



This document was prepared by and for Census Bureau staff to aid in future research and planning, but the Census Bureau is making the document publicly available in order to share the information with as wide an audience as possible. Questions about the document should be directed to Kevin Deardorff at (301) 763-6033 or kevin.e.deardorff@census.gov

July 23, 2012

2010 CENSUS PLANNING MEMORANDA SERIES

No. 217

MEMORANDUM FOR The Distribution List

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

Subject: 2010 Census Integrated Communications Program Regional
 Partnership Assessment Report

Attached is the 2010 Census Integrated Communications Program Regional Partnership 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

July 17, 2012

2010 Census Integrated Communications Program Regional Partnership Assessment Report

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

Final

Bettye Moohn

Field Division



This page intentionally left blank.

Table of Contents

Executive Summary	vii
1. Introduction	1
1.1 Scope.....	1
1.2 Intended Audience	1
2. Background	1
2.1 Census 2000.....	1
2.2 2010 Census.....	2
3. Methodology	4
3.1 Methods.....	4
3.2 Questions to be Answered	5
4. Limitations	6
5. Results	6
5.1 Did partners working with the Regional Partnership Program comprehensively reach into the hard-to-count areas?	6
5.1.a. What partners reached into the hard-to-count areas? What were the primary activities engaged in by partners in the hard-to-count areas? Should there have been more, less or different kinds of activities to engage the populations?	6
5.1.b. Were there hard-to-count areas where the program did not engage partners?	11
5.1.c. Were there hart-to-count areas that were saturated? Not saturated? Why?	11
5.1.d. What value-added, if any, did these partners provide to engage these hard-to-count communities?	11
5.1.e. Did regional partnership staff have the necessary tools to effectively engage the hard-to-count communities to participate in the 2010 Census?.....	13
5.1.f. Was effective support provided to communicate the messages to the general public and to the media?	13
5.2 What mechanisms (regional and national) were used to strengthen relationships between the Census Bureau and federally recognized, state-recognized, and unrecognized tribal governments, urban and rural Indian populations, and Alaska Native populations? Did these strategies work to improve the mail response rate?13	
5.2.a. What outreach strategies did the regions implement to engage federally recognized, state-recognized tribes, unrecognized tribes, and urban and rural American Indian populations in the 2010 Census?.....	14
5.2.b. Were there challenges in implementing these strategies? If so, what were they and how were the challenges addressed?.....	14
5.2.c. Were there adequate informational and promotional materials provided by the contractor to use during the outreach to the American Indian and Alaska Native (AIAN) populations? Were these materials relevant to these populations? How was this measured?.....	15
5.3 Were promotional materials for the Regional Partnership Program appropriate and delivered in a timely manner?.....	16
5.3.a. Was the overall message of the 2010 Census campaign effective in the Regional Partnership Program, for Partners, and for the general public?.....	17
5.3.b. Did in-language materials created reach the targeted groups in the regions? If not, why not?.....	17
5.3.c. Were promotional, printed, and collateral materials received in the regions in a timely manner to adequately distribute them for events and operations? If not, what did the region(s) do for materials?	17

5.3.d.	Were there targeted groups for which the regions did not receive adequate materials? Who were these groups? Were the regions able to create materials in a timely manner for these groups? How were they created?.....	18
5.4	Was paid advertising an effective tool for the Regional Partnership Program to reach HTC areas?.....	18
5.4.a.	Did Regional Partnership staff feel the paid advertising campaign was informative and reached HTC populations? Were there shortcomings with the paid advertising campaign?	18
5.4.b.	Were the advertisements released too early, timely or too late?.....	20
5.5	Were in-language materials effectively created by the regions and disseminated to target populations?.....	20
5.5.a.	In what languages did the regions create materials and how was the decision made regarding what languages to utilize?.....	20
5.5.b.	Were there issues identified with in-language materials created by the regions? If yes, describe.....	21
5.5.c.	What process was established to review the materials created and/or translated by the regions?	21
6.	Related Evaluations, Experiments, and/or Assessments	21
7.	Key Lessons Learned, Conclusions, and Recommendations	22
8.	Acknowledgements	28
9.	References.....	28
	Appendix: Language Capabilities Reported by PDS Regional Staff (April 2010)	31

List of Tables

Table 1: Ten Most Common Activities by K-12 Education Partners in HTC Areas	8
Table 2: Value Added by Regional Partners in HTC Areas	12
Table 3: Spending by Audience and Language	20
Table 4: Regionally Created In-Language Materials Submitted to Virtual Library	21

This page intentionally left blank.

Executive Summary

Founded on the premise that conducting a complete and accurate census is dependent on the involvement of trusted and respected tribal, state and local governments, community groups, and businesses that can persuade and motivate people to respond to the census questionnaire, the 2010 Census Regional Partnership Program took a multi-lingual and multi-cultural approach to community education and outreach, and combined it with local communications, grassroots-style organizing, and special initiatives to promote census participation among Hard-to-Count populations.

More than 257,000 governments, organizations, groups, and businesses partnered with the Census Bureau during the 2010 Census operations. Partners and Partnership Specialists conducted a number of activities and strategic outreach initiatives to reach Hard-to-Count groups, including:

Education Initiatives

More than 30,000 regional education partners conducted census education and outreach activities. The largest education initiative was the Census in Schools program, which created census maps, lesson plans, and other resources for kindergarten, elementary, middle, and high schools. The second largest education initiative was the regionally created Census on Campus program, which became a national model for college and university student outreach.

Complete Count Committees

Complete Count Committees were volunteer groups facilitated and trained by Partnership staff to conduct census education and outreach. Complete Count Committees were established by tribal, state or local governments or by community organizations and typically included a cross section of representatives from government agencies, education, businesses, and community and religious groups.

Recommendation for the 2020 Census would be to start the Complete Count Committee program as early as three years before Census Day so that census education and outreach can be planned into budgets.

Faith-Based Outreach

The objective of faith-based outreach was to provide faith leaders materials to conduct census education and outreach with their congregations and among Hard-to-Count populations. Faith leaders are also trusted voices and gatekeepers of Hard-to-Count populations. Often non-English speaking and new immigrants find food, clothing and other services from faith-based organizations. A total of more than 34,000 places of worship and faith-based groups partnered with the Census Bureau during the 2010 Census campaign; most were in Hard-to-Count areas.

Recommendation for the 2020 Census would be to start as early as two years before Census Day.

Foreign-Born/Immigrant Outreach

The goal of the 2010 Census Foreign Born/Immigrant Outreach Program was to promote census participation among non-English speakers, recent immigrants, refugees and unauthorized residents. The Census Bureau partnered with organizations that worked with immigrant populations specifically with migrant and seasonal farm workers to conduct census education

and outreach with this Hard-To-Count population. The Census Bureau also partnered with more than 250 embassies and consulates to promote the 2010 Census.

March to the Mailbox

March to the Mailbox was an unprecedented mobilization of thousands of partners and volunteers participating in events such as rallies, community walks and parades.

Recommendation for 2020 Census is to hold March to the Mailbox when it will have the biggest impact to potentially reduce the Nonresponse Followup workload.

New Outreach Initiatives to Special Populations

During the 2010 Census operations new initiatives were launched to conduct census education and outreach with individuals with disabilities and lesbian, gay, bisexual and transgender populations.

Portrait of America Road Tour

Twelve regional vehicles joined one national vehicle making Road Tour stops around the country at local fairs, festivals, and community events.

American Indian and Alaskan Native Program

Federally recognized tribes partnered with the Census Bureau to conduct 2010 Census education and outreach. American Indian and Alaska Native Complete Count Committees also organized and promoted census participation on tribal lands and urban American Indian and Alaska Native populations.

Recommendations for the 2020 Census are to continue the Tribal Liaison program so that there is an official communication protocol for other surveys such as the American Community Survey; consult with tribal governments before the census form is finalized so that American Indian and Alaska Native representatives can provide input into the wording of questions and to provide training on census data for American Indian and Alaska Native populations; and provide cultural awareness and protocol training for all census field staff.

1. Introduction

1.1 Scope

The Regional Partnership Program worked as a component of the 2010 Census Integrated Communications Program (ICP), implementing strategic outreach initiatives in Hard-to-Count (HTC) areas. This assessment will record from the regional partnership perspective, the 2010 Census education and outreach and impressions of paid advertising and promotional materials produced within the ICP. This will conclude with lessons learned and specific recommendations for improving the Regional Partnership Program in forthcoming intercensal years and in the 2020 Census operations, as well as offer overall conclusions about the program and its function within the ICP. This assessment does not examine the Regional Partnership Program in terms of its outreach efforts to specific racial or ethnic populations.

The aim of this assessment is to describe the various efforts that the ICP engaged in during the 2010 Census and the outputs that resulted from this work. Analyzing, interpreting, and synthesizing the effectiveness of the ICP is beyond the scope of this study.

