

*Testimony
Of
Jeff Tarakajian
DraftFCB*

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*"The 2010 Census Communications Contract:
The Media Plan in Hard To Count Areas"*

Overview of the Integrated Communication Campaign

The 2010 Integrated Communications Campaign (ICC) is a broad-reaching effort that includes a widespread network of Partnerships, Public Relations, Paid Media, Digital Communications, Road Tour Events and Census in Schools.

The goal of the ICC is three fold:

- **Increase mail back response**
- **Improve overall accuracy and reduce the differential undercount among Hard to Count (HTC) audiences**
- **Improve response cooperation with enumerators**

Every activity of the ICC is aligned with one or all of these goals.

More importantly, the ICC exists to help drive efficiency, accuracy and savings. For every one percent increase in mail response driven by the ICC, the Government saves approximately \$80 million in enumeration costs. It is likely that the ICC and Partnership efforts together will increase response rates by as substantially, resulting in net cost savings for the Government after the costs of these programs are accounted for.

In addition, the Census Bureau has determined that self-administered survey response is more accurate than survey response from enumeration. Therefore the focus of efforts is on driving mail response primarily and secondarily cooperation with enumerators.

Developing the Integrated Communication Plan

Developing the ICC plan draws upon a vast amount of research including 2000 Census Response Performance, Secondary and Primary research, Advisory panels, Regional Census Director input, Academic Panels and the business and audience expertise of many partner agencies that comprise Team Census.

All of this information was considered in the evaluation and budget allocation of many communication components:

- **Partnerships** and costs associated with the design and activation of this effort including educational materials and millions of promotional items
- **Public Relations** and costs associated with Public Relation Support materials, events and information distribution

- **Advertising and Paid Media** and costs associated with the development of advertising materials in 28 languages and media placement costs across 2,300+ media outlets
- **Census in Schools** and costs associated with the design and activation of the program in every school in the U.S.A
- **Digital Communications** and costs associated with website design, online creative development as well as media placement costs
- **Portrait of America Road Tour** and costs associated with design and activation of a 13 vehicle program

Focusing on HTC Audiences

Communication Strategies and budget allocation decisions placed greater emphasis on reaching and motivating HTC audiences. Budget allocations are disproportionately greater to HTC audiences relative to their population size and more emphasis is being placed on HTC audiences than in 2000 Census.

This strategic approach led to the greatest allocation of 2010 total Census promotional dollars to Partnership efforts to ignite a vast network of influencers, trusted voices and community leaders within HTC neighborhoods.

The second most significant a significant investment is the \$133M (current budget as of 2.10.10) allocated to Paid Media efforts. While intended to reach everyone living in America, the emphasis has been placed against HTC audiences. Some key highlights of Paid Media spending allocation are:

- More dollars overall and as a percentage of the total are allocated to HTC audiences versus the 2000 Census. Specifically, 54% of paid media budget is allocated to Ethnic Audiences vs 47% in 2000.

- Investments among the Black, Hispanic, Asian and Native American audiences are 35% greater than in 2000 while the Diverse Mass Paid Media effort has been increased by only 5%.

Developing the Paid Media Plan To Emphasize HTC Audiences

The development of 2010 Census Paid Media plans was steeped in research. More than 20 different sources were incorporated including tract-level demographic, socioeconomic and housing data from Census 2000 and the resulting segmentation of that data, referred to as the Clusters. The HTC Clusters developed from 2000 Census data served as a road map for allocating paid media budgets and evaluating paid media.

Census tracts were grouped into eight clusters with similar characteristics including housing vacancy, home ownership (tenure), housing structure (Multi-unit or single unit), marital status, education (percent who have not completed high school), poverty, public assistance, unemployment level, crowded housing units, lack of telephone, linguistic isolation and housing turnover (in-and-out movers). These characteristics were used, as they have been in previous Decennials, to construct a "Hard-to-Count" score for Census tracts. HTC scores have been shown to be highly correlated with mail return rates.

The Paid Media budget allocation model was developed to invest relative to the difficulty of the HTC challenge. Considering each of the four hardest-to-count clusters skews toward ethnic audience segments, 54% of dollars are directed to ethnic audience plans delivering in-language and in-culture messaging.

