AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

CENSUS 2010: ASSESSING THE BUREAU'S STRATEGY FOR REDUCING THE UNDERCOUNT OF HARD-TO-COUNT POPULATIONS

HEARING

BEFORE THE

SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND NATIONAL ARCHIVES

OF THE

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

HOUSE OF REPRESENTATIVES

ONE HUNDRED ELEVENTH CONGRESS

FIRST SESSION

MARCH 23, 2009

Serial No. 111–55

Printed for the use of the Committee on Oversight and Government Reform



Available via the World Wide Web: http://www.gpoaccess.gov/congress/index.html
http://www.oversight.house.gov

U.S. GOVERNMENT PRINTING OFFICE

57–216 PDF WASHINGTON : 2010

For sale by the Superintendent of Documents, U.S. Government Printing Office
Internet: bookstore.gpo.gov Phone: toll free (866) 512–1800; DC area (202) 512–1800
Fax: (202) 512–2104 Mail: Stop IDCC, Washington, DC 20402–0001

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

EDOLPHUS TOWNS, New York, *Chairman*

PAUL E. KANJORSKI, Pennsylvania
CAROLYN B. MALONEY, New York
ELIJAH E. CUMMINGS, Maryland
DENNIS J. KUCINICH, Ohio
JOHN F. TIERNEY, Massachusetts
WM. LACY CLAY, Missouri
DIANE E. WATSON, California
STEPHEN F. LYNCH, Massachusetts
JIM COOPER, Tennessee
GERALD E. CONNOLLY, Virginia
ELEANOR HOLMES NORTON, District of Columbia
PATRICK J. KENNEDY, Rhode Island
DANNY K. DAVIS, Illinois
CHRIS VAN HOLLEN, Maryland
HENRY CUELLAR, Texas
PAUL W. HODES, New Hampshire
CHRISTOPHER S. MURPHY, Connecticut
PETER WELCH, Vermont
BILL FOSTER, Illinois
JACKIE SPEIER, California
STEVE DRIEHAUS, Ohio

DARRELL E. ISSA, California
DAN BURTON, Indiana
JOHN M. MCHUGH, New York
JOHN L. MICA, Florida
MARK E. SOUDER, Indiana
TODD RUSSELL PLATTS, Pennsylvania
JOHN J. DUNCAN, JR., Tennessee
MICHAEL R. TURNER, Ohio
LYNN A. WESTMORELAND, Georgia
PATRICK T. MCHENRY, North Carolina
BRIAN P. BILBRAY, California
JIM JORDAN, Ohio
JEFF FLAKE, Arizona
JEFF FORTENBERRY, Nebraska
JASON CHAFFETZ, Utah
AARON SCHOCK, Illinois

RON STROMAN, *Staff Director*
MICHAEL MCCARTHY, *Deputy Staff Director*
CARLA HULTBERG, *Chief Clerk*
LARRY BRADY, *Minority Staff Director*

SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND NATIONAL ARCHIVES

WM. LACY CLAY, Missouri, *Chairman*

PAUL E. KANJORSKI, Pennsylvania
CAROLYN B. MALONEY, New York
ELEANOR HOLMES NORTON, District of Columbia
DANNY K. DAVIS, Illinois
STEVE DRIEHAUS, Ohio
DIANE E. WATSON, California

PATRICK T. MCHENRY, North Carolina
LYNN A. WESTMORELAND, Georgia
JOHN L. MICA, Florida
JASON CHAFFETZ, Utah

DARRYL PIGGEE, *Staff Director*

CONTENTS

	Page
Hearing held on March 23, 2009	1
Statement of:	
Mesenbourg, Thomas L., Acting Director, U.S. Bureau of the Census; Robert Goldenkoff, Director, Strategic Issues, U.S. Government Accountability Office; Stacey Cumberbatch, city census coordinator, city of New York; and Jeff Tarakajian, executive vice president, DraftFCB ..	15
Cumberbatch, Stacey	66
Goldenkoff, Robert	23
Mesenbourg, Thomas L.	15
Tarakajian, Jeff	42
Letters, statements, etc., submitted for the record by:	
Clay, Hon. Wm. Lacy, a Representative in Congress from the State of Missouri:	
Chart on mail response rates	75
Prepared statement of	3
Cumberbatch, Stacey, city census coordinator, city of New York, prepared statement of	68
Goldenkoff, Robert, Director, Strategic Issues, U.S. Government Accountability Office, prepared statement of	25
McHenry, Hon. Patrick T., a Representative in Congress from the State of North Carolina, prepared statement of	7
Mesenbourg, Thomas L., Acting Director, U.S. Bureau of the Census, prepared statement of	17
Tarakajian, Jeff, executive vice president, DraftFCB, prepared statement of	44
Watson, Hon. Diane E., a Representative in Congress from the State of California:	
Chart on response rates	88
Prepared statement of	10

CENSUS 2010: ASSESSING THE BUREAU'S STRATEGY FOR REDUCING THE UNDERCOUNT OF HARD-TO-COUNT POPULATIONS

MONDAY, MARCH 23, 2009

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON INFORMATION POLICY, CENSUS, AND NATIONAL ARCHIVES,
COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM,
Washington, DC.

The subcommittee met, pursuant to notice, at 10 a.m., in room 2154, Rayburn House Office Building, Hon. Wm. Lacy Clay (chairman of the subcommittee) presiding.

Present: Representatives Clay, Norton, Watson, McHenry, and Chaffetz.

Staff present: Darryl Piggee, staff director/counsel; Jean Gosa, clerk; Michelle Mitchell and Alissa Bonner, professional staff members; Charisma Williams, staff assistant; Leneal Scott, IT specialist; Kellie Shelton, intern; John Cuaderes, minority deputy staff director; Dan Blankenburg, minority director of outreach and senior advisor; Adam Fromm, minority chief clerk and Member liaison; Chapin Fay, minority counsel; and John Ohly, minority professional staff member.

Mr. CLAY. The Information Policy, Census, and National Archives Subcommittee will come to order. Let me welcome you to today's hearing entitled, "Census 2010: Assessing the Bureau's Strategy for Reducing the Undercount of Hard-to-Count Populations."

This hearing is a followup to the subcommittee's July 2008 hearing on the "2010 Census Integrated Communications Campaign." We have with us today invited distinguished colleagues who have asked to participate in this hearing, they will be here shortly. I will ask unanimous consent that they be allowed to participate.

Without objection, the chairman and ranking minority member will have 5 minutes to make opening statements followed by opening statements not to exceed 3 minutes by any other Member who seeks recognition. Without objection, Members and witnesses may have 5 legislative days to submit a written statement or extraneous materials for the record.

I will begin with an opening statement. The purpose of today's hearing is to examine the Census Bureau's strategies for two aspects of the Integrated Communications Campaign. One, the Partnership Program and paid advertising. We seek answers to the questions of, one, how will the communications plan decrease the

undercount and increase the mail response rate of hard-to-count communities. Two, whether the campaign messaging will generate community support for the census. We will also look at funding for the 2010 census, including the $1 billion allocated in the stimulus bill.

Census day 2010 is nearly 1 year away, yet as we learned in our hearing on March 5th, there is still much work to be done by the Bureau to put its operation plans in place. The Regional Partnership Program could be very helpful in ensuring that everyone is counted. The program is credited with attributing to the success of the 2000 census. According to the report of the GAO, key census-taking activity, such as recruiting temporary Census workers and encouraging people to complete their questionnaire, would have been less successful had it not been for the Bureau's aggressive partnership efforts.

The paid advertising program could also play a key role in reducing the undercount as it did in 2000. The Bureau has plans to use national and local media to get the word out about the census and encourage participation. Media buys should seek to reach diverse markets in the most effective and cost-efficient manner possible. We will find out today how the Bureau plans to accomplish this goal.

I thank all of our witnesses for appearing today and look forward to their testimony. And I want to thank Ms. Watson for joining us today. And I want to go to my friend and the ranking minority member, Mr. McHenry, of North Carolina. I know you just got here.

[The prepared statement of Hon. Wm. Lacy Clay follows:]

Opening Statement

Of

Wm. Lacy Clay, Chairman

Information Policy, Census, and National Archives Subcommittee

Oversight and Government Reform Committee

"2010 Census: "Assessing the Bureau's Strategy for Reducing the Undercount of Hard-to-Count Populations"

Monday, March 23, 2009
2154 Rayburn HOB
10:00 a.m.

GOOD MORNING AND WELCOME TO TODAY'S OVERSIGHT HEARING ON ASSESSING THE CENSUS BUREAU'S STRATEGY FOR REDUCING THE UNDERCOUNT OF HARD-TO-COUNT POPULATIONS.

THE PURPOSE OF TODAY'S HEARING IS TO EXAMINE THE CENSUS BUREAU'S STRATEGIES FOR TWO ASPECTS OF THE INTEGRATED COMMUNICATIONS CAMPAIGN, THE PARTNERSHIP PROGRAM AND PAID ADVERTISING. WE SEEK ANSWERS TO THE QUESTIONS:

1) HOW WILL THE COMMUNICATIONS PLAN DECREASE THE UNDERCOUNT AND INCREASE THE MAIL RESPONSE RATE OF HARD-TO-COUNT COMMUNITIES? AND

2) WHETHER THE CAMPAIGN MESSAGING WILL GENERATE COMMUNITY SUPPORT FOR THE CENSUS?

WE WILL ALSO LOOK AT FUNDING FOR THE 2010 CENSUS, INCLUDING THE $1 BILLION ALLOCATED IN THE STIMULUS BILL.

CENSUS DAY 2010 IS NEARLY ONE YEAR AWAY. YET, AS WE LEARNED IN OUR HEARING ON MARCH 5TH, THERE IS STILL MUCH WORK TO BE DONE BY THE BUREAU TO PUT ITS OPERATIONAL PLANS FOR IN PLACE.

THE REGIONAL PARTNERSHIP PROGRAM COULD BE VERY HELPFUL IN ENSURING THAT EVERYONE IS COUNTED. THE PROGRAM IS CREDITED WITH ATTRIBUTING TO THE SUCCESS OF THE 2000 CENSUS. ACCORDING TO A REPORT OF THE GOVERNMENT ACCOUNTABILITY OFFICE, KEY CENSUS-TAKING ACTIVITIES SUCH AS RECRUITING TEMPORARY CENSUS WORKERS AND ENCOURAGING PEOPLE TO COMPLETE THEIR QUESTIONNAIRES WOULD HAVE BEEN LESS SUCCESSFUL HAD IT NOT BEEN FOR THE BUREAU'S AGGRESSIVE PARTNERSHIP EFFORTS.

THE PAID ADVERTISING PROGRAM COULD ALSO PLAY A KEY ROLE IN REDUCING THE UNDERCOUNT, AS IT DID IN 2000. THE BUREAU HAS PLANS TO USE NATIONAL AND LOCAL MEDIA TO GET THE WORD OUT ABOUT THE CENSUS AND ENCOURAGE PARTICIPATION. MEDIA BUYS SHOULD SEEK TO REACH DIVERSE MARKETS IN THE MOST EFFECTIVE AND COST-EFFICIENT MANNER POSSIBLE. WE WILL FIND OUT TODAY HOW THE BUREAU PLANS TO ACCOMPLISH THIS GOAL.