1.2 Intended Audience

This assessment is intended for Census Bureau managers, staff, and associated contractors responsible for designing, implementing, assessing, and evaluating the ICP; for evaluators and assessors outside the Census Bureau who are examining the ICP; and for Census Bureau managers, staff, and associated contractors responsible for creating and implementing intercensal and 2020 Census partnership strategies.

2. Background

2.1 Census 2000

In response to decreasing mail response rates (down from 87 percent in Census 1970 to 74 percent in Census 1990), the Census Bureau implemented a number of changes in its design and operations for Census 2000, including placing a heightened emphasis on public education and outreach, an effort organized under the newly created Partnership and Marketing Program (PMP). The purpose of the PMP was to increase census awareness, promote positive attitudes about the census, and to improve mail response rates. (Mail returned census forms typically are more accurate and less expensive than enumerator-completed forms.) The PMP placed a specific focus for improving mail response among HTC populations and included the Census Bureau's first-ever paid advertising campaign as well as promotional and special events, media relations, direct mail, and the Partnership Program.

The Census 2000 Partnership Program was based on the rationale that conducting a complete and accurate census is dependent on the involvement of trusted and respected tribal, state and local governments, community groups, and businesses that can persuade and motivate people to respond to the questionnaire. More than 140,000 national and local organizations partnered with the Census Bureau during Census 2000 operations. Partners and Partnership Specialists distributed written promotional materials and promotional items, organized activities, and

supported operations such as identifying and providing sites for Be Counted/Questionnaire Assistance Centers (BC/QAC) and enumerator testing and training. From October 1997, when the first partnership positions were filled, through September 2000, the Census Bureau spent approximately \$142.9 million dollars on the Partnership Program, which was approximately 2 percent of the estimated \$6.5 billion dollars allocated for the census. At its peak, the program was staffed with 594 full-time positions (more than triple the 181 Partnership positions during Census 1990).

Census 2000 ended with a mail return rate of 74 percent, which marked a break in the downward trend of mail returns, and by most measures the PMP was a success. An evaluation by the National Opinion Research Center found that the PMP significantly increased census public awareness. The U.S. General Accounting Office's (GAO) review of the PMP found that the Partnership Program benefited Census 2000 efforts and that central activities such as recruiting census workers would have been less successful without partnership efforts.

The PMP Evaluation and the GAO reports also noted shortcomings in the PMP. The PMP Evaluation found that the PMP achieved mixed results in terms of positively affecting the likelihood of census participation, and that the PMP had no effect on the odds of mail return for some ethnic and racial groups. The PMP Evaluation also found that the PMP was less effective for non-English speakers than English speakers and less effective for younger adults rather than older ones. The GAO review noted that the Partnership Program needed improved partner activity recording, monitoring and analyzing. The Census Bureau's Contact Profile Usage Management System used to record and keep track of partner information additionally was slow, had no or little real-time data, and resulted in inefficiencies and confusion among staff.

Both the PMP Evaluation and the GAO reports concluded that public education and outreach efforts should continue in the 2010 Census operations. The PMP Evaluation also proposed several marketing-related recommendations, and the GAO identified three best practices for the partnership program:

- Provide partners with timely and adequate information for how they can support the census,
- Maintain open channels of communication with partners, mostly through Partnership Specialists,
- Encourage partners to start planning census activities early.

2.2 2010 Census

During the 2010 Census operations, the Census Bureau launched an expanded marketing and partnership campaign as part of the ICP. The goals of the ICP were to improve the mail response rate, improve enumerator cooperation, and improve the overall accuracy and reduce the differential undercount in the census. ICP planners used a segmented, eight-cluster model of the U.S. population created with tract-level mail response data and demographic, housing, and socioeconomic characteristics to guide communication strategy. The number of program components grew from the Census 2000 PMP's five to eleven in the ICP.

Development and implementation of the ICP was led by global marketing firm DraftFCB and subcontractor advertising agencies, many of which specialized in racial and ethnic audience communications, in an effort to improve census education outreach to ethnic and racial groups

and non-English speakers. Subcontracted agencies with extensive experience in social marketing as well as in reaching racial and ethnic groups:

- Allied Media Corporation - Russian, Polish, Ukrainian, Armenian, Farsi and Arabic audiences
- d expósito & Partners - Hispanic audiences
- IW Group - Asian audiences
- GlobalHue - Black and Haitian Creole audiences
- GlobalHue Latino - Hispanic and Portuguese audiences
- G&G Advertising - American Indian, Alaska Native, Native Hawaiian and Pacific Islander audiences
- DraftFCB Puerto Rico - Audiences in Puerto Rico
- Jack Morton Worldwide - Events and promotional items
- PLUM Agency - Greek, with contributions to Black and Diverse mass audience
- Initiative Media - Advertising purchasing
- Scholastic, Inc. - Education programs
- MarCom Group, Inc. - Recruitment advertising
- Weber Shandwick - Public relations
- Witeck-Combs Communications - Lesbian, Gay, Bisexual and Transgender audiences

Regional Partnership Program

The original staffing allocation for the 2010 Regional Partnership Program was 680 staff. The planned staffing allocation for the 2010 Census was very comparable to the allocation for Census 2000. In FY 2009, the program expanded significantly, with approximately 3,000 census employees working in the partnership program in FY 2009 and 3,800 in FY 2010. The partnership program spent about 300 million dollars in FY 2009 and 2010, of the more than 8 billion dollars total spent on the decennial census in those years. Funds in 2009 from the American Recovery and Reinvestment Act (ARRA) added 3,000 Partnership Assistants that brought additional foreign language skills and significantly expanded the Regional Partnership Program's outreach to linguistically isolated communities by raising the number of languages other than English that staff could speak, read, or write to 145 languages. The program used a multi-lingual and multi-cultural approach to community education and motivation combined with local communications, grassroots-style organizing, and special initiatives to reach HTC populations. During the 2010 Census campaign, approximately 257,000 organizations partnered with the Census Bureau and used their influence to educate and motivate individuals who likely would not have completed the census form. Partners also hosted BC/QAC sites in areas with large HTC populations.

Regional Partnership Specialists helped form Complete Count Committees (CCCs), supported staff recruitment efforts, and spearheaded the Partner Support Program (PSP). The PSP was designed to assist local partners in their 2010 Census outreach efforts by providing needed resources for partners to acquire promotional materials and services. Regional partnership also implemented a program to conduct census education and outreach with American Indian and Alaska Native (AIAN) populations.

Partnership Specialists conducted a number of strategic outreach initiatives with partners:

- Census on Campus
- CCCs
- Faith-based outreach
- March to the Mailbox
- Outreach to foreign-born/immigrant populations
- Outreach to individuals with disabilities
- Outreach to lesbian, gay, bisexual and transgender populations
- Securing free space for training sites
- Thank You Campaign

The Regional Partnership Program also supported four ICP programs:

1. **Census In Schools** – Regional partnership staff encouraged schools in their areas to use the Census in Schools (CIS) materials developed for them and to plan at least one Census Week activity or event. Regional Partnership Program staff also encouraged other ways to promote the census with students and school staff and provided support for schools that engaged in Census in School activities.
2. **Mail Response Rate/Take 10 Program** – Regional partnership staff worked with municipalities to encourage local officials to help increase response rates, engage in healthy competition between neighboring communities for higher response rates, and promote the Take 10 Website for communities to track their response rates.
3. **National Partnership Program** – Regional partnership staff supported the National Partnership Program by developing national Partnerships with organizations and corporations located in their regions. Regional Partnership Program staff attended and exhibited at national conferences, informed attendees about the importance of the census and what the data would mean to their communities, and conducted census workshops with members of these national organizations. Staff also developed Partnerships with national corporations that resulted in the creation of promotional materials.
4. **Portrait of America Road Tour** – The National 2010 Census Portrait of America Tour utilized 12 regional vehicles and one national vehicle to raise awareness of and increase mail-back participation throughout each of the 12 Regional Census Offices (ROs) from January 2010 through April 2010. In addition to the National Tour, the Los Angeles and Denver regions planned and implemented Road Tours for AIAN populations and the Los Angeles and Boston regions designed, developed, and implemented Road Tours for Hawaii and Puerto Rico, respectively. The regional Road Tours reached towns and cities, American Indian reservations, and colonias to engage HTC populations in a variety of events.

3. Methodology

3.1 Methods

This assessment will utilize debriefing reports from regional and headquarter programs, reports from the Integrated Partner Contact Database (IPCD), assessments and lessons learned reports from other Census Bureau departments as well as regionally collected input from partners.

