



**PREPARED STATEMENT OF  
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*The 2010 Census Communications Campaign*

**Before the House Subcommittee on  
Information Policy, Census, and National Archives**

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Mr. Chairman, members of the subcommittee, thank you for the opportunity to talk to you about the Census Bureau's Integrated Communications Plan for the 2010 Census. In your letter of invitation you mention the Communications Contract, the Partnership Program, and Census in Schools (CIS). Each of these is an important component of the overall communications plan for the 2010 Census; none of them can be fully successful on their own.

The 2010 Census Communications Campaign builds on the success of the Census 2000 partnership and marketing campaign, which helped to reverse a two-decade decline in the national mail response rate. For 2010, the Census Bureau is using an approach that integrates a mix of mass media advertising, targeted media outreach to specific populations, national and local partnerships, grassroots marketing, and special events. By integrating these elements with each other and with the Census Bureau's 2010 Census operations, the campaign will help ensure that everyone, especially those hardest to count, is reached.

In September 2007, the Census Bureau awarded its 2010 Communications Contract to DraftFCB of New York. DraftFCB is a full service marketing communications agency that will team with other companies that specialize in reaching minority audiences.

The current team members include:

- Global Hue (Black audiences)
- Global Hue Latino (Hispanic audiences)
- IW Group (Asian audiences)
- G&G (American Indian and Alaska Native audiences as well as Native Hawaiian and Pacific Islander audiences)
- Allied Media (Arab, Russian and Central European and other emerging audiences)

DraftFCB developed a plan that was presented to our Advisory Committees and all of our regional office staff. Comments from these stakeholders were taken seriously and are being incorporated into the final plan. In fact, the due date of the final plan was extended from May 30<sup>th</sup> to July 15<sup>th</sup> to give the contractor sufficient time to incorporate stakeholder suggestions.

The communications campaign will be integrated with the Census Bureau's decennial census operations, the partnership program, internal media, and public relations activities to ensure that consistent messages are delivered and reinforced at every stage of the process.

Success of each component is vital to achieving a complete and accurate count.

### **Media and Outreach**

There are two components to the media and outreach effort. Using the expertise of DraftFCB, the Census Bureau will mount a national media campaign in every broadcast medium to advertise our messaging for 2010. We will advertise on network television and radio, sporting events like the NFL, local and cable television, ethnic programming and the Internet. Negotiations for this advertising will be underway early next year. The national media campaign will kick-off in January 2010 and build through each phase of the census.

The second key component of the media campaign will focus on the specific minority populations I mentioned earlier. Ethnic media advertising will complement the national campaign, bringing the message to hard to count populations. Each of DraftFCB's contractors has proven experience reaching their target communities, and their efforts will be instrumental in addressing the differential undercount.

The messaging will be influenced by a research program conducted by DraftFCB with the Census Bureau's support to include a national survey, focus groups,

and constant monitoring of public attitudes toward the 2010 Census so marketing strategies can be quickly adjusted to reflect emerging circumstances. The messages will be consistent, but customized to effectively reach and resonate with diverse audiences.

### **Partnership Program**

The Partnership Program is another key component of our communications program. Partnership has been a vital part of the census since 1990, and it is the foundation of our outreach efforts. In Census 2000 more than 140,000 organizations partnered with the Census Bureau. These included state, local and tribal governments, community and faith-based organizations, schools, media and businesses.

The program in 2010 will be even more robust. Our partners, who have great credibility in their communities, will vouch for the importance of completing the 2010 census to people in inner cities, the barrios, Indian reservations and rural America. This will be particularly important in areas isolated by language or geography. Our partnership materials will be available in at least 20 languages, and they will be customizable so that partners can tailor the message to their specific communities.

Unlike Census 2000, when all promotional materials were only available through a Census Bureau partnership specialist, 2010 materials will be easily accessed through the Internet or as printed copy. We also will provide needed resources to committed partner organizations through the Partner Support Program as we did in 2000. These resources will include specially printed promotional materials, customized banners, special event promotional items that encourage participation in the census, and in-language materials that help reach the hardest-to-count populations served by specific local organizations.

Partnership efforts will:

- Utilize community stakeholders who are known and trusted locally;
- Motivate partner organizations (governmental and non-governmental) to implement effective strategies to improve mail response;
- Identify mechanisms for enhancing our training efforts;
- Provide outreach for recruiting census enumerators in communities in which it is most difficult to recruit; and,

- Identify organizations that are willing to host Questionnaire Assistance Centers and provide volunteers to staff and publicize these centers.

The program is well underway for 2010. As of May 2008, the regional offices have hired and trained 120 partnership specialists who are now actively developing local partnerships with key stakeholders. In January of 2009 the regions will add 560 more partnership specialists to achieve the full staffing level, which is comparable to Census 2000 partnership staffing levels.

The regional offices are fine-tuning partnership plans using their local expertise and information from the Census 2000 Planning Database. They are charged to particularly focus on hard-to-count populations such as immigrants, the foreign born, those who are linguistically isolated, single parent renters, urban core areas, and those living in poverty.

The regional offices are actively engaging local leaders including government officials, community and tribal leaders to form local and statewide Complete Count Committees (CCCs). CCCs incorporate local knowledge, influence, and resources to educate residents and promote the census through a locally based and targeted outreach effort. CCCs provide a vehicle for coordinating and nurturing a cooperative effort between local governments, communities and the Census Bureau. Residents are more likely to participate when locals they know and trust endorse our efforts.