I THANK ALL OF OUR WITNESSES FOR APPEARING TODAY AND LOOK FOaRWARD TO THEIR TESTIMONIES.

Mr. MCHENRY. I am a little winded.

Mr. CLAY. I can imagine. Take your time. Well, take your time.

Mr. MCHENRY. Thank you, Mr. Chairman.

And thank you all for testifying today. Chairman Clay and I certainly have the same goal, which is to make sure that this is the best census in our Nation's history, the most accurate in our Nation's history. And an important function of that would be to reduce the undercount for this census. The Census Bureau's Regional Partnership Program, and advertising plan are part of an Integral Communications Campaign, aimed at reducing the 2010 undercount, reaching hard-to-count communities, and achieving a full-count decennial census.

Reaching these communities is not only important but also required by the U.S. Constitution. A full-count census and actual numeration is specifically and firmly rooted in Article I of our Constitution. The economic stimulus bill included $1 billion in additional funding for the Census Bureau with at least $250 million of that amount specifically designated by Congress for the Partnership Program and outreach to traditionally hard-to-count communities. The Partnership Program for the 2000 Census, involved more than 140,000 organizations, and for 2010, the Bureau has already partnered with over 10,000 organizations and hired over 800 partnership staff. In order for such a large endeavor to succeed, rigorous oversight and transparency of funds and of participants is vitally important.

In hiring temporary enumerators, the Census Bureau has testified it will conduct thorough FBI background checks that include fingerprinting. I think that is good reassurance for the public that when an enumerator comes to visit them, they can open the door and it is a law-abiding citizen on the other side. We must make sure the Bureau has comparable measures in place to hold organizations participating in the Partnership Program and their employees equally accountable for their actions.

Furthermore, the Bureau should have clear guidelines and standards for the selection of partner organizations. It is important to ensure that contractors are awarded through a competitive process and not simply doled out, money doled out to anyone who applies, as well as monitor how and where money is spent by participating organizations. Accountability and the spending of these funds are obviously essential.

Today's hearing presents an opportunity for the Bureau to describe the quality control measures in place to implement, to fully implement this plan in their hiring of all field workers and enumerators and the field work process in general.

As I said before, Chairman Clay and I share the goal of ensuring that every individual in America will be counted once, only once, and where they live on census day 2010. A transparent accountable partnership process and strong advertising campaign are fundamental to achieving it. I also recognize that the list of folks testifying today is not as full and complete as we had hoped in terms of our request that the head of the Partnership Program testify about the roles that they are fulfilling. We had hoped to hear directly from the individual that is overseeing hundreds of millions of dollars worth of our taxpayer dollars and that we believe is es-

sential to making sure that we reduce the undercount and reach hard-to-reach communities.

I think it is unfortunate that we don't have the division head testifying today. I think we will have many specific questions that Mr. Mesenbourg, that we will need to get specific answers from. And the reason why we wanted the division head to testify is so we can get those specific questions. We certainly respect you. We certainly respect the duties that you fulfill, but we also want to make sure that we get specific answers so that we can have the proper policies in place and the funding in place to reduce this undercount.

Thank you, Mr. Chairman.

[The prepared statement of Hon. Patrick T. McHenry follows:]

Statement of Congressman Patrick McHenry
Ranking Member
Subcommittee on Information Policy, Census, and National Archives
"2010 Census: Assessing the Bureau's Strategy for Reducing the Undercount of Hard-to-Count Populations"
March 23, 2009

Thank you, Chairman Clay, for holding this important hearing on reducing the undercount in the 2010 Census.

The Census Bureau's Regional Partnership Program and advertising plan are part of an Integrated Communications Campaign aimed at reducing the 2010 undercount, reaching hard-to-count communities, and achieving a "full count" Decennial Census. Reaching these communities is not only important, but also required by the U.S. Constitution. A full count census – an actual enumeration – is specifically and firmly rooted in Article I.

The economic stimulus bill included $1 billion in additional funding for the Census Bureau, with at least $250 million of that amount specifically designated by Congress for the Partnership Program and outreach to traditionally hard-to-count communities. The Partnership Program for the 2000 Census involved more than 140,000 organizations and for 2010, the Bureau has already partnered with over 10,000 organizations and hired over 800 partnership staff. In order for such a large endeavor to succeed, rigorous oversight and transparency of funds and of participants are absolutely vital.

In hiring temporary enumerators, the Census Bureau has testified that it will conduct thorough FBI background checks that include fingerprinting. We must make sure the Bureau has comparable measures in place to hold organizations participating in the Partnership Program and their employees equally accountable for their actions.

Furthermore, the Bureau should have clear guidelines and standards for the selection of partner organizations. It is important to ensure that contracts are awarded through a competitive process and not simply doled out to anyone who applies, as well as monitor how and where money is spent by participating organizations. Accountability in the spending of these funds is essential.

Today's hearing presents an opportunity for the Bureau to describe the quality control measures it plans to implement during the hiring of all field workers and enumerators and the field work process in general.

As I've stated before, Chairman Clay and I share the goal of ensuring that every individual in America will be counted once, and only once, on Census Day in 2010. A transparent and accountable Partnership Program and a strong advertising campaign are fundamental to achieving it.

Again, thank you Mr. Chairman for holding this hearing and I look forward to the testimonies from our witnesses.

Mr. CLAY. Thank you Mr. McHenry. I will now go to Ms. Watson if you have an opening statement.

Ms. WATSON. Thank you so much, Mr. Chairman. And I think holding today's hearing is very, very important as we examine the Census Bureau's strategy for reducing the undercount of traditionally hard-to-count populations in the 2010 census. I look forward to hearing the challenges and the goals shaping the Bureau's Integrated Communications Campaign to promote the census, improve participation, and decrease the differential undercount.

Since the establishment of the decennial census in 1790 every census has experienced an undercount. And particularly in my district, certain areas run a double-digit undercount. According to the Government Accountability Office, the 2000 census missed an estimated 2 percent of the U.S. population, a disproportionate number of which were minorities, lower-income households and children. My district in particular has traditionally been undercounted due to a lack of engagement with the local constituencies. This undercount is troubling because, without accurate population data, it is important to ensure that the Americans have representation in State and Federal Government and that Federal grants are targeted to where they are needed the most.

The American Recovery and Reinvestment Act of 2009 authorized $501.5 billion worth of new spending measures to revitalize the American economy while assisting those most impacted by the recession. This unprecedented investment in our future makes the need for the 2010 census to be as thorough and accurate as possible, even greater, as the success of the stimulus relies upon complete population data to ensure funds are directed efficiently and equitably.

The Census Bureau's Integrated Communications Campaign reduced the undercount rate for the 2000 census relative to 1990 and, according to the GAO, appears to be comprehensive and to be integrated. Success now depends on the ability of the Bureau to move effectively from the planning to the operational phase while incorporating best practices and lessons learned from the 2000 census to translate increased public awareness into actual participation.

Mr. Chairman, I would like to thank all of the panelists who have come here today for their cooperation with today's proceedings, and I look forward to hearing more details about the Partnership Program and the target media strategy of the Integrated Communications Campaign as we monitor efforts to reduce the undercount in the 2010 census.

Thank you so much, and I yield back the remainder of my time, Mr. Chairman.

[The prepared statement of Hon. Diane E. Watson follows:]

Opening Statement

Congresswoman Diane E. Watson

"2010 Census: Assessing the Bureau's Strategy for Reducing the Undercount of Hard-to-Count Populations"

Subcommittee on Information Policy, Census, and National Archives
Oversight and Government Reform Committee

Monday, March 23, 2009
2154 Rayburn HOB
10:00 A.M.

Thank you Mr. Chairman for holding today's important hearing examining the Census Bureau's strategy for reducing the undercount of traditionally hard-to-count populations in the 2010 Census. I look forward to hearing about the challenges and goals shaping the Bureau's Integrated Communications Campaign to promote the census, improve participation, and decrease the differential undercount.

Since the establishment of the decennial census in 1790, every Census has experienced an undercount. According to the Government Accountability Office, the 2000 Census missed an estimated 2% of the U.S. population; a disproportionate number of which were minorities, lower-income households, and children. My district in particular has traditionally been undercounted due to a lack of engagement with local constituencies.

This undercount is troubling to me because without accurate population data it is impossible to ensure that Americans have proper representation in state and federal government, and that federal grants are targeted to where they are needed most.

The American Recovery and Reinvestment Act of 2009 authorized $501.5 billion worth of new spending measures to revitalize the American economy while assisting those most impacted by the recession. This unprecedented investment in our future makes the need for the 2010 Census to be as thorough and accurate as possible even greater, as the success of the stimulus relies upon complete population data to ensure funds are directed efficiently and equitably.

The Census Bureau's Integrated Communications Campaign reduced the undercount rate for 2000's census relative to 1990, and according to the GAO appears to be "comprehensive and integrated". Success now depends on the ability of the Bureau to move effectively from the planning to the operational

phase while incorporating best practices and lessons learned from 2000 to translate increased public awareness into actual participation.

Mr. Chairman, I would like to thank today's panelists for their cooperation with today's proceedings. I look forward to hearing more details about the Partnership Program and the targeted media strategy of the Integrated Communications Campaign as we monitor efforts to reduce the undercount in the 2010 Census.

Thank you and I yield back the remainder of my time.

Mr. CLAY. Thank you, Ms. Watson, for that opening.

Now I am going to go to Mr. Chaffetz of Utah. You are recognized for an opening statement.

Mr. CHAFFETZ. Thank you, Mr. Chairman.

I appreciate you calling this hearing. It is important that in the discharge of the constitutional duty in conducting this census that we all be vigilant in the expenditure of dollars and the time and effort and the call upon the American people to participate willingly in helping us to make sure that we do not undercount the population of the United States of America, nor do we overcount it. So I appreciate the witnesses who are willing to come here today and participate in this hearing. I thank them.

I also want to make sure, as we move forward and we discuss the issues that affect the census, that we also deal with the American people's money in a transparent and accountable way. There are significant dollars that will be flowing out the door, and I want to make sure that we have safeguards in place to monitor the expenditure of those dollars and that the American people have the ability to understand where and how those dollars are spent.

I also have some questions and concerns about how and who we would partner with in order to execute this so that we have the faith of the American people that it is being done in an transparent way; that they have the safety and security of knowing that their vital information is dealt with appropriately. And I do have some questions that I would appreciate you addressing regarding the Partnership Program specifically.

Again, I thank you for being here today and thank the chairman for calling this hearing. Thank you.

I yield back my time.

Mr. CLAY. Thank you so much. Thank you for your statement.

Let me now introduce our panel. We will hear first from Mr. Thomas Mesenbourg, Acting Director of the U.S. Census Bureau.

Thank you for being here.

Our next witness will be Mr. Robert Goldenkoff, Director of Strategic Issues at the GAO. Mr. Goldenkoff's responsibilities include directing work on the 2010 census.

Good to see you again.