To ensure the campaign reaches these ethnic audiences and works to reduce the differential undercount of these HTC groups, the campaign must first address these groups' language needs.

The Paid Media Campaign will appear in 28 languages. Fourteen were added with the incremental funding the campaign received from the American Recovery and Reinvestment Act. The criteria for selecting the languages to be included in the campaign were:

- The size of the population reliant on in-language communications, determined using a “linguistic isolation” measure
- The availability of in-language media vehicles to reach these populations

Because many of these groups include recent immigrants with little or no understanding of the Census, and who may or may not have had censuses in their native countries, it is crucial the campaign speak to them in their own tongue, via their trusted in-language media properties.

The remaining 46% of Paid Media dollars have been allocated to the Diverse Mass media plan, charged with reaching all US residents who consume English language media. For comparison, in 2000, 47% of dollars were invested in ethnic audience plans versus 53% of Paid Media dollars allocated to the Diverse Mass campaign.

The Paid Media Plan encompasses all media types and is skewed towards those segments of the population that are considered hard to count. The media habits and interests of these population groups drive when and where media will be purchased. Paid media will be purchased within the following media channels:

- Television
- Radio
- Online (banner ads, social, search)
- Outdoor (Including Transit)
- Print (Magazines and Newspapers)

The Paid Media Campaign will be among the most robust efforts in the marketplace during our marketing window. This is justified for several reasons:

- Unlike virtually all other campaigns that are targeted to specific population or user segments, the Census Campaign must reach everyone
- It is conducted only every ten years. Therefore awareness and familiarity decay between the decennials and must be rekindled every decade.
- It has a short window of performance...its intent is to drive participation not build brands over time like most commercial campaigns.

The campaign will include over 25,000 television spots and 6,000 radio spots in every media market across the country. Census messaging will be seen in programming from *American Idol* to Zee TV, from *BET Honors* to March Madness and *Sabado Gigante*.

The combination of both national media and local media are essential for delivering the goals of the campaign. National media provides consistent coverage across all markets and offers the best pricing efficiency. For example, there is a significant premium to buy local TV in programming that can be purchased nationally. Local media allocations provide emphasis of HTC populations while capitalizing on media that are only available on a local basis. This is especially true of media that is heavily consumed by ethnic audiences.

In the case of the Hispanic audience, it is critical to purchase national media as some markets can only receive the message from a national buy (markets that cannot be purchased at the local level).

Through our evaluations across all audiences, we arrived at a balanced allocation between national and local media to deliver the benefits of national impact with

local contact. The efficiency threshold for purchasing local media is 40% - 50% of the population, after which it is more efficient to purchase on a national level.

Planning and Buying Evaluation Criteria

Multiple quantitative and qualitative factors were used to identify the appropriate environments for the message. Evaluation criteria included:

- **Right Target:** Media vehicles that effectively reaches the target audience
- **Appropriate Content:** Media environments that provide appropriate content for the message
- **Cost & Value:** High cost efficiencies and out of pocket investments that justify the buy
- **Added Value:** Strong added value proposals that further maximize the investment
- **Small Business and/or Minority Ownership:** special considerations (as related to pricing efficiencies) may be given to small and/or minority owned businesses.
- **Terms & Conditions:** Agreement on terms and conditions of doing business (i.e. content appropriateness, proof of performance, U.S. Taxpayer ID, etc).

Managing the Sub-Contracting Process: Media Planning and Buying

DraftFCB, as the prime contractor for the 2010 Census, has oversight over the sub-contractors that are involved in the campaign. These agencies were selected against the following primary criteria:

- 1) Proven expertise to reach a particular audience segment
- 2) Capabilities (past/similar experience) to handle a campaign of this level of complexity

- 3) Small business status. Of the eight agencies sub-contracted to handle the media planning and buying, four are small businesses (G&G, Plum, Allied Media Group and d'exposito).

DraftFCB worked with each agency in tandem to develop all aspects of the campaign including strategy, creative ideas, messaging and media channels. In comparison to 2000, the 2010 effort has been highly collaborative. Ideas that arose in work done for one audience have ignited messaging, creative and media ideas employed throughout all audiences.