3.2 Questions to be Answered

1. Did partnerships working with the Regional Partnership Program comprehensively reach into the hard-to-count areas?
 - a. What partners reached into the hard-to-count areas? What were the primary activities engaged in by partners in the hard-to-count areas? Should there have been more, less, or different kinds of activities to engage these populations?
 - b. Were there hard-to-count areas where the program did not engage partners?
 - c. Were there hard-to-count areas that were saturated? Not saturated? Why?
 - d. What value-added, if any, did these partners provide to engage these hard-to count communities?
 - e. Did regional partnership staff have the necessary tools to effectively engage the hard-to-count communities to participate in the 2010 Census?
 - f. Was effective support provided to communicate the messages to the general public and to the media?
2. What mechanisms (regional and national) were provided to strengthen relationships between the Census Bureau, federally-recognized, state-recognized, and unrecognized tribal governments, urban and rural American Indian populations, and Alaska Native populations? Did these strategies work in improving the mail response rate?
 - a. What outreach strategies did the regions implement to engage the federally recognized tribes, state-recognized tribes, unrecognized tribes, and urban and rural American Indian populations in the 2010 Census?
 - b. Were there challenges in implementing these strategies? If so, what were they, and how were the challenges addressed?
 - c. Were there adequate informational and promotional materials provided by the contractor to use during the outreach to the American Indian and Alaska Native (AIAN) populations? Were these materials relevant to these populations? How was this measured?
3. Were promotional materials for the Regional Partnership Program appropriate and delivered in a timely manner?
 - a. Was the overall message of the 2010 Census campaign receptive in the regions, by partners, and the general public?
 - b. Did the in-language materials created reach the targeted groups in the regions? If not, why not?
 - c. Were promotional, printed, and collateral materials received in the regions in a timely manner to adequately distribute them for events and operations? If not, what did the region(s) do for materials?
 - d. Were there targeted groups for which the regions did not receive adequate materials? Who were these groups? Were the regions able to create materials in a timely manner for these groups? How were they created?
4. Was paid advertising an effective tool for the Regional Partnership Program to reach HTC areas?
 - a. Did Regional Partnership staff feel the paid advertising campaign was informative and reached HTC populations? Were there shortcomings with the paid advertising campaign?
 - b. Were the ads released too early, timely, or too late?
5. Were in-language materials effectively created by the regions and disseminated to target populations?

- a. In what languages did the regions create materials and how was the decision made regarding what languages to utilize?
- b. Were there issues identified with in-language materials created by the regions? If yes, describe.
- c. What process was established to review the materials created and/or translated by the regions?

4. Limitations

The effects of the Regional Partnership Program are hard to quantify and isolate into direct, attributable participation results. Over time, many efforts have been made to make such correlations, with mixed success. Therefore, this assessment at its barest level is designed as a mechanism to express the outcomes of measurable items such as the activities undertaken, rough inferences of impressions generated, quantitative data from the IPCD, number of partnerships made, 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 Regional Partnership Program.

5. Results

5.1 Did partners working with the Regional Partnership Program comprehensively reach into the hard-to-count areas?

Partners organized a broad variety of activities in an effort to best fit each HTC population with whom they conducted education and outreach. While there was not a need to necessarily conduct more activities, during the regional debriefing sessions there was general agreement that planning and census outreach should begin sooner, and in the case of some initiatives as early as three years before Census Day.

- a. **What partners reached into the hard-to-count areas? What were the primary activities engaged in by partners in the hard-to-count areas? Should there have been more, less or different kinds of activities to engage the populations?**

Partners in HTC Areas

Nearly all of the approximately 257,000 2010 Census partners were regional partners, and more than two-thirds of regional partners were in HTC areas. The most frequent partners in HTC areas were businesses, which comprised one-third of all partners. Other common partners were non-profit groups, faith-based organizations, government agencies, and education organizations. Types of regional partners in HTC areas ranked by number:

1. Business – 82,520
2. Government – 37,470
3. Faith-Based – 34,016
4. Non-Profit (non-faith based) – 33,737
5. Education – 32,269
6. Library – 11,285

7. Healthcare – 5,966
8. Service-Based – 5,865
9. Media – 5,430
10. Association – 4,825
11. Union – 654
12. Foundation – 670
13. Embassy/Consulate – 389
14. Congressional Office – 214
15. SDC/CIC/BIDC – 144
16. Chamber of Commerce – 104

Partners in HTC areas together conducted 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.

Strategic Outreach Initiatives and ICP Support

Many Partners were involved in a number of grass-roots-style strategic outreach initiatives whose purposes were to penetrate HTC populations. The largest of these initiatives were:

1. CCC program
2. Education initiatives
3. Faith-based outreach
4. March to the Mailbox initiative
5. Outreach to foreign-born and immigrant populations
6. Outreach to individuals with disabilities
7. Outreach to lesbian, gay, bisexual, and transgender populations

1. Complete Count Committee Program

CCCs were volunteer groups of partners who organized outreach within an individual jurisdiction or among a specific population. CCCs had established neighbor-to-neighbor channels of communication, networks of local relationships, familiarity with HTC areas, and in some cases financial resources to allocate to census education and outreach. A typical CCC included a cross section of representatives from government agencies, education, businesses, and community and religious groups. The majority of the CCCs formed in 2010 Census operations were headed by a government agency. CCC activities included:

- Assisting to recruit job applicants
- Finding job testing and training space
- Creating 2010 Census items and written materials
- Organizing town halls or other meetings about the 2010 Census
- Serving as media spokesmen and spokeswomen
- Translating written materials into needed languages
- Working with school officials on the Census on Campus Initiative to create and implement campus outreach plans

CCC's were fully autonomous and were developed, organized and managed solely by 2010 Census Partners. CCC's also helped implement ICP programs such as CIS, March to the Mailbox, and Portrait of America Road Tour stops.

CCC's began forming in 2008, and training materials were produced in August 2009. Due to the independent structure of CCC's, no detailed CCC records were kept, which makes it difficult to fully assess the program's outreach with HTC populations. Most CCC's were recorded as partner activities in the IPCD, and there is no record of CCC information such as size, members, or location. In addition, few planning, strategy, or debriefing documents were collected from CCC's.

2. Education Initiatives

Because educational institutions offer some of the most structured and trustworthy environments for conducting census education and outreach, the Regional Partnership Program made substantial efforts to penetrate HTC populations with education partners and initiatives. More than 30,000 grade schools, school districts, colleges and universities, and education groups and organizations partnered with the Census Bureau during the 2010 Census were in HTC areas. The largest education initiative was the CIS, which produced materials for students in kindergarten through twelfth grade (K-12).

Census in Schools Program

The purpose of CIS was to educate students in kindergarten through twelfth grade about the census, with a special emphasis on students in schools with high concentrations of HTC populations. More than 20,000 kindergarten, elementary, middle and high schools in HTC areas partnered with the Census Bureau. These partners together conducted a number of census activities; the most common activities were using or distributing educational and other printed materials and encouraging census participation.

Table 1: Ten Most Common Activities by K-12 Education Partners in HTC Areas

1. Used or distributed educational materials
2. Displayed or distributed printed materials
3. Encouraged employee and/or constituents census participation
4. Other activities
5. Used drop-in articles, messages, and/or logos
6. Put 2010 Census on meeting agenda
7. Provided BC/QAC space
8. Provided speaking opportunities/exhibit space
9. Appointed a census liaison
10. Identified job applicants and/or assisted in recruiting

Source: IPCD

Census on Campus Initiative

The second most popular education initiative was the regionally created Census on Campus initiative. To reach the highly mobile student population, which historically has been

undercounted, Partnership Specialists in the Census Bureau's Boston RO created an education and outreach campaign for their area's one million college and university students called Census on Campus. The program launched in March 2009, and letters were sent to the area's college and university presidents to inform them about the initiative and to request a campus census liaison representing the partner organization be identified. Liaisons were instrumental for facilitating communications between school officials and census staff, conducting on-campus outreach, and helping enumerators to access residences. The Boston RO Partnership Specialist created college and university student promotional materials and items (a Campus Toolkit also was produced separately by DraftFCB) and developed a prototype for a Census on Campus webpage, which was added to the 2010 Census website. Census on Campus liaisons performed the following activities:

- Formed campus CCCs of students and school administrators
- Established partnerships with fraternities, sororities and other collegiate groups such as Historically Black Colleges and Universities, the Hispanic Association of Colleges and Universities and the American Indian High Education Consortium
- Participated in March to the Mailbox events
- Brought together resident assistants and other student leaders from area schools at Census on Campus summits, where partnership staff reviewed the census questionnaire with students, explained how to apply for enumerator jobs, and helped students create campus outreach plans
- Helped organized Portrait of America Road Tour stops at colleges and universities
- Promoted the 2010 Census at homecoming and other campus events

3. Faith-Based Outreach

Similar to education institutions, places of worship are some of the most organized and trusted settings to conduct census education and outreach. Communities of faith regularly meet, and faith-based partners were among the most credible and trusted messengers to HTC populations. The purpose of the faith-based outreach initiative was to provide faith-based partners with census messages, written promotional materials and promotional items to conduct census outreach with their congregations and HTC populations. More than 34,000 places of worship and faith-based groups partnered with the Census Bureau in the 2010 Census operations. Most were in HTC areas.

Faith-based partners conducted a number of activities with communities of faith, such as holding faith-based summits, distributing materials at places of worship, and appearing on local religious radio shows.

4. March to the Mailbox Initiative

March to the Mailbox was created in the middle of the 2010 Census campaign and introduced to partners the last week of February – five weeks before Census Day and six weeks before the April 10, 2010 event day.