The Census Bureau held two national-level partnership conferences that involved approximately 250 leaders from State Data Centers, Census Information Centers, and Governor's Liaisons to spearhead partnership efforts in each of the fifty states, DC and Puerto Rico. The Census Bureau also met with Federally Recognized Tribes for consultations last year. Later this summer regional offices will participate in state recognized tribal government conferences with American Indian and Alaskan Native leaders from urban and rural areas. And this fall, we will promote the partnership program during a conference with national governmental and non-governmental partner organizations.

### **Census In Schools**

Another key component of the Integrated Communications Plan is the Census in Schools (CIS) program. The CIS program for 2010 will focus on educating children on the importance of participating in the census. The goal of CIS is to target strategies, messages, and materials to reach parents through their children.

The current plan provides for a CIS program (developed and implemented by a contractor) directed at HTC areas for grades K-6. A major difference since Census 2000 is that part of the CIS program is being done by Census Bureau staff. We have been working throughout the decade to implement a CIS program, and developing a Website with interactive activities and “kid-friendly” fact sheets. The CIS program will identify the most effective way to reach hard-to-count households with school age children.

DraftFCB is in the process of awarding a competitive contract to an experienced educational marketing firm to help implement a CIS strategy with the Census Bureau.

### **Language Program**

The Language Program is another major effort to ensure we reach as many people as possible. For the first time, we will mail about 13 million bilingual Spanish/English questionnaires targeted to areas with concentrations of Hispanic populations. Questionnaires will be available in five languages in addition to English, and we will also provide language assistance guides in more than 50 languages. These in-language questionnaire materials will be available on the Internet and at approximately 30,000 Questionnaire Assistance Centers located throughout the country, which will be staffed by people fluent in the languages spoken in their communities. A telephone assistance program will be available so respondents can receive assistance in the five major non-English languages. In addition to foreign language assistance, there will also be a TDD program for the hearing impaired, and Braille and large print questionnaire guides will be available upon request.

### **Integration**

The 2010 Census Communications Campaign integrates all campaign elements to provide better branding of the 2010 Census among all segments of the American population, improve delivery of promotional materials for regional and national partnership efforts in a concerted time-specific delivery plan, and provide clear and accurate messaging with the help of communications professionals.

The various elements involved in communications during Census 2000 did their best to integrate messaging and materials, but this was a difficult and sometimes elusive goal. Promotional materials were designed and produced by 3 different offices at Census headquarters and the result was a large quantity of outreach

materials that arrived at different times (and some arriving too late) with much different "designs" and in quantities that did not take into account regional needs or demographic characteristics at the regional level.

We believe that by integrating all campaign elements (partnerships, census in schools, media relations, publicity events, and paid advertising) through a more concerted and thought out plan, the public campaign among all population groups will be more effective, efficient, and instrumental in reaching the campaign's goals of improved response rate, better quality of data, and heightened public cooperation with all field operations.

Taken together, each component of the communications program will reinforce the others to maximize outreach and participation in the 2010 Census. By the time the census questionnaires are mailed out in March 2010, people living in the United States, Puerto Rico and the Island Areas will have seen and heard (often in native languages) advertisements in national and local media, and heard about the census in their communities and faith based 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.

## **Budget**

The Communications Contract has a total lifecycle budget of approximately \$200 million. This is in addition to funds provided for our regional and national partnership programs. The President's FY 2009 Budget includes \$122 million for the Communications Contract and \$66 million for the regional partnership program. As noted, this funding will allow us to place media buys for a national advertising strategy, target media outreach to historically hard to count communities, hire hundreds of partnership specialists across the country, and produce and distribute promotional material.

After we hired a communications contractor last fall we were able to define our communications and spending needs more precisely. We are working with DraftFCB on the budget associated with the various components of our integrated communications plan.

Our focus is on the following key objectives:

- Reducing the differential undercount and improving overall accuracy;
- Increasing mail response; and,
- Improving cooperation with enumerators.

Importantly, budgets for the partnership program and the communications campaign contract have not been compromised or reduced to meet the budgetary requirements of the FDCA contract.

Unlike many of the Census Bureau's other major 2010 contracts, the communications contract must be flexible. Our ability to react quickly to the fast changing media environment in 2010 will be key to an effective and wide-reaching outreach campaign.

The integrated communications plan is being developed with the active input from our stakeholders around the country and throughout the Census Bureau. We consider the plan and the budget to be a blueprint that will evolve to optimize our resources. We will review and adjust the program throughout the census to ensure that our resources are applied where they are needed most.

## **Conclusion**

In closing, let me stress that the communications program is of vital importance to the Census Bureau and me. We are counting on Congress, our Advisory Committees, and our partner organizations to work with us to identify improvements, and to adapt the program to meet the needs of the communities they know best.

Census data help determine locations for schools, roads, hospitals, child-care, senior centers and more. And as you well know, the census determines how many seats each state will have in the U.S. House of Representatives as well as the boundaries of legislative districts. A comprehensive and seamless communications plan will help ensure the success of the 2010 Census and meet the challenges of this monumental and vitally important responsibility. Thank you, and I will be happy to answer any questions the Committee may have.