Specifically on the media planning and buying front, DraftFCB established a process to ensure "one voice" to the Census Bureau and the paid media community. DraftFCB took the lead in establishing several processes that were followed by each agency partner, upon approval by Census Bureau. Examples of these processes include, but are not limited to:

- 1) Purchasing Procedures: establishing the overall process including buying strategies, Request for Proposal (RFP) for media vendors, potential evaluation criteria of vendors and how buys would be monitored and stewarded.

Prior to issuance to the partner agencies, Census Acquisitions and 2010 Publicity Offices approved this document.

- 2) Media Vendor Request for Proposals: issued to vendors that were considered to receive a paid media buy. Information included background information on the Census, campaign objectives, target audiences, requirements to do business with Census (U.S. Taxpayer ID,

content appropriateness guidelines), evaluation criteria, what we were asking of them and submission deadlines.

Prior to issuance to the partner agencies and media vendors, Census Acquisitions and the 2010 Publicity Office approved an overall template of this document. Each partner agency was given the option to use the exact document or customize for their audience (i.e. translate to Spanish).

- 3) Billing Process and Payments: detail of the invoicing process between each media vendor, partner agency, DraftFCB and Census.

Prior to issuance to the partner agencies, Census Acquisitions and 2010 Publicity Offices approved this document.

- 4) Media Plans and Buys: DraftFCB worked closely with the partner agencies prior to the development of the media plans in prioritizing local markets for additional emphasis, identifying budget gaps that led to incremental funding from ARRA, start dates of advertising and ensuring that the overall strategy met the three key Campaign objectives.

DraftFCB also instituted a weekly media-only status call that included all partner agencies to ensure all were following the same process.

All media plans and buys were submitted to DraftFCB where they were integrated prior to presenting to Census. This allowed for a seamless integration of the presentation and insurance that the overall plans and buys ladder up to the media objectives.

Specific recommendations made by the partner agencies such as the media mix, magazine list, or television station, reflected their expertise in reaching

their respective audiences. DraftFCB relied on this expertise to develop the best plan and buy to deliver against the objectives.

In 2009, additional small and small disadvantaged businesses were selected in competitive process to purchase selected media types by DraftFCB, Global Hue and Global Hue Latino. These include Penn, Good & Associates, Valpos Media and Voices, Inc.

Penn, Good & Associates, a small minority-owned firm in Washington, DC, was awarded the contract to purchase and place the \$30M Diverse Mass national television buy. They were successfully mentored in the buying process and conducted the negotiations and purchase of media, securing rates that were competitive in the marketplace. They will be able to leverage their experience from the 2010 Census to acquire additional business.

DraftFCB closely managed the buying team at Penn, Good & Associates and was involved in all aspects of the buy including multi-media negotiations and providing authorization to purchase (upon approval from Census Bureau).

Census Bureau Oversight on Paid Media Campaign

The combined audiences media plans and buys were presented to the Census Bureau in several meetings over the course of 2009. The Census Bureau had several opportunities to review, question, modify and approve/disapprove any aspect of the plan or buy. As specified contractually, DraftFCB and its partner agencies could not move forward without a written acceptance of the media plans and buys from the Census Publicity Office.

Each agency presented its respective audience plans and buys to Census (Publicity Office, Public Information Office, Acquisitions, Operations and Regional Directors) at DraftFCB's offices. The Publicity and Acquisitions Offices were provided with (2) hard copies of the presentations where they

had the opportunity to review and provide feedback beyond the day of the presentations. The standard timeline for review and approvals was two weeks after the presentation date.

DraftFCB received feedback from Census Publicity Office across audience plans or buys. Each partner agency provided that feedback directly to DraftFCB who coordinated providing one response to Census. If that feedback consisted of a change to a plan or buy, the agency responsible would make that change or provide additional rationale. Once the Census Bureau received and was satisfied with the response to their questions or concerns, DraftFCB would receive written approval to move forward with executing the plan or buy.

Detailed Information for the 2010 Census Media Buys

A number of detailed spreadsheets are provided to enable detailed answers to the questions concerning media spending on a local geographic basis and minority ownership of media properties.

- A detailed excel spreadsheet is provided for activity across all audiences, across all media types, in all states.
- A spreadsheet of currently planned expenditures by media market is also provided. Note that incremental Paid Media Activity will likely occur as the Census Bureau deploys funds from Rapid Response and Management Reserves. These investments will be made based upon tracking data and stakeholder observations indicating that remedial action is needed to facilitate participation.