March to the Mailbox, an unprecedented mobilization of thousands of partners and volunteers, was highly effective for creating excitement about the 2010 Census among partners, CCCs, and the general public. It received the most media coverage of any 2010 Census events, with articles in local and national media outlets. The purpose of the initiative was to increase mail response

rates in low-responding census tracts (specific geographic areas) by organizing high-visibility events such as rallies, community walks and parades on or near April 10, 2010, which was between the end of the mail back campaign and the beginning of Nonresponse Followup operations (the 2010 Census operation where census workers go door to door to collect information from respondents that did not mail in census questionnaires). Partners and CCCs were asked to adopt specific low-responding tracts (specific geographic areas where the rate of residents mailing back census forms is low), organize events and recruit participants and attendees. Promotional items such rally signs, lawn signs, pennants, banners and air horns, created by Census Bureau headquarters staff and sent to each ROs, were widely used by partners.

5. Outreach to Foreign-Born/Immigrant Populations

The purpose of the 2010 Census Foreign-Born/Immigrant Outreach Program was to promote the 2010 Census participation among non-English speakers, recent immigrants, refugees and unauthorized residents. Foreign-born populations historically have been hard to count because they are frequently linguistically or geographically isolated, misinformed about census participation, distrusting of government agencies or in some cases are multiple families living in one housing unit. One area of special emphasis in Foreign-Born/Immigrant Outreach was migrant and seasonal farm workers, many of whom have no permanent residence. More than 25,000 organizations that work with immigrant populations and approximately another 10,000 groups who specifically work with migrant and seasonal farm workers partnered with the Census Bureau to conduct census education and outreach. More than 250 embassies and consulates served as partners and promoted census participation. Partner activities with census included:

- Helping to form CCCs with well-respected leaders from foreign-born and immigrant communities
- Working with employers who hire migrant workers such as agricultural, nursery or landscaping companies to distribute written promotional materials and promotional items
- Posting materials on buses that transported workers to jobsites and at places where day laborers gathered
- Sponsoring lunchtime census presentations at meat packing and cannery facilities;
- Distributing written promotional materials and promotional items at events where foreign-born populations gathered, such as Lunar New Year festivities, soccer matches, and rodeos
- Supporting census outreach at conferences of specialized educators such as Migrant Education, Hispanic Association of Colleges and Universities, Head Start, English as a Second Language programs, and Adult Education.

6. Outreach to Individuals with Disabilities

Although there was no nationally organized program to promote census participation among individuals with disabilities, several census regions created a special initiative to reach this population. The goal of the initiative was to reach a group who might not complete the questionnaire because of misinformation or for reasons related to their disability. A toolkit for individuals with disabilities and their service providers was created and posted on the 2010 Census website. A number of service-based organizations and groups that serve individuals with disabilities partnered with the Census Bureau to conduct census education and outreach. Partners

such as schools for the deaf and blind brought needed experience, expertise and credibility to outreach efforts. They conducted activities such as:

- Distributing written promotional materials to local aging organizations and care facilities
- Distributing Braille questionnaires as requested
- Hiring sign-language interpreters at community events
- Organizing local summits of area groups that serve people with disabilities

7. Outreach to Lesbian, Gay, Bisexual and Transgender Populations

More than 500 Lesbian, Gay, Bisexual and Transgender (LGBT) organizations, groups and businesses in 37 states and the District of Columbia partnered with the Census Bureau to support the 2010 Census operations. These partners created census LGBT promotional materials, organized town halls, promoted census participation at AIDS walks and LGBT Pride festivals, and held workshops at LGBT conferences. A high degree of interregional collaboration culminated in the “All OUT for the Count!” event, a coordinated weekend of census activities in four states in areas with concentrations of LGBT-serving businesses. Working together made for a more robust LGBT effort:

- Flyers created in one region were used in others
- The Los Angeles RO was able to schedule George Takei to participate in the public service announcement launch in New York.
- For the first time a “Portrait of America” video was developed that showed representation for the LGBT population.

b. Were there hard-to-count areas where the program did not engage partners?

Partners and Partnership Specialists organized a broad variety of activities in an effort to best fit each HTC population with whom they conducted education and outreach. While there was not a need to necessarily conduct more activities, during the regional debriefing sessions there was general agreement that planning and census outreach should begin sooner, and in the case of some initiatives as early as three years before Census Day.

There were no reports of HTC populations not being engaged at all, although based on debriefing reports more outreach could have been done.

c. Were there hard-to-count areas that were saturated? Not saturated? Why?

There were no reports of any HTC population being saturated.

d. What value-added, if any, did these partners provide to engage these hard-to-count communities?

Regional partners in HTC areas provided about 97.4 million dollars in value-added to the 2010 Census. See Table 2 below. Space for BC/QAC sites as well as for job testing and training were among the most common contributions partners made.

Regional partnership specialist input partner commitment activities that contained value-added cost into the IPCD. Value-added contributions are any products or services provided by the partner that benefits the Census Bureau free of charge. The IPCD contains a default dollar cost

formula which automatically calculated certain dollar values based on the amount or number put in for certain activities. These dollar values are determined by appropriate local rates.

Table 2: Value Added by Regional Partners in HTC Areas

2010 Census Activity	Value
Provide BC/QAC space	\$85,215,259
Other	\$3,033,695
Provide testing space	\$2,665,763
Provide training space	\$1,724,005
Display/distribute printed materials	\$767,612
Provide speaking opportunities/exhibit space	\$552,145
Use/distribute educational materials	\$545,157
Encourage employee/constituents participation	\$492,125
Use drop in articles/messages/logos	\$332,535
Serve on CCC	\$225,170
Form/Host CCC	\$223,275
Identify job applicants/assist recruiting	\$219,595
Allow census to post organization's name on census website	\$218,115
Use/distribute faith-based materials	\$155,710
Issue public endorsement	\$153,755
Link to census website from organization's website	\$151,875
Volunteer/participate in census events	\$86,340
Highlight key operational events in publications	\$81,647
Sponsor a census event	\$74,285
Provide speakers/participate in speaker bureau	\$73,555
Put 2010 Census on agenda	\$72,210
Engage local and regional chapters	\$68,475
Participate in partnership kick-off meetings	\$58,540
Appoint Liaison	\$50,300
Host meetings	\$38,570
Provide translator/translation services	\$32,535
Translate materials	\$28,700
Provide volunteers	\$18,250
Air or run census promotions	\$17,735
Use/distribute press releases	\$7,460
Provide list of shelters/soup kitchens	\$6,750
Total	\$97,391,143

Source: IPCD

e. Did regional partnership staff have the necessary tools to effectively engage the hard-to-count communities to participate in the 2010 Census?

The regional partnership staff had the necessary tools to effectively engage the hard-to-count communities to participate in the 2010 Census. The most common tools were:

- Promotional materials in different languages, targeted to various cultures
- Census Road Tour which took the census information to hard-to-count neighborhoods
- Partner Support Program which provided support to partners working within hard-to-count areas and communities
- BC/QACs in hard-to-count communities were established to provide assistance in filling out the census form
- 2010 Census website where partners could obtain information on census and download census materials

f. Was effective support provided to communicate the messages to the general public and to the media?

Effective support was provided to regional partnership staff to communicate with the general public and media. Regional Media Specialists conducted a tremendous amount of outreach activities with local media outlets and publications to generate stories about the 2010 Census. Media Specialists customized messaging and tailored communications approaches for the local market. Census in Schools, March to the Mailbox, the national advertising campaign, Portrait of America Road Tour, and Take 10 Program were the most successful initiatives at generating earned media. Partnership staff, based on their work with partners, said that these programs were easy to localize and were visually appealing, especially for broadcast outlets.

5.2 What mechanisms (regional and national) were used to strengthen relationships between the Census Bureau and federally recognized, state-recognized, and unrecognized tribal governments, urban and rural American Indian populations, and Alaska Native populations? Did these strategies work to improve the mail response rate?

Mechanisms

A component of the Regional Partnership Program was the AIAN Program. Federally recognized tribes partnered to conduct 2010 Census education and outreach, and AIAN CCCs organized and promoted census participation on tribal lands and among urban AIAN populations. Census Bureau staff utilized three mechanisms to strengthen relationships with the AIAN populations:

1. **Tribal Consultations Held in 2007** - The Census Bureau conducted 14 consultation meetings with tribal representatives as a step to improving the ongoing government-to-government relationship with federally recognized tribes. AIAN representatives and Census Bureau headquarters and regional staff, including the Census Director, attended the meetings.
2. **Working Groups Held in 2008** - Census Bureau staff held a similar series of meetings with state-recognized tribes, national and state AIAN organizations, intertribal alliances, and urban Indian centers and organizations to gain input about how to obtain an accurate count of state-recognized tribal members and AIAN populations in the 2010 Census.