Our third witness will be Mr. Jeff Tarakajian, executive vice president of DraftFCB, the prime contractor on the 2010 Census Integrated Communications Campaign.

So good to see you again, Jeff.

Our final witness will be Ms. Stacey Cumberbatch, the city census coordinator for the city of New York. Ms. Cumberbatch is responsible for managing the execution of Census Operations in the city.

Let me welcome you Ms. Cumberbatch, and all of you, to our hearing today.

It is the policy of the Oversight and Government Reform Committee to swear in all witnesses before they testify.

[Witnesses sworn.]

Mr. CLAY. Thank you. Let the record reflect all of the witnesses answered in the affirmative.

Each of you will have 5 minutes to make an opening statement. Your complete written testimony will be included in the hearing

record. The yellow light will indicate that it is time to sum up. The red light will indicate that your time has expired.

Mr. Mesenbourg, you may begin with your opening statement.

STATEMENTS OF THOMAS L. MESENBOURG, ACTING DIRECTOR, U.S. BUREAU OF THE CENSUS; ROBERT GOLDENKOFF, DIRECTOR, STRATEGIC ISSUES, U.S. GOVERNMENT ACCOUNTABILITY OFFICE; STACEY CUMBERBATCH, CITY CENSUS COORDINATOR, CITY OF NEW YORK; AND JEFF TARAKAJIAN, EXECUTIVE VICE PRESIDENT, DRAFTFCB

STATEMENT OF THOMAS L. MESENBOURG

Mr. MESENBOURG. Chairman Clay, Ranking Member McHenry, members of the subcommittee, I appreciate the opportunity to provide you with an update on the Census Bureau's 2010 Integrated Communications Program.

Our 2010 goal is to count everyone, no matter how difficult or challenging that task may be. An insightful, engaging, and effective Communications Campaign is an essential component of a successful census. The 2010 Communications Program is multifaceted, employing and integrating paid advertising, public relations, a very robust Partnership Program, and a Census in Schools component. The campaign uses multimedia to reach people by television, radio, magazine, newspapers, outdoor and commuter media and the Internet and through trusted voices in the local communities.

The 2010 Communications Campaign is data-driven, using detailed track level on mail-back response rates from census 2000 and updated household characteristics to identify the hard-to-count segments of our population within media markets and local communities. This information will help provide the right message in the right media in the appropriate language at the right time. The hard-to-count track level information was used to segment the population into eight relatively homogeneous groups or clusters. Five of the clusters represent hard-to-count populations, and they will be targeted during every phase of the Communications Campaign. Decisions related to budget allocations and media buys use the hard-to-count scores. The advertising campaign includes a national and a local component.

With the addition of $100 million in stimulus funding for advertising, our preliminary estimate allocates $63 million for the National Campaign. The National Campaign is designed to reach all persons who consume media in English, regardless of race or ethnicity; $82 million will be spent on local advertising, and that is directed at the harder-to-count populations. The local targeted advertising delivers messages in local, ethnic media, in language and in culture.

The Census in Schools Program will be national in scope with an emphasis on hard-to-count populations. This program encourages students to tell their parents about the importance of the census. The program provides every school with teaching guides, lesson plans, maps, brochures and take-home materials in English and in Spanish.

Now, while paid advertising can educate, inform and motivate households and individuals, census 2000 demonstrated that Census

Bureau partners at the national and local levels serve as powerful and trusted advocates that can effectively reach segments of the population not persuaded by advertising. Partnerships will be integrated with all other communication channels, including advertising, broadcast and print media, internet initiatives and the Census in Schools Program, with the aim of creating positive messages about the 2010 census in hard-to-count communities.

Staff in the Census Bureau's 12 regional census centers began work with key stakeholders in mid-2008 when 120 partnership staff were mobilized to engage local and State governments, tribal leaders, faith-based and community-based organizations to support the census through the establishment of Complete Count Committees, an effective and proven initiative. We now have 680 local partnership specialists hard at work recruiting trusted local leaders who will use their influence and networks to motivate their communities to fully participate in the 2010 census.

Currently more than 13,000 organizations have made commitments to partner with the U.S. Census Bureau. Stimulus funding will permit us to add an additional 2,000 partnership staff. Partnership staff, like all of our field staff, will be hired locally. They know the neighborhood, the challenges and the trusted voices in the community. Mobilizing a larger and better trained cadre of partnership staff and partners will help us meet the challenges of counting an increasingly diverse population.

Mr. Chairman, our Integrated Communication Campaign is well positioned to educate, inform, motivate and mobilize our Nation's households to participate in the 2010 census. A complete and accurate 2010 census is our highest priority, and we are determined to produce a census count that fairly represents everyone in our Nation. Thank you.

[The prepared statement of Mr. Mesenbourg follows:]

PREPARED STATEMENT OF
THOMAS L. MESENBOURG
ACTING DIRECTOR
US CENSUS BUREAU

The 2010 Census Communications and Partnership Programs – Status Update

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

23 March, 2009

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

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

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

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

Advertising Campaign

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

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

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

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

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

Census-in-Schools Program

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

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

Partnership Program

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

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

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

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

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

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

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

Conclusion

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

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

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

Mr. CLAY. Thank you, Mr. Mesenbourg.

And we will go to Mr. Goldenkoff now. You may proceed with your statement.

STATEMENT OF ROBERT GOLDENKOFF

Mr. GOLDENKOFF. Thank you, Mr. Chairman, Mr. McHenry and members of the subcommittee. Thank you for the opportunity to be here today to provide a progress report on the Census Bureau's Integrated Communications Campaign.

The campaign is a critical component of the census because it is aimed at boosting participation, especially among traditionally hard-to-count groups. Funding for the Communications Campaign received a substantial boost under the recently enacted American Recovery and Reinvestment Act of 2009. Among other things, the act provided up to $250 million in additional funding for outreach efforts to hard-to-count populations. This is a 61 percent increase over the $410 million the Bureau had originally budgeted for its communication effort.

As requested, my remarks this morning focus on the status of the campaign's key components, including partnerships with governmental and other organizations; paid advertising in public relations; and Census in Schools, a program designed to reach parents and guardians through their school age children. In reviewing these components, this much is clear: If implemented as planned, the Communications Campaign will help position the Bureau to address the undercount.

However, most of the activities we examined are in the planning or early implementation stages, and considerable work lies ahead. Future success will depend in part on how well the Bureau incorporates lessons learned and best practices from the 2000 census and takes other steps to enhance performance and accountability.

Importantly, the Communications Campaign is focused on hard-to-count populations. As one example, Draft FCB, the contractor responsible for orchestrating the campaign, worked with the Bureau to segment the population into distinct clusters using data from the 2000 census that have correlated with a person's likelihood to respond. Each cluster was given a hard-to-count score, and the Bureau's communications efforts are to be targeted to those clusters with the highest scores.

With respect to the campaign-specific components, the Bureau's Partnership Program is set to expand with additional funding under the Recovery Act. The Bureau had initially planned to hire 680 partnership staff for the 2010 census and achieved that level earlier this year. However, funding for the Recovery Act will enable the Bureau to hire around 2,000 additional partnership staff over the next few months. By comparison, the Bureau employed around 600 partnership staff for the 2000 census.

Now, on the one hand, the higher staffer levels will enable the Bureau to better support local partnership efforts. On the other hand, it will be important for the Bureau to have the appropriate management infrastructure in place to hire, train, deploy, and supervise these additional personnel.

Further, given the current state of the economy, the partners' ability to support the census is unclear. State and local govern-

ments, as well as community organizations, may not have the budget, staff or time to aggressively promote the census.

With respect to paid advertising, the Bureau plans to use numerous media sources, including digital media, to reach a diverse audience. Further, the Bureau has completed market research to get an understanding of people's feelings about the census and the factors that inspire or hinder participation.

The Census in Schools Program is also moving forward under a contract with Scholastic Publishing. The Bureau plans to spend around $11 million on this effort in 2010, compared to $17 million in 2000. The Bureau believes the reduced funding levels will not significantly affect the program because it plans to leverage materials developed in 2000. It also plans to better target its efforts and make more of the materials available electronically through the Bureau's Web site rather than through printed copies.

However, as with the Partnership Program, the extent to which schools have the resources to disseminate this material is unclear, and it will be important that the schools do not perceive the Bureau's approach as a financial burden.

In summary, the Bureau's Communications Campaign appears to be comprehensive and integrated. Further, the Bureau appears to be addressing some of the factors that will be important for success, including incorporating lessons learned from 2000 and targeting resources to hard-to-count populations.

Nevertheless, while the Communications Campaign has made some important steps forward, considerable work lies ahead in getting all of the key components fully operational. Further, while the funding from the Recovery Act could help expand the Bureau's outreach and promotion efforts, less clear is the extent to which these additional funds will improve response behavior or which components of the campaign will yield the best results. So, therefore, in moving forward, it will be important for the Bureau to develop a spending plan for the additional funding it receives under the Recovery Act identifying, among other things, cost estimates of the activities to be funded, the objectives and outcome-related goals of the plan spending, and how the spending will help achieve those goals.

Chairman Clay and Mr. McHenry, members of the subcommittee, this concludes my remarks, and I will be happy to answer any questions that you may have.

[The prepared statement of Mr. Goldenkoff follows:]

United States Government Accountability Office

GAO

Testimony

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

For Release on Delivery
Expected at 10:00 a.m. EDT
Monday, March 23, 2009

2010 CENSUS

Communications Campaign Has Potential to Boost Participation

Statement of Robert Goldenkoff
Director, Strategic Issues

March 23, 2009

GAO
Accountability · Integrity · Reliability
Highlights

Highlights of GAO-09-525T, a testimony before the Subcommittee on Information Policy, Census, and National Archives, Committee on Oversight and Government Reform, House of Representatives

2010 CENSUS

Communications Campaign Has Potential to Boost Participation

Why GAO Did This Study

A complete and accurate census is becoming an increasingly daunting task, in part because the nation's population is growing larger, more diverse, and more reluctant to participate, according to the U.S. Census Bureau (Bureau). When the census misses a person who should have been included, it results in an undercount, and the differential impact on various subpopulations, such as minorities, is particularly problematic.

This testimony provides an update on the Bureau's readiness to implement its Integrated Communications Campaign, one of several efforts aimed at reducing the undercount. GAO focused on the campaign's key components: partnerships with local and national organizations, paid advertising and public relations, and Census in Schools (designed to reach parents and guardians through their school-age children). GAO also discusses the extent to which the rollout of the campaign is consistent with factors important for greater accountability and successful results. This testimony is based on previously issued work, ongoing reviews of relevant documents, and interviews with key Bureau officials.

What GAO Recommends

GAO made several prior recommendations in its earlier review of the Bureau's partnership program, all of which were implemented. At this time, GAO is not making any new recommendations.

View GAO-09-525T or key components. For more information, contact Robert N. Goldenkoff at (202) 512-2757 or goldenkoffr@gao.gov.