- A spreadsheet of planned advertising via minority owned media is also provided. Please note that not all media are currently classified as “minority owned” as this was not a requirement in the identification process. We have developed a list based on media outlets that have “self certified” as minority owned. It is likely more media in the Campaign may be minority-owned than indicated.

Regarding Golden Globes and Event Media

The Campaign launched on Sunday night, January 17th across 15 different TV networks including CBS, MTV and ESPN. The Diverse Mass Campaign will ultimately air over 5,000 TV spots across 32 networks during January through April, 2010. TV currently represents 56% of this effort that also includes radio, online media, newspaper, magazines and outdoor media.

While Diverse Mass plan is charged with reaching all individuals who consumer English language media (approximately 85% U.S.), media decisions also skewed toward HTC audiences. This approach has led to TV Programming that includes:

- A multi-million dollar partnership with Turner Broadcasting that includes an association with Tyler Perry's *House of Payne* (a top rated show among the black audience) and the new George Lopez talk show that has broad appeal to the Hispanic community. Talent from both these programs will promote the 2010 Census and will air creative developed by Global Hue and Global Hue Latino for the Black and Hispanic market but is funded out of the Diverse Mass buy.

- A presence in many diverse programs including *American Idol*, *CSI: Miami*, *Sportscenter*, *Heroes*, *The Biggest Loser* and *America's Funniest Home Videos*.

In addition, creative developed for other audiences such as Black and Hispanic will be rotated within the Diverse Mass media buy (in English). While Diverse Mass creative was tested among Blacks, English-speaking Hispanics and English-speaking Asians and found to be effective, the additional rotation of creative specifically developed by in-culture experts will add increased relevance to the messaging.

Almost half (44%) of the dollars will be allocated to non-television media, including many initiatives to reach all individuals and emphasizing HTC audiences:

- Outdoor advertising inside buses and trains, posters in bus shelters, video messages in grocery store and gas station TVs.
- Sunday magazines, *American Profile*, *USA Weekend* and *Parade*, with an effort this past Sunday which reached over 60 million homes.
- Magazines including *Oprah* and *People* that will extend our message with "advertorials" on bi-racial couples/persons.
- NASCAR Sprint Cup Series Sponsorship - co-branded car (with 3M) of the #16 race car driven by Greg Biffle. The car will race in (3) races in the key Motivation timeframe: Atlanta (3/7), Bristol (3/21) and Martinsville (3/28).

The one :30 TV spot on the *Golden Globes* is part of bigger and broader ranging \$10.1MM package with NBC. Additionally, the show over delivered its projected audience by 10% vs. 2009. It is also heavily viewed by two of our more challenging HTC clusters, All Around Average II (a lower income cluster) and Single Unattached Mobiles (a younger skewing cluster).

In terms of other large scale events, our plan will include:

- The Winter Olympics, an incredibly patriotic environment to promote the 2010 Census. We have secured three athletes to do PSAs including Jennifer Rodriguez, Julie Chu and Ben Agosto.
- March Madness will be the largest event during our Motivation period that has tremendous appeal across cultures. We have secured the announcers to promote the 2010 Census during the actual mailing weeks.
- The NAACP Image Awards which may include a 2010 Census mention during the broadcast
- The Super Bowl which is the largest television event reaching almost 40% of adults in an environment where the ads are as celebrated as the game itself
- BET Honors
- Celebration of Gospel
- Hip Hop Awards
- Rip the Runway
- Soul Train Music Awards
- Stellar Awards

The goal of securing Specials is that they attract larger audiences relative to regularly scheduled programs. In the fragmented TV landscape, it is more challenging to reach a large audience with any one single program

Additional Media Information for Diverse Mass Plan

The Diverse Mass Audience Paid Media Plan was developed by a team of advertising experts at Draftfcb in New York City. The media buy totals \$60.8 million and is designed to reach everyone in the U.S who consumes media in English, approximately 84 percent of the population. Significant research went into the development of the plan and input was obtained from internal and external stakeholders.