3. **Tribal Liaison Program** - Tribal Liaisons played an important role in implementing the tribal and census partnerships in the 2010 Census campaign. Under the Tribal Liaison Program, each federally recognized tribe was asked to appoint one individual from the tribe to serve as the primary point of contact with the Census Bureau. The program was also open to state and unrecognized tribes and AIAN organizations. This was a voluntary position, and each tribe decided the level of time and resources they were able to commit to participating in the program. Working closely with Field Division and partnership staffs, Tribal Liaisons coordinated with tribal government officials, tribal planners and tribal agency staffs. They also helped establish CCCs, recruit census job applicants and assist in enumeration planning.

- a. **What outreach strategies did the regions implement to engage federally recognized, state-recognized tribes, unrecognized tribes, and urban and rural American Indian populations in the 2010 Census?**

Outreach Strategies

Partnership Specialists distributed written promotional materials and promotional items, and some Specialists created an AIAN newsletter for their area. Partnership Specialists participated in and organized a number of AIAN events where they conducted presentations and answered questions from attendees. Regular events included Pow Wows (cultural festivals), conferences and state and county fairs. Partnership staff also organized special events to reach urban AIAN populations, such as regional summits and the “Rock the Count” concert at Los Angeles State Historic Park, which featured AIAN musicians.

Events were also organized by AIAN CCCs, which conducted their own 2010 Census education and outreach on tribal lands and urban areas. There were also several intertribal CCCs; for example in New Mexico 19 Pueblo governments formed a CCC and some members of AIAN groups also held seats on their state’s CCC.

The Los Angeles and Denver RCCs each organized their own Portrait of America Road tour for AIAN tribal lands, in part because many reservations were geographically isolated and difficult to schedule regional Road Tour vehicles. AIAN Road Tour vehicles were popular and made stops at Pow Wows, festivals and other AIAN events where staff distributed promotional items and answered 2010 Census questions. AIAN Road Tour vehicles were specially wrapped with artwork and logos appealing to the AIAN population.

- b. **Were there challenges in implementing these strategies? If so, what were they and how were the challenges addressed?**

The greatest challenge in the AIAN program was countering the historic mistrust of government. Six tribes, most of which have refused access to the Census Bureau for more than 50 years, continued to bar enumerators in the 2010 Census operations. Another significant challenge was addressing damage done to census-tribal relations when Census Bureau staff failed to follow protocol for engaging tribal governments. Several cases were reported of census operations staff driving onto tribal reservations without first obtaining approval from the tribal government or directly contacting tribal governments instead of contacting the Tribal Liaison. In one instance a Local Census Office staff member entered a reservation without permission during a religious ceremony, and the Regional Director had to personally apologize to the tribal leaders.

Another challenge was being unable to hire local enumerators and other operations staff because applicants did not pass the written application test or background check. As a result some tribal groups felt that they were overpromised on the number of 2010 Census jobs that would be filled by AIAN individuals, which in some cases damaged census-tribal relations.

Changing tribal leadership and liaisons was another challenge. When tribal leadership or liaisons changed it resulted in the need to re-establish relationships and previously agreed-to commitments between partnership staff and the tribe as well as the need to train the new Tribal Liaison.

c. Were there adequate informational and promotional materials provided by the contractor to use during the outreach to the American Indian and Alaska Native (AIAN) populations? Were these materials relevant to these populations? How was this measured?

There were adequate informational and promotional materials provide by the contractor to use during outreach to AIAN populations. The AIAN Toolkit comprised a fact sheet, sample public service announcement script, 18-month planning calendar, sample website and newsletter copy. Flyers and other materials were posted on the 2010 Census website as well as printed and distributed to 2010 Census AIAN Partners. AIAN materials had their own census logo featuring two feathers curved together in a circle. The national census message “We can’t move forward until you mail it back” (which was used on promotional materials as well as in paid advertising) caused confusion on most tribal lands because these areas were Update/Enumerate areas where enumerators collected responses in person by going door-to-door and conducting interviews. G+G Advertising, the AIAN subcontractor working with DraftFCB on the 2010 Census Communications Campaign, created a more positive and relevant version of the message: “We Move Forward When We Participate.” AIAN posters, which featured intense close-up photographs of elders’ faces, were highly unpopular among census staff and partners. ROs received many reports that AIAN partners did not want these posters. Urban AIAN groups took issue with the fact that the majority of the posters depicted tribal lands and wanted more progressive posters.

Because of the great diversity of the AIAN population nearly all partnership staff preferred to create materials for recruiting and for 2010 Census promotion specifically for their area tribes. Regions created a number of promotional items and used images of animals of significance for the tribe. The most notable example of a regionally produced promotional item was a totem pole commissioned by the Seattle RCC that incorporated the 2010 Census “It’s In Our Hands” logo and traveled around the region to events. The totem pole currently resides at the Census Bureau. CCC and Census Partners also used the Partner Support Program to create their own promotional items such as t-shirts, drums, paper fans and created their own census taglines, often in their tribe’s language. The Partner Support Program provided partners the opportunity to obtain resources funded by the Census Bureau to use in specific promotion events within their communities and to design appropriate materials.

5.3 Were promotional materials for the Regional Partnership Program appropriate and delivered in a timely manner?

Messages

Partners and the general public found the main theme of the 2010 Census operations, “It’s In Our Hands,” empowering and encouraging a sense of census ownership. Messages about confidentiality, the slogan “It’s Easy, It’s Important & It’s Safe,” and ubiquitous messages about the benefits of census participation on promotional materials were also popular. However, the message, “We Can’t Move Forward Until You Mail it Back” introduced near Census Day was ill-timed; by March 2010 HTC populations had become familiar with “It’s In Our Hands,” Partners and Partnership Specialists had grown accustomed to using it, and they disliked replacing the message at the peak of partnership activities. “We Can’t Move Forward Until You Mail it Back” also led to confusion among HTC populations in Update/Enumerate areas that do not receive questionnaires in the mail, which includes most American Indian tribal lands, and it was difficult to translate this slogan into non-English languages. Another message introduced near Census Day, “10 Questions, 10 Minutes” led to confusion in Group Quarters, such as college dormitories, whose census forms have seven questions. The message introduced during Nonresponse Followup operations, “Open Your Door to the Census,” was also unpopular because it implied that enumerators would enter individuals’ homes.

Fact Sheets and Posters

The ICP produced 288 unique items in 28 languages to support the Awareness (January through February 2010) and Motivation (March through April 2010) phases of census education and outreach. Partnership Specialists gave the highest marks for the “How People are Counted Brochure” because it was highly informative, well designed, and could be used with a number of audiences. However, Partnership Specialists expressed a number of concerns with fact sheets and posters.

Two-page fact sheets, which provided general census information and answers to frequently asked questions, were created for dozens of individual racial and ethnic audiences and types of census partners. Fact sheets varied in design, but written content was nearly identical. A better balance was needed between the need to be inclusive of different audiences and the practicality of conducting outreach; a fewer variety of fact sheets created for broader audience segments would have been more widely utilized. The 8 ½ by 11 inch size of fact sheets made them best suited for distribution in formal environments, such as presentations, but they were too large for use in less formal activities, such as festivals, because they have to be folded and tucked in a pocket or bag. However, the most significant criticism of fact sheets was that they were not written at the appropriate reading levels (in both English and non-English languages) and lacked pictures to be an appropriate tool for outreach with HTC populations.

Overall, posters made a strong visual impact and served as conversation starters. However, most posters focused on creating census awareness and did little to inform audiences about the benefits of participating, how to fill out the form, or about the questions on the form. A small number of posters featured images so distasteful that they largely went undistributed. The most-noted example was a poster featuring an African American child’s head and hair as the zero in the number 10. Posters were too large for many ethnic and specialty grocery stores, which typically have limited wall and window space but are important census partners because HTC populations regularly visit them.

a. Was the overall message of the 2010 Census campaign effective in the Regional Partnership Program, for Partners, and for the general public?

The overall message of the 2010 Census campaign was effective in the Regional Partnership Program for partners and for the general public.

b. Did in-language materials created reach the targeted groups in the regions? If not, why not?

Most in-language materials produced by the ICP reached HTC populations. However, the timetable for materials development and production as well as issues with distribution and storage resulted in many in-language materials being underutilized or going undistributed at the conclusion of the 2010 Census operations.

Timeline for Development

Largely because of the census funding cycle, development of education and outreach materials did not begin until two years before Census Day, which was too late in the decade to provide materials for the start of Regional Partnership Program activities. Stateside Spanish language materials were sent to RCCs in early 2009, but when the majority of in-language materials arrived in late 2009 and early 2010, a great number of annual events, cultural festivals and conferences that occur in the summer and fall had already passed. The American Recovery and Reinvestment Act (ARRA) funding in 2009 resulted in doubling the number of languages of in-language materials from 14 to 28; however, those materials also arrived in the advance stages of census operations.

