 2010 Census Issues Management Program Ensures a Complete Count
	Weber Shandwick	<u>Anvil 2010 Awards</u> 34. Bronze Anvil 2010: 2010 Census "Portrait of America" Road Tour Media Launch / Satellite Media Tour
	Census Bureau	<u>NAGC Blue Pencil & Gold Screen Awards</u> 35. First Place: "Profile of America" Podcasts
	Census Bureau	<u>NAGC Blue Pencil & Gold Screen Awards</u> 36. First Place: "Profile of America - Black History Month" Podcasts
	Census Bureau	<u>NAGC Blue Pencil & Gold Screen Awards</u> 37. Award of Excellence: "Al Día" Podcasts
	Weber Shandwick	<u>2011 North America SABRE Awards</u> (Category: Issue Management) 38. Finalist: 2010 Census Issues Management Program Ensured a Complete Count
	Census Bureau	<u>Platinum PR News Award</u> 39. First Place: Greg Biffle PSA

Award Category	Submitted By:	Award
		<u>Platinum PR News</u> 40. Honorable Mention: "A New Portrait of America, First 2010 Census Results"
<u>Research</u>	DraftFCB	<u>The ARF 2011 David Ogilvy Awards by the Advertising Research Foundation</u> 41. Research Achievement Award - 2010 Census Integrated Communications Campaign Research 42. Gold Winner - Multicultural Category - 2010 Census U.S. Census Bureau
<u>Social Media</u>	Census Bureau	<u>Mar Com Awards</u> 43. Gold Award: 2010 Census Social Media
	Census Bureau	<u>NAGC Blue Pencil & Gold Screen Awards</u> 44. Social Media
	Census Bureau	<u>2011 Bees Awards</u> 45. Best Crisis Management Award: 2010 Census Issues Management Program Ensured a Complete Count
	Census Bureau	<u>Platinum PR News Award</u> 46. Honorable Mention: 2010 Census Social Media
<u>Website</u>	Census Bureau	<u>Mar Com Awards</u> 47. Gold Award: 2010census.gov Website
	Census Bureau	<u>Government Computer News World/National</u> 48. Third Place: 10 great public-sector websites
	Census Bureau	<u>The Summit International Awards - Marketing Effectiveness Award</u> 49. Best of Category: 2010census.gov
	Census Bureau	<u>SXSW Interactive</u> 50. Finalist: 2010census.gov (Category: Educational Resource)
	DraftFCB	<u>W3 Awards</u> 51. "Recognizing the Power of Web Creativity" Award
	DraftFCB	<u>Favorite Website Awards (FWA)</u> 52. "Site of the Day" Award
	Akamai	<u>Computer World Honors Award</u> 53. Computer World Honors award
	Census Bureau	<u>Platinum PR News</u> 54. Honorable Mention: U.S. Census Bureau - 2010census.gov
<u>Census In Schools</u>	Scholastic	<u>Beacon Award for Excellence in Educational Marketing</u> 55. Integrated Marketing Campaign Sponsored Educational Campaign: Census in Schools—It's About Us!
<i>TOTAL AWARDS WON</i>	55	

Source: ADCOM