What GAO Found

The Bureau has made notable progress in rolling out key components of its communications campaign; if implemented as planned, the campaign will help position the Bureau to address the undercount. For example, to help promote the census and convince individuals—especially hard-to-count groups—to respond, the Bureau plans to partner with state, local, and tribal governments; religious, community, and social service organizations; and private businesses to secure a more complete count. According to the Bureau, it has thus far secured partnership agreements with more than 10,000 organizations for 2010. The Bureau intends to focus its efforts on hard-to-count communities using data from the 2000 Census, and additional funding made available from the recently enacted economic recovery legislation will enable the Bureau to greatly expand staffing for the partnership program. Future success will depend in part on how well the Bureau communicates with partners and incorporates other best practices from 2000, as well as on how well it monitors the progress of the partnership efforts and whether it uses results-oriented measures so as to deploy resources as needed.

The Bureau updated its paid media and public relations strategy from 2000 to meet a changing media environment and plans to focus its efforts on hard-to-count populations. In addition to traditional outlets such as television and radio, the Bureau also intends to employ on line media, such as podcasts and blogs. Currently, the Bureau plans to devote 55 percent of its advertising resources to national media, which provides the broadest reach, and 45 percent to local media, which better targets specific hard-to-count communities. The Bureau has also completed research on factors affecting census participation, which could help the Bureau address the long-standing issue of converting awareness of the census into actual participation. The Census in Schools program is also moving forward. Like the other components of the communications campaign, the Bureau plans to target its efforts to those schools where data from the 2000 Census suggest that the program will have the most impact: school districts in hard-to-count communities and kindergarten through 8th grade.

In general, the design of the Bureau's communications campaign appears to be comprehensive, integrated, shaped by the Bureau's experience in the 2000 Census, and targeted to hard-to-count populations. The programs GAO reviewed are in the planning or early implementation phases, and future success will depend on how well the Bureau moves from the design to operational phases. Further, while the extra money the Bureau received under the American Recovery and Reinvestment Act of 2009 will help augment its outreach efforts, it does not necessarily follow that additional activity will yield higher response rates. Therefore, consistent with the American Recovery and Reinvestment Act the Bureau will need to identify, among other things, (1) cost estimates of the activities being funded, (2) the objectives and outcome-related goals of the planned spending, and (3) how the spending will help achieve those goals.

Mr. Chairman, and Members of the Subcommittee:

Thank you for the opportunity to be here today to discuss the U.S. Census Bureau's (Bureau) efforts to improve participation and reduce the undercount in the next national headcount. As you know, the census is mandated by the U.S. Constitution and provides data that are vital to the nation. These data are used, for example, to apportion and redistrict the seats of the U.S. House of Representatives, realign the boundaries of the legislative districts of each state, and allocate federal financial assistance.

Counting everyone in a country as large and diverse as the United States is a significant challenge, in part because people are becoming increasingly difficult to find and reluctant to respond to the census. When the census misses a person who should have been included, it results in an undercount; an overcount occurs when an individual is counted in error. Such errors are particularly problematic because of their differential impact on various subgroups. Minorities, renters, and children, for example, are more likely to be undercounted by the census while more affluent groups, such as people with vacation homes, are more likely to be enumerated more than once.

To help reduce the undercount for the 2010 Census, the Bureau developed the Integrated Communications Campaign aimed at hard-to-count populations. Its components include partnerships with government, private sector, social service, and other organizations; paid advertising; public relations; and Census in Schools (a program designed to reach parents and guardians through their school-age children). Funding for the communications campaign received a substantial boost under the recently enacted economic stimulus legislation.[1] The conference report[2] accompanying this legislation provided "up to $250,000,000 shall be for partnership and outreach efforts to minority communities and hard-to-reach populations," a 61 percent increase over the $410 million the Bureau had originally budgeted for its communications effort.

Importantly, the communications campaign is just one example of the tremendous effort the Bureau puts forth to improve participation and help reduce the undercount. Other activities include building a complete and

[1] American Recovery and Reinvestment Act of 2009, Pub. L. No. 111-5 (Feb. 17, 2009).

[2] H.R. Rep. No. 111-16, at 417 (2009).

accurate address list, using special enumeration programs, and offering language assistance guides in 59 languages.

Although the Bureau has made considerable progress in gearing up its communications campaign for the 2010 Census, encouraging traditionally hard-to-count populations, such as minorities, renters, and linguistically isolated households, will be difficult. Besides such long-standing challenges as the nation's cultural diversity, the Bureau also faces newly emerging issues, such as local anti-illegal immigration campaigns and a post-September 11 environment that could heighten some groups' fears of government agencies. At the same time, the Bureau's communications campaign must not only raise public awareness of the census, it must also motivate people to respond—a far thornier task.

At your request, this statement focuses on the Bureau's readiness to reduce the undercount through its Integrated Communications Campaign, paying particular attention to the partnership, paid advertising and public relations, and Census in Schools programs. We will also discuss the extent to which the rollout of the campaign is consistent with various factors that we believe will result in greater accountability and more successful results. These factors include the extent to which the various components of the communications campaign (1) were informed by lessons learned from the 2000 Census and other evaluations, (2) are implemented on schedule, (3) receive appropriate funding and staffing, and (4) are targeted to where they are most needed. Likewise, it will be important for the Bureau to have the ability to monitor response rates and other developments at the national and local levels, and to quickly deploy components of the campaign as needed to address contingencies that could undermine the completeness and accuracy of the count.

My testimony today is based on our ongoing and recently completed work (please see the Related GAO Products section at the end of this statement for a list of products we have issued on the Bureau's efforts to reach hard-to-enumerate populations).[3] To review the readiness of the Bureau's communications campaign, we analyzed planning, funding, and progress reports. We also interviewed Bureau officials responsible for designing and implementing the communications program. This work was conducted in accordance with generally accepted government auditing

[3] GAO, *2010 Census: The Bureau's Plans for Reducing the Undercount Show Promise, but Key Uncertainties Remain*, GAO-08-1167T (Washington, D.C.: Sept. 23, 2008).

standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

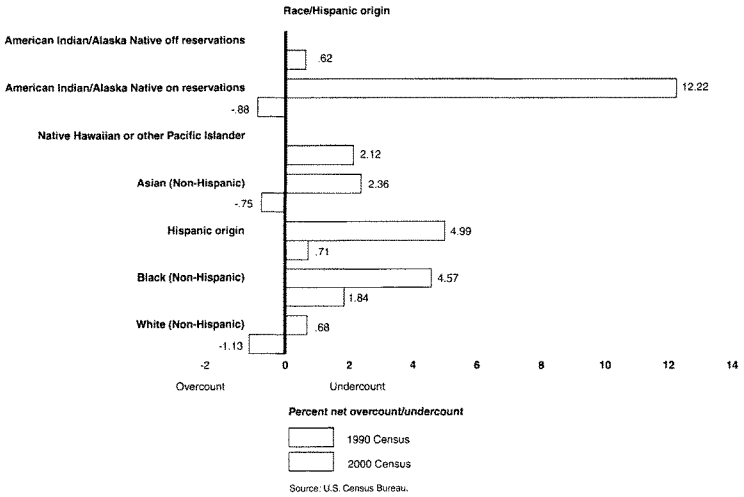
In summary, the Bureau has made notable progress in rolling out key components of its communications campaign, and if implemented as planned, it will help position the Bureau to address the undercount. For example, the Bureau's plans reflect some key lessons learned from the 2000 Census, and the economic stimulus package makes more money available to the Bureau than what it had originally planned to spend.

The programs we reviewed are mainly in the planning or early implementation stages; therefore, moving forward, it will be important for the Bureau and Congress to continue to monitor the campaign's rollout to ensure that it proceeds as planned. Further, while the extra funds available to the Bureau under the economic stimulus legislation will help the Bureau expand its outreach efforts, it does not necessarily follow that increased funding will affect response behavior. As a result, and consistent with the American Recovery and Reinvestment Act of 2009, it will be important for the Bureau to develop a spending plan for the money, identifying, among other things, (1) cost estimates of the activities being funded, (2) the objectives and outcome-related goals of the planned spending, and (3) how the spending will effectively achieve those goals.

Background

Although the Bureau goes to great lengths to conduct an accurate count, some degree of coverage error in the form of persons missed or counted more than once is inevitable. Historically, undercounts have plagued the census, although Bureau efforts to evaluate count accuracy have indicated that undercounts have generally diminished since 1940. For the 2000 Census, for the first time in its history, the Bureau reported a slight net overcount of approximately 0.5 percent or about 1.3 million people. However, as shown in figure 1, coverage errors are not always evenly distributed through the population. For example, the Bureau reported an overcount of non-Hispanic Whites, and an undercount of non-Hispanic Blacks. Figure 1 also shows how the Bureau made strides in reducing the undercount in the 2000 Census compared to 1990.

Figure 1: Comparison of Percent Net Undercounts, 1990 and 2000 Censuses



Source: U.S. Census Bureau.

Notes: A negative number indicates an overcount. In 1990, Asian (Non-Hispanic) included Pacific Islanders.

Participation in the census, as measured by the mail return rate, also affects the accuracy of census data. The Bureau calculates mail return rates as the percentage of questionnaires the Bureau receives from occupied housing units in the mail-back universe.[1] Although the Bureau attempts to count individuals who fail to mail back their census forms during a subsequent operation called nonresponse follow-up, high mail return rates are critical to quality data. A Bureau evaluation of the 2000 Census found that questionnaires returned by mail tend to be more accurate than those obtained during nonresponse follow-up. Higher mail return rates also help save considerable taxpayer dollars, since a questionnaire returned by mail obviates the need for enumerators to make costly in-person visits to households to collect information.

The Bureau designed its Integrated Communications Campaign to help increase census participation. The campaign's objectives are to raise the mail response rate, reduce the workload in follow-up operations, and improve cooperation with enumerators. Combined these efforts could help reduce the undercount and thus enhance the overall accuracy of the census.

In September 2007, the Bureau awarded its communications contract to DraftFCB, a communications firm that will orchestrate its key components. The campaign includes the following milestones (see table 1).

[1] The mail return rate differs from the mail response rate in that the mail response rate is calculated as a percentage of all the housing units in the mail-back universe, including those that are later discovered to be nonexistent or unoccupied. The Bureau uses this percentage as an indicator of its nonresponse follow-up workload.

Table 1: Timeline of Selected Key Communications Campaign Events

Dates	Decennial activity
May 2008	Bureau hired first 120 partnership staff
December 2008	DraftFCB delivers final communications plan
March 2009	National partners briefing
June 2009	Census in Schools materials available (print/online)
	Additional partnership staff (funded by American Recovery and Reinvestment Act of 2009) to be hired
January 2010	Paid media campaign is launched

Source: GAO analysis of U.S. Census Bureau data.

DraftFCB delivered its final communications plan, which includes a specific focus on undercounted populations, in December 2008. As one example, the contractor worked with the Bureau to segment the population into distinct groups or "clusters" using socioeconomic, demographic, and other data from the 2000 Census that are correlated with a person's likelihood to participate in the census. Each cluster was given a hard-to-count score, and the Bureau's communications efforts are to be targeted to those clusters with the highest scores. The four clusters with the highest hard-to-count scores made up 14 percent of the nation's occupied housing units based on data from the 2000 Census, and included the following demographic characteristics: renters, immigrants, non-English speakers, persons without higher education, persons receiving public assistance, and persons who are unemployed.

