



**PREPARED STATEMENT OF
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The 2010 Census Communications and Partnership Programs – Status Update

**Before the Committee on Oversight and Government Reform
Subcommittee on Information Policy, Census, and National Archives
U.S. House of Representatives**

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Chairman Clay, Ranking Member McHenry, Members of the Subcommittee, I appreciate this opportunity to provide you with an update on the Census Bureau's Integrated Communication Program for the 2010 Census. Our goal for the 2010 Census is to count every one, no matter how difficult or challenging that task may be. An insightful, engaging, and effective communications campaign is an essential component of a successful census.

The 2010 Communication Program builds on the success of the Census 2000 plan, which helped reverse a two-decade decline in the national mail-back response rate. The program is multi-faceted, employing and integrating paid advertising, public relations, and a very robust national, regional, and local partnership program, as well as a Census-in-Schools program. The program will use multi-media to reach people by television, radio, magazines, newspapers, outdoor and commuter media, the Internet, and through trusted voices in their local communities.

The cornerstone of 2010 Communications campaign is the availability of detailed tract level information derived from Census 2000 and the American Community Survey, which permits the campaign to identify and target the hard-to-count segments of our population within media markets and local communities. Using this research and data-driven process, for the first time, we can provide the right message, through the right media, in the appropriate language, at the right time.

In the testimony that follows I will provide some additional details about our advertising campaign, the Census-in-Schools initiative, and our national, regional, and local partnership program. All three programs will be significantly improved and expanded thanks to the additional funding provided in the American Recovery and Reinvestment Act.

Advertising Campaign

In 2000, the advertising campaign predicted response rates based on response levels of civic engagement and community participation. In 2010, we are taking advantage of detailed tract level information on mail response in Census 2000 and new information from the American Community Survey to build a model based on mailback response rate characteristics of the households, rather than on surrogates of response such as voting. Using this data we developed “hard-to-count scores” for every census tract in the nation. We then used it to segment the population into eight relatively homogeneous groups, or clusters, that exhibit different mail response rates. The model has been enhanced by information about media usage and attitudes. Five of the clusters represent hard-to-count populations and they will be targeted during every phase of the campaign. Decisions related to budget allocation and media buys use the hard-to-count scores included in our comprehensive planning database.

DraftFCB, our prime contractor for the integrated communications effort, and their partner agencies developed the creative brief for the campaign and creative executions (television, radio, print, online, and outdoor and commuter) for the diverse audiences the campaign will reach. The creative brief discussed how messaging should be customized for the different population clusters and the ethnic audiences included within each cluster. All creative executions were tested against our targeted audiences across the audience segments, and in 14 languages using focus groups. DraftFCB and their partner agencies conducted a total of 76 focus groups in 21 cities in the contiguous United States, Hawaii, Alaska and Puerto Rico with a total of approximately 1,300 participants. The

participants reflected the different races and ethnicities as well as traditionally hard-to-count and undercounted segments of the population. Creative executions will be available next month and we plan to make them available to the Subcommittee and to a wide variety of stakeholders in April. The production of the ads is scheduled for completion during May and June 2009.

The original communications contract is \$212 million, with \$170 million directed to paid advertising of which \$91 million is estimated for direct media buys (the balance is for production and labor). The mass communications component of the plan is designed to reach all persons who consume media in English, regardless of race or ethnicity and accounts for \$52 million of total planned media buys. In developing this plan, DraftFCB subcontracted with communication companies with experience and expertise reaching Hispanic, Black, Asian, American Indian, and Alaska Native, Native Hawaiian, Pacific Islander, Puerto Rican, and Emerging (Arabic speaking and Eastern European) audiences. The targeted advertising builds on the mass communications plan with additional layers of advertising to deliver more messages in local, ethnic media in-language and in-culture. The original communication plan allocated \$39 million in local, targeted media buys. Using stimulus funding we plan to expend an additional \$54 million on media buys, \$11 million will be national buys and \$43 million will be allocated to local ethnically-targeted media.

In producing the advertisements and purchasing media, DraftFCB will reach out to small and small-disadvantaged businesses throughout the country. Small business subcontracting goals are aggressive, directing 40% of the total contract value to small businesses.

Census-in-Schools Program

The Census-in-Schools program will be national in scope with an emphasis on hard-to-count populations. This program encourages students to tell their parents about the importance of the census. Children are powerful motivators of parents. Within very hard-to-count communities, children are more likely to be in the cultural mainstream and can influence parents to complete and mail-back the census form. The program includes the development and distribution of electronic and printed materials. Scholastic, Inc. is working with the Census Bureau to develop materials for K-12 schools that include teaching guides, lessons plans, maps, brochures and take-home materials in both English and Spanish. The electronic materials will be available on the Census-in-Schools web site and on Scholastic.com where there will be space dedicated to the Census-in-

Schools program. Parents, teachers, school board members, parent-teacher associations, and the general public will have access to these materials and will be able to download them for free. In addition, printed materials such as the mini-teaching guides, maps, and brochures will be distributed in the 50 states to all public and private schools for grades K-12 and in Puerto Rico and each Island Area for grades K-8. We are examining ways to expand the program for higher grades in Puerto Rico and the Island Areas.