Allocates a \$60.8 million media buy as follows (figures below are estimates and in millions):

- TV (national and local): \$35.2
- Radio (national and local): \$2.9
- Magazines: \$2.3
- Newspapers: \$3.2
- Out-of-home: \$5.8
- Digital: \$6.0
- Non-response-follow-up: \$5.4

The national advertising buys for the Diverse Mass audience will reach 97% + of the population, covering every media market. Furthermore local media buys will provide additional frequency of the same message, further bolstering the impact of the national buy. Below is a list of local markets that will receive a local overlay:

- 25 local TV markets
- 25 local radio markets
- 25 out-of-home (outdoor) markets
- 47 local print markets

Additional Information for Reference

- DraftFCB negotiated over \$9 million in added value from vendors
- DraftFCB issued 124 Request for Proposals (RFP) that represented thousands of outlets as one RFP may encompass more than one outlet
- DraftFCB secured 15+ high profile talent including Greg Biffle, Danny Pino and James Brown to connect with a diverse mass audience. The goal is twofold:
 - Engage viewers with celebrities they consider a “trusted voice” in their community
 - Deliver message co-branded with a program as a reinforcement of the commercial. Examples of talent include:
 - James Brown will be doing (2) live reads in *NFL Today*, prior to the Super Bowl
 - George Lopez will do (2) custom segments in his talk show, *Lopez Tonight*
 - Talent from CBS programs have recorded 10-second messages that will air on CBS. Examples of talent include Danny Pino (*Cold Case*), Hamish Linklater (*New Adventures of Old Christine*), Robert David Hall (*CSI*)
 - Cast members from TBS’ *House of Payne* will record a 30-second message customized for the Census to appeal to the Black Audience.
 - NBC recorded three Winter Olympic Athletes in PSAs that will air throughout NBC networks including NBC, USA, CNBC. Athletes include Julie Chu, Ben Agosto and Jennifer Rodriguez.
 - During the NCAA Men’s Basketball games in March, CBS Sports Broadcasters will do live reads for Census
 - MTV Networks is developing a 30-second PSA focused on advocacy for the Census to engage the younger age groups

- Secured Greg Biffle to do a PSA to appeal to the NASCAR audience
- Nickelodeon will develop a PSA featuring beloved character, Dora the Explorer, aimed at ensuring young children are counted in the 2010 Census

Television

- 5,000+ spots airing in every local market
- Additional 1,600+ spots total airing across 25 HTC local markets

Radio

- 2,300 spots clearing on 740 stations across the U.S. Totality of schedule will reach every local market.
- Additional 7,540 spots total clearing on 68 radio stations in the 25 local HTC markets

Print

- Three ads each (9 total) in *American Profile*, *Parade* and *USA Weekend* that will be distributed in 2,520 newspapers.
- A total of 27 ads across eight national magazines such as *People*, *Oprah*, *Better Homes & Gardens* and *Parents* that will run in every local market
- A total of 336 ads that will run across 112 local daily and community newspapers in 47 markets

Outdoor

- Total of 8,000 postings in the motivation phase that will be viewed on a daily basis in 25 HTC local markets.
- Projected total impressions of more than 2 Billion

Note: Specific Information on the Black and Hispanic Audience Plans will be found in testimony from Ms. Robbyn Ennis of GlobalHue and Mr. Nelson Garcia from GlobalHue Latino.

Asian Audience Media Plan Specifics and Key Activities

The Asian Audience Media Plan was developed by a team of advertising experts at the IW Group, a leading Asian-owned firm. The media buy totals approximately \$13.5 million and is 35% above the Census 2000 levels for this audience. Significant research went into the development of the plan and input was obtained from internal and external stakeholders.

Targets the Asian audience in the following languages (and corresponding audiences when noted): Chinese Mandarin, Chinese-Cantonese, Vietnamese, Khmer (Cambodian), Korean, Hmong, Hinglish (Asian Indian), Laotian, Tagalog (Filipino), Thai, Japanese, Urdu (Pakistani) and Bengali (Bangladeshi)

The Asian audience is the most diverse and multicultural of populations in the U.S. Almost every audience is composed predominantly of foreign-born immigrants, speaking different languages, practicing diverse religions, have

widely different immigration patterns and different issues with respect tot the government.