The campaign strategy will be based on the theme "It's in Our Hands" and will target the clusters mentioned above. According to the Bureau, this approach reflects a marketplace trend where communications are becoming more two-way or participatory, and can be seen, for example, in people creating their own content on the World Wide Web. The goal of the strategy is to encourage personal ownership and involvement that spreads the word about the census. Further, the generic theme will be tailored to specific groups. For example, outreach targeted to families might carry the message, "The education of our children. It's in our hands," while the economically disadvantaged might receive, "The power to matter. It's in our hands."

Although the effects of the Bureau's communication efforts are difficult to measure, the Bureau reported some positive results from its 2000 Census marketing efforts with respect to raising awareness of the census. For example, four population groups—non-Hispanic Blacks, non-Hispanic

Whites, Asians, and Native Hawaiians—indicated that they were more likely to return the census form after the 2000 Census partnership and marketing program than before its onset. However, a Bureau evaluation demonstrated a limited linkage between the partnership and marketing efforts and improvements in actual census mail return behavior for these or other groups. Put another way, while the Bureau's marketing activities might raise awareness of the census, a remaining challenge is motivating a specific behavior, namely completing and returning a census questionnaire.

Key Practices Are Helping to Enhance the Effectiveness of the Partnership Program

To help promote the census and convince people to respond, the Bureau plans to partner with state, local, and tribal governments; religious, community, and social service organizations; and private businesses. The program stems from the Bureau's recognition that "trusted voices" representing organizations with high credibility in a particular community could help convince otherwise reluctant individuals to participate in the census. According to the Bureau, it partnered with around 140,000 organizations during the 2000 Census.

The program will be implemented largely by partnership specialists who are to reach out to key government and community leaders and gain their commitment to support the census. Other partnership staff include graphic designers, media specialists, and clerical employees. The Bureau had initially planned to hire 680 partnership staff for the 2010 Census, and achieved that level in January 2009. However, the American Recovery and Reinvestment Act of 2009 provided additional funding that allowed for the Bureau to hire around 2,000 additional partnership staff, and the Bureau plans to ramp up to this new level by June 2009. By comparison, for the 2000 Census, the Bureau hired around 600 partnership staff. The additional staffing levels will help the Bureau better support the partners' efforts, and help address concerns expressed by some local census office managers following the 2000 Census that the partnership specialists were spread too thin.

According to the Bureau, it will allocate the partnership staff among and within the Bureau's 12 regions using a formula that incorporates the hard-to-count score, as well as other data, including population size, geographic information, language needs, and local knowledge. Officials emphasized that they are using census data to focus resources on hard-to-count populations. Earlier this year, the Bureau was experiencing delays in hiring qualified partnership staff in the regional census offices, but Bureau

officials have indicated they achieved their goal of getting 680 staff on board by the end of February 2009.

In our previous work, we highlighted best practices for both the Bureau and partners that appeared to be key to successful engagements. In addition to these best practices we also included several recommendations aimed at making the partnership program more accountable and performance-oriented—all of which the Bureau implemented.[5] Best practices for partners outlined in our previous work include (1) identifying "census champions" or advocates who will actively support the census and encourage others to do so, (2) integrating census-related efforts into partners' existing activities and events, and (3) leveraging resources by working with other partners and customizing census promotional materials to better resonate with local populations. Best practices for the Bureau include (1) providing adequate and timely information, guidance, and other resources to local partners on how they can support the census; (2) maintaining open communication with partners; and (3) encouraging the early involvement of partners in census activities.

While it is premature to obtain a complete picture of how our best practices have been used thus far, to date it appears that the Bureau has incorporated some of the best practices we identified in the design and early implementation of the 2010 program. For example, with respect to obtaining early involvement of partners, the Bureau hired a core of 120 partnership staff in mid-2008 who, among other activities, secured early commitments with state, local, and tribal governments; as well as with various community organizations. The Bureau reports that it has obtained partnership agreements with over 10,000 organizations as of February 2009.

Moreover, as noted above, according to the Bureau, the full complement of 2,680 partnership staff should be aboard by June 2009. By comparison, for the 2000 Census, the full complement of partnership staff—around a third of the roughly 600 hired—did not come aboard until fiscal year 2000, with just a few months remaining until census day. The near quadrupling of the planned size of the partnership staff could help the Bureau expand its outreach efforts. However, it will be important for the Bureau to have

[5] GAO, *2000 Census: Review of Partnership Program Highlights Best Practices for Future Operations*, GAO-01-579 (Washington, D.C.: Aug. 20, 2001).

in place the appropriate management infrastructure to hire, train, organize, deploy, and supervise the additional personnel, as well as to ensure that guidance, information, and other material provided to partners are communicated in a clear and coordinated manner.

In addition to the paper-based promotional materials that will be available for use by all partners through Bureau staff, the Bureau plans to use the Internet to better communicate with partners and disseminate material and information. The Bureau expects this to be a significant enhancement and far more efficient than the strategy employed in 2000, which relied solely on paper-based mailings and hand-delivery of materials. For example, the Bureau plans to mass e-mail newsletters and other information to partners, and has set up a "partnership and communications area" on its Web site. Partners can use this portal to receive updates and the latest program information. Likewise, Bureau staff can use the Internet to contact and provide newsletters, promotional materials and other forms of information to national organizations directly rather than through a contractor as was done in 2000. The Bureau expects that national organizations will in turn share the information and materials with their local affiliates.

At the same time, if the Bureau shifts too much responsibility for sharing and reproducing materials to its partners, the partners could see it as a burden akin to an unfunded mandate. Indeed, local groups may not have the budget, staff, or time to execute the Bureau's partnership efforts. The Bureau received this type of feedback from small rural counties following the 2000 Census.

Importantly, the Bureau will need timely information to track and monitor progress of partnership activities. For 2010, the Bureau introduced a new system, the Integrated Partner Contact Database to track and monitor activities of partner organizations. The database became available in January 2009 and, according to the Bureau, includes real-time information on the number of partner organizations, populations served, demographics, value added contributions, and constituent reach. The Bureau believes this will enable it to evaluate the partnerships in real time and redirect or reallocate staff as needed. Bureau officials have noted that the 2010 partnership tracking system is an improvement over the 2000 system, which was cumbersome and not user-friendly.

That said, as the Bureau monitors the progress of the partnership efforts, it will be important for the Bureau to develop specific performance metrics linked to the goals of the partnership program and the census itself. In

contrast, according to a former senior Bureau official who was responsible for the 2000 partnership program, success was based more on the number of partnership agreements secured rather than the quality of work the partners performed.

The Bureau Updated Its Paid Media and Public Relations Strategy to Meet a Changing Media Environment

The Bureau will use numerous paid media sources, such as TV, radio, the Internet, and magazines, to reach individuals from all clusters and ethnic audiences. The Bureau plans to devote 55 percent of its advertising resources to national media, which provide the broadest reach, and 45 percent to local media, which better target specific hard-to-count communities. The role of the public relations effort, which is to include news releases, media briefings, special events, podcasts, and blogs, is to support all aspects of the census.

Bureau officials indicated that technological changes and society's evolving media habits prompted the Bureau to update media strategies employed in 2000 so as to be effective for 2010. For example, there is far greater access to the Internet, social networks, blogs, satellite radio, podcasts and Web-enabled phones than in 2000; some of these did not exist at all. The Bureau believes these new forms of digital media represent new ways to educate the public about the census. Last fall, the Bureau completed market research to gain an understanding of people's feelings about the census and the factors that inspire or hinder participation. According to the Bureau, the research will help it determine which communication medium works best for different ethnic groups.

The Bureau will also retain greater control of its paid advertisements so that they can be shared with other organizations. In 2000, a number of entities, such as state and local governments and private organizations, wanted to use census ads but were unable to because the Bureau only retained limited use of its licensed advertising content. As a result, ads with similar content had to be purchased by partners for their use.

Additionally, the Bureau plans to create some of its informational material, including posters, flyers, and brochures, as electronic templates. This will enable the Bureau's 12 regional offices to easily change out photos and languages that better suit a particular area. Partnership materials are to be available in 19 languages and advertising materials are to be available in 14 languages.

One of the Bureau's recent challenges is getting promotional materials developed and distributed to regions. The Bureau has experienced delays

in procurements for its promotional items because it is encountering difficulty in identifying small and minority-owned businesses that have the capacity to produce large quantities of printed materials. The Bureau is revising its plans and noted that the delays have not significantly affected its ability to deliver promotional materials to regional staff.

Census in Schools Program Will Be Targeted toward Younger Students

The goal of the Census in Schools program is to improve participation in the census by giving the schools lesson plans and teaching materials to support existing curricula so that (1) the students can be introduced to the purpose and importance of the census, and (2) the students will take home information about the census. The Bureau believes that weaving information about the census as well as census data into lesson plans helps get the message home to parents and guardians that answering the census is important and confidential.

For the 2010 Census, the Bureau plans to reduce the Census in Schools budget because they believe they can leverage materials developed in 2000 and better target its efforts to students. In 2000, the Census in Schools budget was $17 million, and for 2010, the Bureau plans to spend $11.3 million. According to Bureau officials, the reduced funding will not significantly affect the program since the Bureau will use previously developed materials thereby saving on development costs and making more of the materials available electronically through the Bureau's Web site rather than providing printed copies. Similar to what was noted earlier, however, the level of resources schools may need to disseminate material is not clear, and it will be important that the schools do not perceive this approach as an economic burden.

For 2010, the Bureau has contracted with Scholastic Publishing to develop lesson plans for schools nationwide. According to Bureau officials some stakeholders have expressed concern because the program is not as extensive as it was in 2000. However, the Bureau reduced the goal of the number of participating schools based on its conclusion following the 2000 census that the program is most effective and receives the greatest return on investment in hard-to-count areas and with younger grades (kindergarten through 8th).

Stimulus Funds Provide Additional Money for Outreach to Hard-to-Count Populations, but Planning Is Not Yet Complete

The American Recovery and Reinvestment Act of 2009 provided $1 billion in funding for the 2010 Decennial Census. The conference report accompanying this legislation, directed the Bureau to spend up to $250 million for the partnership program and outreach to "minority communities and hard-to-reach populations." As noted above, the Bureau has said that it will use the stimulus funds to recruit as many as 2,000 additional partnership staff this year (costing around $120 million) and expand advertising, especially in areas with historically low mail response rates (costing around $100 million). The Bureau is making plans for how to allocate the remaining funding.

To date, a fraction of the money for the communications campaign has been obligated; as of February 28, 2009, the Bureau reported obligating $48 million out of the $216 million to be spent for this campaign.[6] According to Bureau officials, the funds have been obligated for a variety of communications activities, including research initiatives such as the Census Barriers, Attitudes and Motivator Surveys; promotional materials for partnership specialists and regions; and Census in Schools.