Partnership Program

While paid advertising can educate, inform, and motivate households and individuals, our Census 2000 experience demonstrated that Census Bureau partners at the national, regional, and local levels serve as powerful and trusted advocates that can effectively reach segments of the population not persuaded by advertising. We plan to spend over \$250 million on the partnership program, including \$120 million added from the stimulus package.

The U.S. Census Bureau's national, regional, and local partnership program is an integral component of the communications campaign. The strategy focuses on helping national, regional, and local partners feel invested in our campaign while taking ownership of the outreach efforts. We will do this by providing our partners and our local partnership staff with the materials, information, messages, and tools they need to mobilize census participation. Our public relations firm, Weber-Shandwick, is working with Census partnership staff both at Headquarters and in the regions to identify and recruit additional partners that can be effective advocates who can allay fears, communicate benefits, and mobilize participation.

Partnerships will be integrated with all other communication channels including advertising, broadcast and print media, Internet initiatives, and the Census-in-Schools program to create positive messages about the Census in hard-to-count communities. Regional Census Center managers and local partnership staff used the tract-level planning database as the starting point for identifying hard-to-count populations and communities. This information is supplemented by the partnership specialists' local knowledge and is used to develop detailed partnership plans and implementation timelines.

Staff in the Census Bureau's 12 Regional Census Centers began work with key stakeholders in mid-2008, when 120 partnership staff were mobilized to engage

local and state governments, tribal leaders, and faith-based and community-based organizations to support the census through the establishment of Complete Count Committees and other efforts that will reach hard-to-count populations. Earlier this year, we mailed Complete Count Committee guides to the highest elected official in 39,000 state, local, and tribal governments. Regional partnership staff are now following up with these officials and will provide training and technical support to these committees to guide each one in carrying out their plan during peak census periods in 2010.

At the local level, 680 regional partnership specialists and support staff are now hard at work recruiting trusted local leaders who will use their influence and networks to motivate their constituents to fully participate in the 2010 Census. Partnership commitments are being established by regional and headquarters staff with a large and diverse variety of local and national organizations. Currently more than 10,000 organizations have made commitments to partner with the U.S. Census Bureau. The Census Bureau's 680 local partnership staff speak 55 different languages and are now beginning to reach more broadly and deeply into hard-to-count communities through local community-based organizations, race and ethnic media outlets, business associations, advocacy groups, immigrant-serving organizations, educators and school leaders, disability organizations, social service providers, urban neighborhood associations, rural networks of local leaders, faith-based institutions, advisory committee members and elected officials.

Stimulus funding will permit us to nearly quadruple the^[1] number of community-based partnership staff. We expect to hire approximately 2000 additional partnership staff in May and June 2009. Partnership staff, like all of our field staff will be hired locally. They know the neighborhood, the challenges, and the trusted voices in the community who can serve as effective partners. Mobilizing these additional resources will permit us to extend our reach into local communities and organizations, recruit more partners and provide additional assistance and support to an expanded partnership base. Mobilizing a larger and better trained cadre of partners should help us meet the challenges of counting an increasingly diverse population.

Conclusion

Mr. Chairman, our integrated communication campaign, supplemented with stimulus funding, is well positioned to educate, inform, motivate, and mobilize our Nation's households to participate in the 2010 Census. Throughout the 2010 Census we will monitor the effectiveness of our partnership program through a database that tracks our partner organizations. Our contractor is providing us with tools to track the media environment so that we can respond to negative stories and trends. And our response-rate feedback program will provide mail response data at the tract level so that we can target advertising to those areas where response is lagging.

Our communications plan recognizes the challenges we face and is designed to deploy a multi-faceted, multi-channeled program based on tailored messages to diverse population segments and audiences. A year from now, the populace will have seen and heard more ads in national and local media than in any prior census. Moreover, people in hard-to-count areas will have heard about the census from trusted voices in their communities and from a variety of different organizations. Children will learn about the census at school, and promotional materials will be posted throughout every community and circulated by partner organizations. The communications effort will continue through each phase of the census, encouraging people to respond to the replacement questionnaire, and then to cooperate with census enumerators walking through every neighborhood in the country during the nonresponse follow-up operations.

Mr. Chairman, the Census Bureau is poised to mount an effective communication campaign that will reach hard-to-count communities, and to mobilize the trusted voices that bring support and legitimacy to our efforts. A complete and accurate 2010 Census is our highest priority, and we are determined to produce a census count that fairly represents everyone in our nation.