Distribution and Storage

Problems with distribution and storage also limited the reach of in-language materials. Materials were shipped based on Census 2000 data, but in some areas the racial and ethnic makeup and languages spoken by the local population had dramatically changed and materials available did not match local needs. There was also an overall shortage of Spanish-language resources. Too many in-language materials were printed, and they arrived in overwhelming quantities, causing a number of challenges in storage and distribution, and on some occasions Partnership Specialists in the field were unaware of what resources were available in the RCC. These problems coupled with their delivery late in census operations resulted in a large number of in-language materials going unused. Of the 118.7 million units of materials produced by the ICP and Partnership and Data Services Program (PDSP), 11.4 million units went undistributed; of those 80 percent were in-language materials.

c. Were promotional, printed, and collateral materials received in the regions in a timely manner to adequately distribute them for events and operations? If not, what did the region(s) do for materials?

The majority of materials sent to RCCs was distributed; however they would have been more effectively utilized if they had they been available beginning in 2008 when Partnership Specialists were hired. Beginning materials production and development so late in the decade

additionally left little to no room for unexpected delays, such as weather-related delays, and frequently resulted in too short a time frame for collaborative review of materials among regional partnership staff, other census divisions, and contractors. To fill their need for promotional materials, Partnership Specialists modified resources from Census 2000 operations as well as created original materials, including a large number of creative and popular in-language materials. (In-language promotional materials are reviewed in more detail in Section 5.5.)

d. Were there targeted groups for which the regions did not receive adequate materials? Who were these groups? Were the regions able to create materials in a timely manner for these groups? How were they created?

Partnership Specialists created written promotional materials for a number of HTC populations. Census Bureau headquarters and Boston regional staff translated materials to be used in Puerto Rico because originally no materials were produced by the ICP. The Toolkit for Reaching Immigrants was only produced in English, but New York regional staff translated it into Spanish and shared it with other ROs. None or few materials additionally were produced for a number of special populations and geographically isolated groups:

- No materials were created specifically for rural populations, who respond to different images and messages than urban populations;
- Lesbian, gay, bisexual, and transgender populations were not included in the original census outreach planning, and materials for that population were not produced until February 2010; and
- While materials were created for Partners who worked with seasonal and migrant farm workers, no materials were created for farm workers themselves.

5.4 Was paid advertising an effective tool for the Regional Partnership Program to reach HTC areas?

a. Did Regional Partnership staff feel the paid advertising campaign was informative and reached HTC populations? Were there shortcomings with the paid advertising campaign?

Partnership Specialists said the extensive paid advertising campaign was seen and heard by many HTC populations. However, it is unclear how paid advertising affected their census participation, in part because HTC populations are not readily persuaded by mass market media, and in part because advertising primarily built brand awareness rather than educated audiences.

Advertising Campaign

HTC populations have a unique set of characteristics, such as linguistic and geographic isolation, which make them harder to reach than other audiences. (Planning Database Paper, 2007). These populations cluster in the Unaware and Unacquainted mindsets developed from the Census Barriers, Attitudes, and Motivators Survey (CBAMS) and are often misinformed about census participation and are less trustful of the government. (CBAMS Analytical Report Final, 2009). Furthermore, by linking results from Audience Segmentation research and Simmons media usage data, we found that rather than mass-market media, these groups benefit more from targeted media such as in-language newspaper and local out of home advertising. (2010 ICC

Plan Final, 2008). Advertising was purchased in 28 languages in all 210 U.S. media markets. Of the 167 million dollars spent on advertising, 50 percent was allocated towards reaching diverse mass markets.

The overall advertising campaign stressed building census awareness and, similar to census posters, spent less time educating audiences about how to fill out the census form, questions on the form, the benefits of participating, or potential consequences for undercounted communities. (Written promotional materials are reviewed in more detail in Section 5.3). The Christopher Guest-directed Super Bowl XXIV commercial in particular was a significant missed opportunity to educate a large and captive audience about the census due to the negative public reaction to the commercial. The Super Bowl raised awareness, but the Census Bureau had to respond to concerns about the cost of the ad and why that particular advertising channel was being used. Also absent from paid advertisements were trusted and influential figures from HTC groups serving as census spokesperson, although a number of them did appear in 2010 Census public service announcements. Advertisements additionally did not address census enumeration operations other than the Mail Out/Mail Back operation.

Media Buy

Another shortcoming of the paid advertising campaign was the national media buy, which only superficially penetrated some local ethnic media markets because small but important community outlets were excluded. Media Specialists were regularly asked about the media buy, and on many occasions, exclusion of these small but influential outlets resulted in damaged relations. Radio advertisements were purchased based on Arbitron ratings, which excluded many smaller media outlets that were influential among HTC populations.

The large amount of purchased advertising by Census Day additionally had begun to generate some significant negative sentiments among the general public. However, as the advertising campaign progressed, Partnership Specialists heard with increasing frequency that the size of the media buy reflected poor stewardship of tax dollars, especially given the state of the national economy.

Table 3: Spending by Audience and Language

Audience	Amount
English-Speaking Audiences	
Diverse Mass	81.6 million dollars
American Indian and Alaskan Native	4.1 million dollars
Native Hawaiian and Pacific Islander	1.1 million dollars
African American	28.4 million dollars
Spanish-Speaking Audiences	
Hispanic	32.6 million dollars
Puerto Rico	2.4 million dollars
Legacy Languages : French, German, Greek, Italian, Portuguese and Yiddish	600,000 thousand dollars
Asian Audiences: Bangladeshi, Cambodian, Chinese, Indian, Hmong, Japanese, Korean, Laotian, Pakistani, Filipino, Thai and Vietnamese	14.2 million dollars
Emerging Audiences: Arabic, Farsi, Polish, Russian and Ukrainian	1.9 million dollars

Source: ICP Budget Chart 3-17-11_final.xlsx

b. Were the advertisements released too early, timely or too late?

Some of the advertisements targeting specific populations should have been released earlier. However overall, the timing of the paid advertising campaign was appropriate.

5.5 Were in-language materials effectively created by the regions and disseminated to target populations?

Regional Partnership Program staff possessed skills in 145 non-English languages and created a wide variety of in-language promotional materials for census education and outreach among HTC populations. Materials were created in large part because few ICP in-language materials were available for the majority of partnership and outreach activities. Partnership Specialists’ experience working with local HTC populations resulted in popular and effective outreach materials.

a. In what languages did the regions create materials and how was the decision made regarding what languages to utilize?

In-Language Materials

As part of the ICP, written promotional materials were produced in 28 languages. However, because material development and production did not begin until three years before Census Day, few in-language materials were available when Regional Partnership Program activities began in 2008. To fill their need for education and outreach materials, Partnership Specialists revised some Census 2000 resources and created a number of creative and popular in-language written promotional materials and promotional items. A virtual library was created for regional staff to share housed resources and store recorded voiceovers for the “It’s Easy” video series, which provided step-by-step instructions for filling out the census form.

Table 4: Regionally Created In-Language Materials Submitted to Virtual Library

Albanian	Brazilian	Haitian	Japanese	Polish	Samoan	Thai
Amharic	Chinese	Hmong	Karen	Portuguese	Somali	Tigringa
Arabic	Creole	Ilocano	Korean	Punjabi	Spanish	Tongan
Bengali	French	Italian	Ormo	Russian	Tagalog	Vietnamese

Source: Partnership and Data Services Branch Virtual Library

The decisions regarding what languages to utilize were made based on requests from some partners and Partnership Specialists requesting materials to assist with their efforts to reach a specific population.

b. Were there issues identified with in-language materials created by the regions? If yes, describe.

While no issues were reported in the content and design of regionally produced materials, one flaw in the program was little knowledge and use of the virtual library for regional staff to share regionally created materials. The library was housed on the Census Bureau’s Field Division Portal, which could only be accessed at the RCCs and was unavailable to the approximately two-thirds of partnership staff who worked in the field.

A related challenge was that regional partnership staff, and in some cases partners, were frequently needed to review Language Assistance Guides and Telephone Assistance Questionnaire cards produced by the Census Bureau’s Decennial Management Division to ensure they were correctly translated and were culturally appropriate. The challenge was determining the appropriate staff and being able to get it done in the required time-frame. In some instances the regional staff identified and requested assistance from partners which was equally as challenging.

c. What process was established to review the materials created and/or translated by the regions?

Review of in-language materials for appropriateness and correct translation varied by region and did not require Census Bureau headquarters’ approval. Regional partnership specialists created materials in consultation with supervisors, but there was no established process.

6. Related Evaluations, Experiments, and/or Assessments

- 2010 Census Integrated Communications Program Evaluation
- 2010 Census ICP assessment reports:
 - 2010 ICP Summary
 - Research
 - Paid Advertising
 - Earned Media and Public Relations
 - Rapid Response
 - 2010 Census Website
 - Portrait of America Road Tour
 - Promotional Materials

- Census in Schools
- National Partnership
- Mail Reponse Rates/Take 10

7. Key Lessons Learned, Conclusions, and Recommendations

The Regional Partnership Program conducted a broad variety of activities in the 2010 Census operations and offers key lessons learned and some recommendations for several of the initiatives and programs it implemented.