Concluding Observations

The design of the Bureau's communications campaign appears to be comprehensive and integrated. Further, the Bureau generally appears to be addressing some of the factors that will be important for success, including (1) incorporating lessons learned from 2000 and (2) targeting resources to where they are most needed. The Bureau also plans to track response rates in 2010 and quickly deploy resources to those areas in need of a boost. If each of the various components of the communications campaign is implemented as planned, they will help position the Bureau to improve participation in the census and address the differential undercount.

Importantly, however, the various programs we examined are generally in the planning or early implementation stages. While the communications campaign has made important steps forward, considerable work lies ahead in moving from the planning to the operational phases. Further, while money from the economic stimulus package could help augment marketing of the census, less clear is the extent to which these additional

[6] The $48 million figure does not include funds for partnership staff. Also, Bureau officials have indicated that an additional $4 million has been obligated for the campaign since the original life-cycle estimate of $212 million.

funds will improve response behavior or which component of the campaign will yield the best results.

Moving forward, to help ensure a more accountable and results-oriented communications campaign, it will be important for the Bureau to continue to apply lessons learned from the 2000 Census to the implementation of the 2010 communications effort, as well as develop and meet specific performance goals. Moreover, consistent with the American Recovery and Reinvestment Act, it will be important for the Bureau to first develop a spending plan for the money it receives under the act, identifying, among other things, (1) cost estimates of the activities being funded, (2) the objectives and outcome-related goals of the planned spending, and (3) how the spending will help achieve those goals.

As always, we will continue to track the implementation of the Bureau's communications campaign as well as other key census-taking operations on behalf of Congress, and provide Congress with regular updates.

Mr. Chairman and members of the subcommittee, this concludes my prepared statement. I would be happy to respond to any questions you may have.

Contacts and Acknowledgements

If you have any questions on matters discussed in this testimony, please contact Robert Goldenkoff at (202) 512-2757 or at goldenkoffr@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this statement. Other key contributors to this testimony include Ronald Fecso, Chief Statistician; Signora May, Assistant Director; Thomas Beall; Steven J. Berke; Richard Hung; Andrea Levine; Catherine Myrick; and Timothy Wexler.

Related GAO Products

2010 Census: Fundamental Building Blocks of a Successful Enumeration Face Challenges. GAO-09-430T. Washington, D.C.: March 5, 2009.

2010 Census: Little Time Remains to Address Operational Challenges. GAO-09-408T. Washington, D.C.: March 5, 2009.

2010 Census: Census Bureau Needs Procedures for Estimating the Response Rate and Selecting for Testing Methods to Increase Response Rate. GAO-08-1012. Washington, D.C.: September 30, 2008.

2010 Census: The Bureau's Plans for Reducing the Undercount Show Promise, but Key Uncertainties Remain. GAO-08-1167T. Washington, D.C.: September 23, 2008.

2010 Census: Bureau Needs to Specify How It Will Assess Coverage Follow-up Techniques and When It Will Produce Coverage Measurement Results. GAO-08-414. Washington, D.C.: April 15, 2008.

2010 Census: Diversity in Human Capital, Outreach Efforts Can Benefit the 2010 Census. GAO-07-1132T. Washington, D.C.: July 26, 2007.

2010 Census: Census Bureau Has Improved the Local Update of Census Addresses Program, but Challenges Remain. GAO-07-736. Washington, D.C.: June 14, 2007.

Decennial Census: Lessons Learned for Locating and Counting Migrant and Seasonal Farm Workers. GAO-03-605. Washington, D.C.: July 3, 2003.

Decennial Census: Methods for Collecting and Reporting Data on the Homeless and Others without Conventional Housing Need Refinement. GAO-03-227. Washington, D.C.: January 17, 2003.

Decennial Census: Methods for Collecting and Reporting Hispanic Subgroup Data Need Refinement. GAO-03-228. Washington, D.C.: January 17, 2003.

2000 Census: Review of Partnership Program Highlights Best Practices for Future Operations. GAO-01-579. Washington, D.C.: August 20, 2001.

GAO's Mission	The Government Accountability Office, the audit, evaluation, and investigative arm of Congress, exists to support Congress in meeting its constitutional responsibilities and to help improve the performance and accountability of the federal government for the American people. GAO examines the use of public funds; evaluates federal programs and policies; and provides analyses, recommendations, and other assistance to help Congress make informed oversight, policy, and funding decisions. GAO's commitment to good government is reflected in its core values of accountability, integrity, and reliability.
Obtaining Copies of GAO Reports and Testimony	The fastest and easiest way to obtain copies of GAO documents at no cost is through GAO's Web site (www.gao.gov). Each weekday afternoon, GAO posts on its Web site newly released reports, testimony, and correspondence. To have GAO e-mail you a list of newly posted products, go to www.gao.gov and select "E-mail Updates."
Order by Phone	The price of each GAO publication reflects GAO's actual cost of production and distribution and depends on the number of pages in the publication and whether the publication is printed in color or black and white. Pricing and ordering information is posted on GAO's Web site, http://www.gao.gov/ordering.htm. Place orders by calling (202) 512-6000, toll free (866) 801-7077, or TDD (202) 512-2537. Orders may be paid for using American Express, Discover Card, MasterCard, Visa, check, or money order. Call for additional information.
To Report Fraud, Waste, and Abuse in Federal Programs	Contact: Web site: www.gao.gov/fraudnet/fraudnet.htm E-mail: fraudnet@gao.gov Automated answering system: (800) 424-5454 or (202) 512-7470
Congressional Relations	Ralph Dawn, Managing Director, dawnr@gao.gov, (202) 512-4400 U.S. Government Accountability Office, 441 G Street NW, Room 7125 Washington, DC 20548
Public Affairs	Chuck Young, Managing Director, youngc1@gao.gov, (202) 512-4800 U.S. Government Accountability Office, 441 G Street NW, Room 7149 Washington, DC 20548



Please Print on Recycled Paper

Mr. CLAY. Thank you so much, Mr. Goldenkoff.
Mr. Tarakajian, you are up for 5 minutes.

STATEMENT OF JEFF TARAKAJIAN

Mr. TARAKAJIAN. Mr. Chairman, Mr. McHenry, members of the subcommittee, DraftFCB and our subcontractor partners thank you for the opportunity today to talk to you about the Integrated Communications Campaign for the 2010 census.

Joining me today are colleagues from DraftFCB and our subcontractor partners: GlobalHue, D'Exposito and GlobalHue Latino.

Since we spoke to you last on July 2, 2008, we remain on track to deliver the Communications Campaign to the marketplace in January 2010. Our work continues to be on budget, and we have made considerable progress. Let me give you a few highlights of that progress.

First, the plan for the Integrated Communications Campaign was completed on July 15th and accepted by the Bureau in September 2008. We began field work for the Census Barriers, Attitudes, and Motivator Study [CBAMS], in July and reported on its findings in the fall of 2008. This study has proven very, very effective to messaging development and to media planning, particularly in understanding the attitudes and behaviors of the hard-to-count.

From a creative and messaging-development standpoint, DraftFCB and our partners developed creative concepts during November and December of last year for all audiences. We produced rough versions of approximately 114 concepts. We traveled across the country gaining feedback in language and in culture from the audiences that will see these messages. In total, we spoke to approximately 1,400 people in 21 cities in the 48 contiguous States, Hawaii, Alaska, Puerto Rico, and the District of Columbia, representing all races and ethnicities. In April, we will be presenting a final report of findings to the Bureau, and we plan to begin production of the advertising in June.

From a media standpoint, DraftFCB and our partners developed media plans for all audiences earlier this year. Currently we are issuing RFPs to media companies. We are also beginning to replan incorporating incremental dollars from the stimulus funding. These plans will be presented to the Bureau in April. While the timing of the upfront buy is very market-driven, we expect it to conclude, at the latest, in August 2009, which is the first phase of our buying. And the second buying phase for local media will occur in the fall of 2009.

With regard to the Partnership Program, we provide promotional items and materials to support it. We have developed materials and items, both ourselves and our partners that have started arriving in regional offices in March and will continue through November. Materials consist of either action or awareness messaging. They will be available in 19 languages. All of them will be available electronically and many printed as well.

With regard to public relations, we have been supporting the activity of the Bureau's PIO office with initiatives including weekly media monitoring, media training, the development of media lists and logistics for the partner kick-off meeting later this month.

For Census in Schools, the Bureau accepted the plan in January. We have begun implementation with the mailing of an announcement letter to principals. As far as the contract overall is concerned, we are on track to reach our very aggressive goal of 40 percent of the contract spending to small business. Most of these opportunities will occur in fiscal year 2009 and fiscal year 2010 in connection with the local and national media buys.

In summary, at the risk of stating the obvious, the planning and implementation of the campaign is an enormous effort. We fully recognize its importance and urgency. There is only one chance to do this right. So we are grateful to the encouragement, input, and advice of stakeholders and oversight.

We are fully committed to making the campaign's decisions research and fact-based, as well as sensitive to the counsel of those whose insight and experience will help improve our efforts. So we proactively have incorporated as many opportunities in the campaign's development as possible to gain that insight. Today we look forward to your observations and advice, as well as any questions you may have about this extraordinary effort. Thank you.

[The prepared statement of Mr. Tarakajian follows:]

Testimony

Of

Jeff Tarakajian

DraftFCB

Information Policy, Census, and National Archives Subcommittee

Oversight and Government Reform Committee

Monday, March 23, 2009

2154 Rayburn HOB

10:00 A.M.

"2010 Census: Using the Communication Campaign to Effectively Reduce the Undercount"

The Information Policy, Bureau of The Census, and National Archives Subcommittee, Oversight and Government Reform Committee have asked DraftFCB to provide comment concerning the Integrated Communications Campaign for 2010 Census in the following areas:

- *Specific details about the accomplishments of DraftFCB and its sub-contractors to date*

- *How the various components of the campaign will be tested to ensure they resonate with traditionally undercounted groups*

Background

DraftFCB and its sub-contractors are seventeen months into a 4-year contract for the 2010 Census Communications Campaign. We are one of the largest global integrated marketing communications firms focused on communications in all media (broadcast, print, internet and emerging technologies). Our sub-contractor partners, with specialties in areas that complement our expertise, include:

- Weber Shandwick: Public Relations (Earned Media) and Partnerships
- Jack Morton: Events Marketing, Promotional Items
- GlobalHue: Black Audience (Minority Owned)
- GlobalHue Latino: Hispanic Audience (Minority Owned)
- D'Exposito & Partners: Hispanic Audience (Small, Woman Owned, Minority Owned)
- DraftFCB Puerto Rico: Integrated Communications for the Commonwealth of Puerto Rico
- IW Group: Asian Audiences (Minority Owned)
- Zona Design: Design (Small, Disadvantaged, Minority Owned)
- Allied Media: Emerging Markets - Arabic, Russian, Polish (Small, Minority Owned)
- G&G Advertising: AI/AN, NHOPI (Small, Disadvantaged, Minority Owned)
- MarCom Group: Recruitment (Small, Disadvantaged, Minority Owned)
- PLUM Agency: Multi-Cultural Advertising & Design (Small, Disadvantaged, Minority Owned)
- Scholastic: Educational Marketing/Census in Schools

Scholastic, PLUM and D'Exposito are the most recent additions to the contract. DraftFCB and our partner sub-contractors are fully committed to delivering the goals of the census:

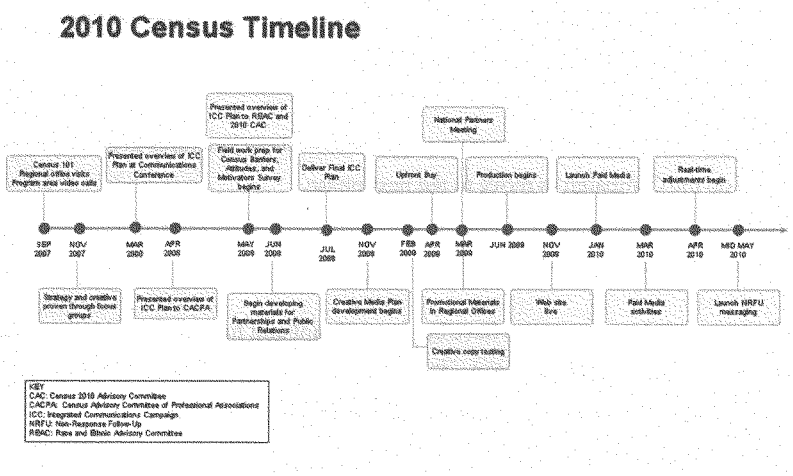
- Increase overall mail response
- Increase accuracy and reduce the differential undercount

- Improve cooperation with enumerators

We continue to be on track to deliver the Campaign to the marketplace on time and on budget. During our first seventeen months we have maintained an on-time standard and intend to continue that standard throughout the contract's lifecycle. We understand there is only one chance to do census correctly.