Allocates a \$13.5 million paid media buy as follows (figures are estimates and in millions):*

TV (National/regional and Local)	\$3.9
Radio (National/regional and Local)	\$1.7
Digital	\$1.2
Print	\$5.2
Out-of-Home (outdoor)	\$1.5

*Figures include projected media buys for the “non-response-follow-up” phase

The extensive, multi-media advertising buys for the Asian audience will reach all of the top markets where these audiences reside. In additional to significant regional and national media coverage, there is incremental local advertising to extend reach. Below is a list indicating coverage for each media type:

- TV: National/regional and between 4 and 9 local markets depending on audience
- Print: National/regional and between 1 and 19 local markets depending on audience
- Radio: National/regional and between 2 and 8 local markets depending on audience
- Out-of-Home: Between 3 and 9 local markets depending on audience

Given the complexity of the audience and an extremely diverse media landscape, effective communications for the 2010 Census has to be an integrated media and outreach plan executed in-culture and in-language for each of the individual audiences.

An integrated multi-platform media strategy is essential because a high percentage of immigrants in the Asian community require a longer period of education to understand the purpose and benefits of participating in the U.S. Census.

Additional Information for Reference

- Estimated added value (bonus, mentions, editorial coverage, public service announcement, etc) of the media buy is \$2 million.
- For the Asian media plan, more than 750 RFPs were issued.
- Television Stats
 - 7,200+ spots airing in every local market
 - Additional 13,900+ spots total airing on 100+ stations/programming across 15 local markets
- Radio Stats
 - 19,721 spots total clearing on 80+ radio stations/programming in 16 local markets
- Print Stats
 - A total of 4,217 insertions that will run across 350+ local daily and community newspapers in 35 local markets

- Outdoor Stats
 - Total of 2,693 bulletins/posters/transit shelters/lighting panels that will be viewed daily by the Asian audience in 18 local markets

AI/AN Audience Paid Media Plan Specifics and Key Activities

The American Indian/ Alaska Native Media Plan was developed by the media team at G&G Advertising. The media buy totals \$3.7 million. Significant research went into the development of the plan and input was obtained from internal and external citizens and stakeholders.

Targets the American Indian/ Alaska Native populations across the U.S. and Alaska.

Allocates a \$3.7 million paid media buy as follows (figures are estimates and in millions):

○ TV (local)	\$1.4
○ Radio (national and local)	\$0.5
○ Print (newspapers and magazines)	\$1.0
○ Out-of-home	\$0.6
○ Digital	\$0.2

The local advertising buys for the AI/AN audience will reach the top markets with these populations. Below is a list of additional, local market coverage:

- 21 local TV markets- with 4,500 plus spots airing.

- 17 local radio markets, as well as utilizing online radio stations with over 15,000 spots airing.
- 18 out-of-home markets with 284 billboards
- 24 local print markets with over 600 print ads

Approximately 300 RFPs were issued representing various media outlets.

Key significant voices lending their support to the 2010 Census are:

- Dr. Jim Davis
- Gloria O'Neil
- Carmen Taylor

There will be advertising in nearly 86 audience newspapers and magazines across the country. As an added value, they will offer editorial coverage on the 2010 Census.

NHPI Audience Paid Media Plan Specifics and Key Activities

The Native Hawaiian/Other Pacific Islander Media Plan was developed by the media team at G&G Advertising. The media buy totals \$1.1 million. Significant research went into the development of the Native Hawaiian/Other Pacific Islander plan and input was obtained from internal and external citizens and stakeholders. Specifics of the audience media plan include:

Targets the Native Hawaiian/Pacific Islander populations across the U.S. and Hawaii.

Allocates a \$1.1 million paid media buy as follows (figures are estimates and in millions):

○ TV (local)	\$0.4
○ Radio (national and local)	\$0.2
○ Print (newspapers and magazines)	\$0.3
○ Out-of-home	\$0.1
○ Digital	\$0.1

The local advertising buys for the NHPI audience will reach the top markets with these populations. Below is a list of additional, local market coverage:

- 4 local TV markets- with over 1,000 spots airing.
- 5 local radio markets, as well as utilizing online radio stations - with over 5,000 spots airing.
- 2 out-of-home markets- 60 plus billboards
- 8 local print markets- 200 plus insertions

Approximately 150 RFPs were issued to various media outlets.

Key significant voices lending their support to the 2010 Census include Stanaton Enumato

There will be advertising in nearly 25 audience newspapers and magazines across the country. As an added value, they will offer editorial coverage on the 2010 Census.