Education Initiatives: Census on Campus

Lessons Learned

- Confusion over the “10 questions, 10 minutes” message, which was not relevant to on-campus student housing questionnaires that had just seven questions.

Complete Count Committees

Lessons Learned

- A well-organized CCC is one of the most effective strategies for conducting census education and outreach at the community level. CCC activities need to be recorded; during the 2010 Census CCC activities were recorded under the CCC sponsor’s file.

Recommendations

- Start the CCC program earlier. The letter from the Census Bureau Director to local government agencies and forming and training CCCs should begin as early as three years before Census Day so that census education and outreach can be planned into budgets.

Faith-Based Outreach

Lessons Learned

- Faith-based outreach is effective for engaging a number of different HTC populations because it crosses cultural, racial and socio-economic lines.
- Religious leaders are credible and effective messengers to communicate to HTC populations that it is safe to participate in the census.

Recommendations

- Religious leaders frequently are influential in HTC communities. Partnerships with faith leaders and places of worship should begin as early as two years before Census Day along with outreach to other Partners.
- Promotional materials and promotional items should be available to RCCs when the first Partnership Specialists are hired.

March to the Mailbox

Lessons Learned

- The high amount of public participation and energy from Partners around March to the Mailbox helped to generate more earned media than any other 2010 Census program or event.

Recommendations

- Incorporate March to the Mailbox in 2020 Census plans so that Partnership staff, Partners and Complete Count Committees can plan for it.
- Encourage Partners earlier in the decennial census campaign to adopt and take more ownership of low-responding tracts and plan to participate in March to the Mailbox events in those areas.
- Think about the most strategic time to hold March to the Mailbox. It should be at a time that has the biggest impact to potentially reduce the Nonresponse Followup operation workload.
- Continue organizing Portrait of America Road Tour vehicles to serve as mobile Questionnaire Assistance Centers during March to the Mailbox events.

Outreach to Individuals with Disabilities

Recommendations

- Make outreach to people with disabilities a nationally led program with objectives and strategies. Give regions clear direction, expectations and guidelines for reaching this group.
- Hire Partnership staff with experience and expertise in working with individuals with disabilities.
- Train Partnership staff about why focused outreach to individuals is needed and how to reach this group.
- Create more written promotional materials and promotional items for this population and send them to Partnership staff a year ahead of Census Day.
- Ensure that testing centers, RCCs and Local Census Offices have furniture and equipment to accommodate people with disabilities.

Outreach to Lesbian, Gay, Bisexual and Transgender Populations

Recommendations

- Maintain relationships with LGBT Partners throughout the decade, and begin the 2020 Census LGBT outreach when other Partnership programs begin.
- Provide LGBT training for all Census Bureau staff and directly answer why LGBT populations are HTC. Education should happen broadly across the Census Bureau's divisions including headquarters staff, regional leadership, partnership, and operations employees. LGBT communities are within all HTC populations, and LGBT communities interface with the Census Bureau at various points, including in outreach, in communications and in hiring.
- Integrate LGBT communities into existing census policies, committees, partnerships, data tabulations, and efforts to reach HTC populations.

- Hire a diverse group of Partnership Specialists to work with LGBT populations, taking into consideration race, ethnicity, gender identity and expression as well as language skills.
- Develop intercensal and decennial communication strategies that both specifically addresses LGBT audiences and includes LGBT communities within general communications.

Earned Media and Public Relations

Recommendations

- Improve Vocus (a company that provides public relations software to marketing and communications professionals) or use a different program to monitor news and maintain media contacts. The program needs to more effectively identify and track ethnic and smaller market media as well as broadcast media, have fewer duplicate contacts and make information easier to find.
- Provide more training to Media Specialists using the news monitoring and media contact platform.
- Clarify the specific purposes of ICPD and Vocus and how staff should use the two systems together.
- Start planning and providing information sooner to Media Specialists for more effective earned media efforts. More planning time would give staff more opportunities to prepare stories with reporters, maximize event coverage and better shape stories about census operations.
- Have Public Information Office liaisons spend some time in the regions to familiarize themselves with the area and local staff.
- Continue the use of media talking points for regional staff to ensure the use of accurate and consistent messages.
- Equip Media Specialists with smart phones so that they can quickly react to information.

American Indian and Alaska Native Program

Lessons Learned

- Conducting tribal consultations and working group meetings before the census with state-recognized tribes, AIAN organizations, and urban Indian organizations provided an official mechanism for the Census Bureau and tribal groups to communicate with one another.
- Participating in AIAN conferences, Pow Wows, and area state and county fairs demonstrated the Census Bureau's commitment to achieving a complete and accurate count of AIAN populations and was an effective strategy to engaging these populations.
- The great diversity of AIAN populations makes it difficult to produce written promotional materials and promotional items appropriate for broad audiences.

Recommendations

- Conduct an ongoing AIAN program at the national and regional levels to maintain the Census Bureau's relationship with tribes.
 - Continue the Tribal Liaison program so that there is an official communication protocol for other surveys such as the American Community Survey.

- Consult with tribal governments before the census form is finalized so that AIAN representatives can provide input into the wording of questions and to provide training on census data for AIAN populations.
- Provide cultural awareness and protocol training for all census field staff to prevent damaging Census Bureau-AIAN relations. Conduct multiple trainings so that staff hired later in the census campaign receives the same tools and information as those hired earlier.
- Explore strategies for hiring AIAN populations who do not pass the written application test and background check to work on the tribal reservations where they live.
- Create a limited number of AIAN posters for national distribution and provide resources to the Regional Census Centers to create materials specific to individual tribes and/or groups in the regions.
- Ensure that paid advertising and promotional materials are appropriate for the type of enumeration being conducted.

Promotional Materials

Lessons Learned

- Producing promotional materials earlier and at the local levels would result in materials more appropriate and distributed at the optimal times.
- Having materials available at the start of partnership activities in 2008 would have resulted in a partnership program that more effectively penetrated HTC populations.
- Both English and non-English fact sheets seemed to have been created for a more educated and literate audience than the HTC populations who were the focus of the partnership program.
- Fact sheets and posters were too large in size to be fully utilized. Problems with the distribution of promotional materials and their delivery late in the census operations additionally resulted in a large quantity of in-language materials going undistributed.
- Regional partnership staff is hired for their expertise and experience working with local HTC populations and potentially among the best authorities to determine the most appropriate content and design of promotional materials as well to determine needed languages and quantity of materials.

Recommendations

- Create an online order-on-demand system of promotional materials and items so partners and regional staff can order what they need. Create a small number of national posters and written promotional materials.
- However, if on-demand ordering system cannot be implemented, then:
 - Resolve challenges in materials development by involving regional staff and census partners early in the process and relying less on contractors. Partnership staff is recruited from the communities they serve and know best what resonates with these communities. Partnership staff and census partners also know what types of materials are needed and for which populations in HTC areas.
 - Reduce number (variety) of fact sheets and produce both letter size and palm card size materials, recognizing that more people are now receiving/acquiring information electronically via text, or social media outlets (Facebook, Twitter, etc.).

- Have materials printed and shipped when the first Partnership staff is hired so that they can use these materials when signing up census partners and starting Complete Count Committees. This will also enable partnership staff to use them at once-a-year events that occur in the spring, summer and fall before Census Day.
- Ensure the appropriate number of in-language materials is sent to each RO. Use a recent dataset, such as the American Community Survey, to determine where and how many in-language materials and materials for specific HTC populations to send to an RO.
- Accurately communicate with partnership staff what materials are coming, when they will arrive, and in what quantities. Give them the opportunity to decline shipments before they are shipped if they already have an excess of those materials in stock.
- Stagger shipments, and send materials in smaller quantities and smaller boxes so that Partnership staff can more easily handle deliveries.
- Provide resources to RCCs to locally create, print and distribute written materials; if necessary, create a template for fact sheets and other materials.
- Design a process for census partners and members of HTC populations to play a meaningful role in the creation of written promotional materials. This is especially critical to learn what changes have occurred in HTC communities since the last decennial census.
- Build and staff communications departments within each RCC to do extensive media relations with local outlets that serve HTC populations as well as to create public service announcements and paid advertisements for HTC populations within their region.
- Create bilingual posters in small and large sizes. Many census partners, such as ethnic and specialty grocery markets, have both English and non-English speaking customers but limited wall space for promotional materials.
- Include the full name of the poster language on the bottom or back of the poster. Some staff had a difficult time differentiating in-language written promotional materials from one another.
- Create written promotional materials for the Nonresponse Followup operation, such as posters and door hangers.

Paid Advertising

Lessons Learned

- More research is needed to determine the influence of census paid advertising on HTC populations.
- There is a need for a public education campaign whose objective was to change behavior (persuading historical and likely non-responders to fill out and mail back the census form). The intended audience for most advertising seemed to be people with little or no resistance to responding to the form but who needed to be made aware of the census and reminded to participate. Advertisements such as the Super Bowl commercial helped to capture people's attention; however, clever and highly visible campaigns do not necessarily affect HTC populations. A public education campaign, and in particular a campaign that showed consequences, such as reduced public services, for undercounted communities, is more likely to persuade HTC populations to respond to the form.