Campaign Timeline

The Campaign Timeline we have developed jointly with our partners and shared with the Bureau and stakeholders continues to function as the overall timeline for developing and researching the messaging and materials for the Campaign, planning and buying the media, disseminating and deploying the materials in market and developing and implementing the plan for tracking and optimization. This timeline, and the many sub-schedules that are linked to it, is used both to track our performance and chart our course forward.



Reviews

We continue to have frequent, ongoing communication with the Bureau that includes our sub-contractors regarding progress and review of the work of the contract. In addition, there are key points when more formal review and approval of work by the Bureau and Stakeholders is required. These have included:

- CBAMS (Census Barriers, Attitudes & Motivators Study) Findings — Fall 2008
- Media Plans — Late Winter 2009
- View Proposed Ad Ideas in rough form such as storyboards or scripts — December/January 2008/2009

Important, upcoming reviews and approvals are as follows:

- Findings of Copy Testing of Proposed Ads — March/ April 2009
- Upfront Media Buy Proposals (Phase I Buy) — Spring 2009
- Production of Advertising — Summer 2009
- Remainder of Media Buy Proposals (Phase II Buy) — Fall 2009

The timeline is built around securing approvals at these junctures in order for the work on the Campaign to move to the next phase.

Accomplishments to Date

The accomplishments to date have been significant and have occurred in every key area of preparation activity for the Campaign:

- Research, including messaging development and testing
- Media
- Partnership Program Support
- Census in Schools
- Public Relations

- Web sites
- Measurement, Metrics and Tracking
- Small Business Sub-Contracting

What follows summarizes key accomplishments and upcoming work by preparation area with particular focus on how these activities will enable the Census to reach hard-to-count populations effectively and motivate them to participate.

Research

Research is the foundation of the Campaign and a critical guide for all of its activities. To start the process of developing messaging and media plans, an extensive review was conducted of available learnings from the 2000 Campaign as well as meetings with each of the 12 Regional offices and briefings with census employees, members of REAC and other Advisory Committees.

Once this foundation was laid, four separate phases of research were conducted and have now been completed.

Audience Segmentation

While the goal of the Campaign is to reach everyone, an audience segmentation model is necessary to ensure that the most-difficult-to-motivate populations could be targeted effectively by communications. So the population was segmented into eight clusters based upon mail-back behavior in Census 2000. The clusters were further refined and validated with 2006/2007 American Community Survey data. Five of the clusters have high percentages of hard-to-count populations. These are:

- Single Unattached Mobiles
- Ethnic Enclave I
- Ethnic Enclave II

- Economically Disadvantaged I
- Economically Disadvantaged II

These clusters will receive more emphasis in the Campaign.
The remaining three clusters: Advantaged Homeowners and All Around Average I and II will receive less emphasis. All of the clusters are inclusive of race so they are non-race specific.

This segmentation model enables the Campaign to allocate resources and funnel messaging relative to each cluster's propensity to respond to the census.

Focus Groups for the Unifying Idea

The next phase of research for the Campaign was the development and testing of the idea that would power and unite all elements of the 2010 Census Campaign. DraftFCB and our partner agencies collaborated to develop several unifying ideas. The Bureau selected three of the ideas presented for further development. The platform idea and a creative expression of each were exposed in focus groups to determine if they would resonate and motivate across all racial and ethnic audiences. The most successful idea, "The 2010 Census, It's in Our Hands," became the inspiration and unifying idea for the development of all communications.

CBAMS (Census Barriers, Attitudes and Motivators Survey)

While the audience clusters provided data on where hard-to-count populations lived for effective targeting, the data did not provide insight into *why* these audiences had a low propensity to participate in the census. This information would be critical to the development of motivating messages. The reasons behind low intent to participate, and the potential motivators to overcome them, were the goals of CBAMS.

CBAMS was fielded in the late Summer/early Fall of 2008. The study was designed to ensure full and effective representation of all populations. Special efforts were

made to include personal interviews when populations could not be surveyed by either landline or wireless phone. All audience clusters were fully represented in the CBAMS survey as well as all race and ethnic groups.
All of our partner agencies participated in the design, analysis and findings of CBAMs. The study revealed five distinct mindsets about the census in the population.

Those mindsets are:

The Leading Edge: (26% of population) — are well-informed about the census, value it and are highly committed to participating in it because they fully believe it will positively impact their communities.

The Head Nodders: (41% of population) - are very positive about the census, but not well-informed about its uses/benefits, which makes them highly impressionable and vulnerable to negative word-of-mouth and publicity.

The Insulated: (6% of population) - have heard of the census but don't know very much about it and are indifferent towards it because they believe they have seen little evidence of the worth of the census in their lives and communities.

The Unacquainted: (7% of population) - often peripheral -- linguistically or culturally isolated -- they have never heard of the census, know nothing at all about it, and are least likely participate in it.

The Cynical Fifth: (19% of population) - despite their claimed unfamiliarity with the census, they actually know a lot about it and are resistant to it based on their ideological belief that the census is an invasion of privacy and may be misused.

Copy Testing of Creative

In order to conduct and complete this fourth phase of Research, DraftFCB and its partners began and completed an extensive phase of creative development of potential messages in rough execution format (television, radio, print) for all audiences in the Campaign, between November 2008 and March 2009. The kick-off of that work was the development of a creative brief for each of the Campaign's audiences: the diverse mass for people who consume messages in English, and all the overlays to the Campaign consisting of the 13 other languages of Campaign representing audiences such as Hispanic, Arabic or Chinese speaking, etc., as well as other English-Speaking audiences such as Blacks, American Indians and Pacific Islanders who will receive in-culture messaging. This is an important, industry-standard practice to ensure that all creative executions are focused around the most motivating message strategies. Customized briefs were developed for each race and ethnic audience as well as for the diverse mass communications base plan. Each brief also incorporated learning about attitudes, barriers and motivators from CBAMS.

For each audience, DraftFCB and the partner agency expert for a specific race and ethnic group developed a full communications campaign covering the core motivating messages from the creative brief, all media types and all phases of the Campaign: awareness, motivation and non-response follow-up. A broad-ranging team of Census Bureau reviewers participated in shaping and choosing the messages and executions for testing. DraftFCB and its partners then produced in rough form (drawings and sketches, video-storyboard treatments, etc.) all the materials for testing.

The testing methodology consisted of group sessions, employing both qualitative and quantitative techniques, with respondents representing the 14 languages of the Campaign, from all audience clusters and mindsets. Each execution was evaluated

among its intended audiences as well as in some cases, among audiences who may see it in the marketplace by virtue of their media consumption habits. The goal of the focus groups was to obtain reactions to the messages in order to optimize the creative and ensure that it resonated with and motivated its intended audiences. DraftFCB and our partner agencies conducted a total of 78 sessions in 21 cities in the contiguous United States as well as Hawaii, Alaska and Puerto Rico. Approximately 1,400 consumers participated in the groups. Participants were carefully recruited to ensure representation of the different races and ethnicities as well as hard-to-count and undercounted populations. The initial presentation of copy-testing findings will be made in late March 2009.

Media

DraftFCB and our partner agencies are in the process of developing Paid Media plans designed to make 2010 Census the most pervasive message in the marketplace, especially during mail-out/mail-back phase (March/April 2010). The resulting final media plan will culminate from the work of our partner agencies, developing paid media plans across 14 languages that will reach into every market across the United States and Puerto Rico.

The Paid Media Planning and Buying Timeline is as follows:

Dec. 2008 - Media Strategy Recommendation Issued

Jan. 2009 - Paid Media Recommendation Issued

Apr. 2009 - Stimulus Media Recommendation to be Issued

Spring 2009 - Buying Phase I - Census Upfront Negotiation/Buying to Commence

Census Upfront - The Upfront occurs when advertisers secure a select group of television shows and networks months before the start of the season, at set, typically discounted, prices. The Census Upfront will magnify that structure to encompass multiple media types. We will negotiate multi-platform deals with large companies such as Time Warner, Disney ABC, BET, etc. to negotiate the best

pricing, placements and added value for the Campaign. We will begin these negotiations earlier because of the ability to negotiate discounts, as well as the long lead times required for integration and implementation.

As part of the negotiations, these companies generally bring added-value offers to the table to increase the odds that inventory in their properties will be chosen. The added value can range from announcements about the census that they produce and run at their expense to bonus inventory and promotional items. During the negotiation we will share at the appropriate time information about the Campaign to enable them to provide the most advantageous added-value packages.

Summer 2009 - Census Upfront Period to Conclude

Summer 2009 - Buying Phase II to Commence

Buying Phase II – We will negotiate media buys with other vendors in Phase II. Commitments for media such as local TV and radio, magazines, newspaper, internet and outdoor, including ethnic media, are typically made with shorter lead time. Industry -standard practice is to negotiate these media with shorter buying windows without incurring higher rates. This aligns with how Census Media was purchased in 2000.

Fall 2009 - Begin committing to Phase II-negotiated Media

Jan. 2010 - Execute and upgrade schedules as plan is implemented based on marketplace conditions

Mar. 2010 - Devise and Implement Rapid Response Media Plans based on early mail return rates

The 2010 Census Media Plan will consist of both National and Local Media. National Media, such as Network and Cable TV, will provide reach into every market across the country. Local Media, such as Newspapers and Outdoor, will provide concentrated incremental reach into specific markets and even neighborhoods. Local Media markets were selected based on their prevalence of

"Hard-to-Count" populations, as defined by census data, and/or the need for in-culture and in-language communications as a means of reducing the differential undercount.