Recommendations

- Create advertisements that better inform people about the census, demonstrate its benefits and show potential consequences of not participating. For example, to highlight the value of census data and planning for the construction of schools, the Census 2000 campaign advertisement showed a student's desk in a janitor's closet. An advertisement which showed a family whose home was on fire waiting for fire fighters to arrive, highlighted how census data were used to locate public facilities like fire stations.
- Create a process for non-Arbitron rated programs to be included. Buying advertisements only from Arbitron-rated radio programs excludes smaller, minority-owned programs that may be influential among populations in HTC areas.
- Provide RCCs with a budget to buy supplementary advertisements in local radio, billboards and ethnic and racial media markets.
- Hire a media buy liaison or hire a local media buying company so that local media outlets have a designated person to ask about purchasing advertising instead of asking Media Specialists.
- Create specific advertisements to use in Update/Enumerate areas that have no mailback response option.
- Create advertisements for the Nonresponse Followup phase of the census campaign.
- Provide regions with appropriate editing software in addition to cameras. Dedicate more training for staff on photo/video/multimedia production and the hardware and software tools needed for this purpose.

In-Language Program

Lessons Learned

- Foreign-born populations are unlikely to be receptive to census messages delivered over mass market media, which makes partnering with trusted organizations critical. Partner organizations are among the most credible and authoritative messengers to conduct census education and outreach.
- There are so many regional variances within language that it is not possible to create written promotional materials for national distribution that are translated accurately and appropriately for every member of a non-English speaking group.

Recommendations

- Translating and vetting in-language materials for accuracy and cultural appropriateness is a critical task that requires a planned and resourced process. Improve the process and create a mechanism for translating and vetting materials at headquarters, such as creating a dedicated office for translation and in-language review.
- Create written promotional materials that have less text, are more pictorial and are at an appropriate reading level. Create written promotional materials that are smaller so that they can easily be carried.
- Have materials printed and shipped when the first Partnership staff is hired so that they can use these materials when signing up census partners and starting Complete Count Committees. This will also enable partnership staff to use them at once-a-year events that occur in the spring, summer and fall before Census Day.

- Ensure the appropriate number of in-language materials is sent to each RCC. Use a recent dataset, such as the American Community Survey, to determine where and how many in-language materials and materials for specific HTC populations to send to an RCC.
- Create bilingual posters in small and large sizes. Many census partners, such as ethnic and specialty grocery markets, have both English and non-English speaking customers but limited wall space for promotional materials.
- Create bilingual questionnaires in languages other than English and Spanish.

8. Acknowledgements

The following individuals contributed to this assessment: Willette Allen, Meshel Butler, Vicky Burke, Casey Fitzpatrick, Carol Foley, Shelly Jackson, Anita Lembo, Joungsun Min Miller, Terrienne Small, Dianna Thaxton, JR Wycinsky, and Curtis Zunigah.

9. References

Bates, N. and Mulry, M. (2007), "Segmenting the Population for the 2010 Census Integrated Communications Program." C2P0 2010 Census Integrated Communications Research Memoranda Series No. 1. U.S. Census Bureau. October 22, 2007.

DraftFCB Team Census 2010, "2010 Census Integrated Communications Campaign Lessons Learned Report." 2010.

Edwards, W. Sherman, and Wilson, Michael J. (2004), "Census 2000 Testing, Experimentation, and Evaluation Program Topic Report No.6. TR-6, Evaluations of the Census 2000 Partnership and Marketing Program." U.S. Census Bureau. February 2004.

Olson, T. (2010), "2010 Census Partnership Program: One Big Component of the Integrated Communications Campaign." U.S. Census Bureau. Power Point presentation. October 2010.

U.S. Census Bureau (1998), "Census 2000 Partnership and Marketing Program Master Plan." April 1998.

U.S. Census Bureau (2006), "Plan for the Partnership and Data Services (PDS) Program for the 2010 Census," May 15, 2006.

U.S. Census Bureau (2008a), "2010 Census Integrated Communications Campaign Plan," August 2008.

U.S. Census Bureau (2008b), "2010 Census Regional Partnership Plan," June 8, 2008.

U.S. Census Bureau (2009), "Complete Count Committee Training Manual." June 2009.

U.S. Census Bureau (2010), "Boston Region 2010 Recommendations Media Debriefing Comments." June 2010.

U.S. Census Bureau (2010), "Chicago Media Partnership Debriefing Report." June 2010.

U.S. Census Bureau (2010), "June Media Specialists Conference Debrief." June 2010.

U.S. Census Bureau (2011), "2010 Census Integrated Communications Campaign: Lessons Learned Report." First Draft. February 7, 2011.

U.S. Census Bureau (2011), "Regional Partnership Program Debriefing Report: Integrated Communications Program." February 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: American Indian and Alaska Native Outreach." June 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Complete Count Committees." June 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Education Initiatives." April 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Faith-Based Outreach." June 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Integrated Communications Program." April 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Integrated Partnership Contact Database." August 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: March to the Mailbox." June 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Outreach to Foreign-Born and Immigrant Populations." June 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Outreach to Individuals with Disabilities." June 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Outreach to Lesbian, Gay, Bisexual and Transgender Populations." June 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Portrait of America Road Tour." May 2011.

U.S. Census Bureau Partnership and Data Services Program (2011), "Regional Partnership Program Debriefing Report: Thank You Campaign." June 2011.

U.S. General Accounting Office (2001), "2000 Census Review of Partnership Program Highlights for Best Practices for Future Operations," Report to Congressional Requesters, August 2001.

Wolter, K. et al (2002), "Census 2000 Evaluation: Partnership and Marketing Program Evaluation," National Opinion Research Center. July 17, 2002.

Appendix: Language Capabilities Reported by Partnership Regional Staff (April 2010)

1. Amharic	49. Gaelic	97. Oriya
2. Albanian	50. German	98. Oromo
3. Alibamu	51. Greek	99. Pauite
4. American Sign Language	52. Gujarati	100. Pawnee
5. Anishinaabemowin	53. Gwitchin	101. Persian
6. Apache	54. Haitian Creole	102. Polish
7. Arabic	55. Hawaiian	103. Portuguese
8. Arapahoe	56. Hebrew	104. Portuguese – Brazilian
9. Aramaic	57. Hindi	105. Portuguese Creole
10. Armenian	58. Hmong	106. Punjabi
11. Athapascan	59. Hopi	107. Romanian
12. Azerbuijani, North/Azeri	60. Hungarian	108. Russian
13. Bengali or (Bengala)	61. Igbo (Nigerian language)	109. Sabro
14. Bicol	62. Indonesian	110. Salish
15. Bosnian	63. Inupik/Innu	111. Samoan
16. Bube or (Bubi)	64. Italian	112. Sahaptian
17. Burmese – Karen	65. Japanese	113. Shoshone
18. Caddo	66. Keres	114. Serbian
19. Catalan	67. Khmer (Cambodian)	115. Sinhalese
20. Cebuano	68. Kickapoo	116. Slovak
21. Chamorro	69. Kiro / Kroel	117. Somali
22. Chaldean	70. Kikngo	118. Spanish
23. Chehalis	71. Korean	119. Sudanese
24. Chinese – Cantonese	72. Lakota	120. Swahili
25. Chinese – Fukienese	73. Laotian	121. Swedish
26. Chinese - Hokkien	74. Lithuanian	122. Tagalog (Filipino)
27. Chinese – Mandarin	75. Lingala	123. Taiwanese
28. Chinese – Shanghaiese	76. Loko	124. Tamil
29. Chinese – Simplified (written)	77. Lummi	125. Tewa
30. Chinese – Taosanese	78. Malay/Bahasa Melayu	126. Tewi
31. Chinese - Teochew	79. Maliseet	127. Temne
32. Chinese - Toyshanese	80. Marshallese	128. Thai
33. Chinese – Traditional (written)	81. Mayan - Achi Kibulco	129. Tigrinya
34. Choctaw	82. Mayan - Achi Rabinal	130. Tlingit
35. Coushatta / Koasati	83. Mayan - Q'anjob'alan	131. Trukese/Chuukese
36. Creole	84. Mayan – Yucatec	132. Tongan
37. Croatian	85. Mende	133. Towa
38. Crow	86. Micmac	134. Turkish
39. Dakota	87. Mixtec	135. Ukrainian
40. Dutch	88. Mohawk	136. Urdu
41. English	89. Muskogee / Creek	137. Vietnamese
42. Fang (African Dialect)	90. Native Hawaiian	138. Visayan

43. Farsi	91. Navajo	139. Wolof (West African)
44. Flemish	92. Nanticote	140. Yakama
45. French	93. Napali	141. Yiddish
46. French Creole	94. Nez Perce	142. Yoruba (Nigerian)
47. Frisian	95. Ojibwa	143. Yupik
48. Fulani	96. Oneida	144. Zuni