It should be noted that releasing projected allocations at the individual market level prior to the conclusion of both Buying Phases is undesirable for the following reasons.

It hinders our ability to negotiate effectively. If in-market spend levels are public knowledge, vendors have less incentive to provide their most aggressive rates and proposals.

All individual market spending remains provisional, since media plans have been built based on planning costs, or assumptive rates. As market conditions vary, we may spend more or less in a market than anticipated to buy the desired media. As such, we will be unable to provide accurate spending figures by market until negotiations conclude.

In addition, numbers released before the end of the campaign will be understated because they will not include any potential in-market spending as part of Rapid Response and NRFU efforts. These efforts constitute more than 10% of the overall media budget.

The following provides a summary of Planned Paid Media spending. These are planned estimates that will likely change once media is purchased:

By Audience/Media Type: (Base, Stimulus, Total Budget)

Base - $212MM Allocation

Media Type	Total	Diverse Mass	Hispanic Audience	Black Audience	Asian Audience	NHOPI Audience	AI/AN Audience	Emerging Markets Audience	Puerto Rico Audience	% Allocation
TV	$ 49,037,804	$ 34,137,804	$ 5,700,000	$ 5,400,000	$ 1,700,000	$ -	$ 900,000	$ 300,000	$ 300,000	54%
Radio	$ 14,940,000	$ 4,700,000	$ 2,700,000	$ 6,000,000	$ 500,000	$ 300,000	$ 400,000	$ 40,000	$ 300,000	15%
Newspaper	$ 10,180,000	$ 2,500,000	$ 3,500,000	$ 1,100,000	$ 1,900,000	$ 300,000	$ 400,000	$ 180,000	$ 300,000	11%
Online	$ 6,270,000	$ 4,700,000	$ -	$ 1,000,000	$ 400,000	$ 70,000	$ -	$ 50,000	$ 50,000	7%
Magazine	$ 1,200,000	$ -	$ 500,000	$ 500,000	$ 200,000	$ -	$ -	$ -	$ -	1%
Out-of-Home	$ 7,960,000	$ 5,900,000	$ 800,000	$ 900,000	$ 500,000	$ 10,000	$ 70,000	$ 80,000	$ 100,000	9%
Unallocated NRFU	$ 1,500,000	$ -	$ 1,500,000	$ -	$	$ -	$ -	$ -	$ -	2%
Media Subtotal:	$ 91,087,804	$ 51,937,804	$ 14,700,000	$ 14,900,000	$ 5,200,000	$ 680,000	$ 1,770,000	$ 650,000	$ 1,650,000	100%
Production	$ 23,195,450	$ 8,455,446	$ 5,345,515	$ 5,305,199	$ 1,871,355	$ 325,413	$ 932,261	$ 270,758	$ 679,000	
Labor	$ 52,019,286	$ 24,435,708	$ 6,435,309	$ 6,493,845	$ 6,474,770	$ 1,256,933	$ 1,962,451	$ 2,145,230	$ 2,415,042	
Other*	$ 12,436,009	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	
Paid Media Total	$ 178,738,551	$ 84,828,958	$ 26,480,827	$ 26,699,044	$ 13,946,125	$ 2,272,346	$ 4,664,712	$ 3,065,988	$ 4,744,042	
Partnership Total	$ 14,431,089									
Public Relations/Events Total	$ 10,610,360									
Census-in-Schools Total	$ 8,320,000									
GRAND TOTAL:	**$ 212,100,000**									

Notes:

* Other: Rapid Response, Management Reserve, Travel, Research

Updated: 3/20/09

Stimulus - $100MM Allocation

Media Type:	Total	Diverse Mass	Hispanic Audience	Black Audience	Asian Audience	NHOPI Audience	AI/AN Audience	Emerging Markets Audience	Puerto Rico Audience	% Allocation
Media	$ 54,000,000	$ 11,000,000	$ 13,000,000	$ 10,000,000	$ 13,000,000	$ 1,500,000	$ 1,500,000	$ 2,000,000	$ 2,000,000	100%
Production	$ 5,000,000									
Labor	$ 17,000,000									
Other*	$ 4,000,000									
Paid Media Total**	$ 80,000,000	$ 11,000,000	$ 13,000,000	$ 10,000,000	$ 13,000,000	$ 1,500,000	$ 1,500,000	$ 2,000,000	$ 2,000,000	
Partnership Total	$ 2,000,000									
Public Relations/Events Total	$ 15,000,000									
Census-in-School's Total	$ 3,000,000									
GRAND TOTAL:	**$ 100,000,000**									

Notes:

* Other: Rapid Response, Management Reserve, Travel, Research

** Audience totals are under-represented because Labor and Production has not yet been determined

Updated: 3/20/09

Total Budget - $312MM Allocation

Media Type	Total	Diverse Mass	Hispanic Audience	Black Audience	Asian Audience	NHOPI Audience	AI/AN Audience	Emerging Markets Audience	Puerto Rico Audience	% Allocation
TV										
Radio										
Newspaper										
Online										
Magazine										
Out-of-Home										
Unallocated NRFU										
Media Subtotal	$ 145,087,894	$ 82,937,894	$ 27,700,000	$ 24,500,000	$ 18,200,000	$ 2,150,000	$ 3,270,000	$ 2,650,000	$ 3,650,000	100%
Production	$ 38,195,450									
Labor	$ 69,019,288									
Other*	$ 16,436,099									
Paid Media Total**	$ 258,738,551	$ 95,828,958	$ 39,480,827	$ 36,299,044	$ 26,946,625	$ 3,772,346	$ 5,164,712	$ 5,065,988	$ 8,744,042	
Partnership Total	$ 18,431,089									
Public Relations/Events Total	$ 25,613,360									
Census-in-Schools Total	$ 11,320,000									
GRAND TOTAL:	**$ 312,100,000**									

Notes

* Other: Rapid Response, Management Reserve, Travel, Research

** Audience totals are under-represented because Labor and Production has not yet been determined

Updated: 3/20/09

By Campaign Phase: (Base only)

	MCBP	Asian Audience	Black Audience	Hispanic Audience	NHOPI Audience	AI/AN Audience	Arabic Audience	Eastern European Audience	Puerto Rico Audience	Total	% Allocation
Awareness	$17.5MM	$2.3MM	$3.6MM	$6.6MM	$0.3MM	$0.9MM	-	-	$0.6MM	$31.9MM	35%
Motivation	$29.3MM	$2.4MM	$9.4MM	$6.5MM	$0.4MM	$0.7MM	$0.3MM	$0.4MM	$0.8MM	$50.2MM	55%
NRFU	$5.2MM	$0.5MM	$1.4MM	$1.5MM	$0.07MM	$0.2MM	$0.03MM	$0.05MM	$0.2MM	$9.1MM	10%
Total	$52.0MM	$5.2MM	$14.4MM	$14.6MM	$0.7MM	$1.8MM	$0.3MM	$0.4MM	$1.6MM	$91.1MM	100%

	MCBP	Asian Audience	Black Audience	Hispanic Audience	NHOPI Audience	AI/AN Audience	Arabic Audience	Eastern European Audience	Puerto Rico Audience	Total	% Allocation
National	$38.7MM	$1.1MM	$8.7MM	$5.3MM	-	-	$0.2MM	$0.3MM	$1.6MM	$55.9MM	61%
Local	$13.3MM	$4.1MM	$5.7MM	$9.3MM	$0.7MM	$1.8MM	$0.1MM	$0.2MM	-	$35.2MM	39%
Total	$52.0MM	$5.2MM	$14.4MM	$14.6MM	$0.7MM	$1.8MM	$0.3MM	$0.4MM	$1.6MM	$91.1MM	100%

Partnership Program Support

Beyond supporting the Paid Media effort, we are also working to ensure a fully integrated effort through our work on other elements of the Campaign such as the Partnership Program. This entails developing and producing up to 200 different promotional materials including brochures, fact sheets, posters, newsletters and partner toolkits and promotional items in up to 19 different languages. Delivery of items to regional offices and headquarters began in Spring 2008 with the development of interim materials. From February to November 2009, there will be a steady stream of materials and items delivered on a flow basis.

Materials will be available in both printed and electronic formats. DraftFCB and its sub-contractor Weber Shandwick have developed a Partnership Communication Area on the 2010 Census site that will house electronic versions of materials for Partnership Specialists and partner organizations. The "site" is planned to go live in March and, in addition to housing materials, it will enable partners to obtain the latest information about the Campaign.

In addition, DraftFCB has been assisting the Bureau in organizing and preparing for the National Partnership Kick-off meeting in Washington scheduled for late March 2009.

Census in Schools

As one of our newest partners on the contract, Scholastic began working on the 2010 Census in Schools program in August 2008. Their work builds upon the knowledge and expertise they developed in managing the program in the 2000 Census and complements the Bureau's efforts in schools.

The Census in Schools program overall builds literacy about the census and encourages students to tell their parents about it in order to encourage them to participate. The program is an important participation driver in hard-to-count communities. While their children are likely to be in the cultural mainstream, parents sometimes are not and can be encouraged by their children to complete the census form and mail it back.

So far Scholastic has developed the plan for Census in Schools for 2010. They are working with the Bureau to develop and distribute materials (both printed and electronic) for K-12 schools that include teaching guides, lesson plans, maps, brochures and take-home materials in both English and Spanish. Electronic materials will be available free of charge for anyone to download on both the Census in Schools Web site and Scholastic.com, where unique space will be carved out for the census. In addition, printed materials such as mini-teaching guides, maps and brochures are planned for distribution in 50 states for grades K-12 and in Puerto Rico and each Island Area for grades K-8.

Public Relations

The goal of Public Relations (earned media) in the Campaign is to surround every household with credible, accurate and timely messages through trusted conversations that motivate people to complete and mail back their census form.

DraftFCB and its sub-contractor Weber Shandwick's primary role is to support the Public Information Office in achieving this goal. Key accomplishments to date include:

- Development of key messaging (Summer 2008)
- Participation in New America Media event (Summer 2008)
- Seven media training podcasts (September 2008-March 2009)
- Media training sessions for Field staff (February 2009)
- Weekly Media Relations and Issues Monitoring (Ongoing)

In addition, upcoming activities include:

- Compiling of more than 500 media lists for use by Headquarters and Regional/Local offices. To be completed by end of March 2009.
- Storymining: support PIO in developing Census Mission and target top 10 proactive story pitches, Spring 2009 and beyond.
- Provide point of view on emerging opportunities in the marketplace, ongoing
- Participate in briefings throughout the country in conjunction with New America Media to raise the profile of the census among minority and ethnic media, March 2009 through February 2010.
- Work with Bureau to build out the online newsroom area of census.gov, on-going

Web sites

The Web will play a significant role in the 2010 Integrated Communications Campaign. It will serve as the 24/7 presence to ignite participation in the census. All messaging and look and feel will be thoroughly integrated with the Communications Campaign. There will be extensive online advertising (mentioned under Research/Creative Development and Media) including participation in social networking sites to spark conversations about and participation in the

census. There have already been enhancements to census.gov, e.g., the Partnership Communications Area, that are the result of this contract. The online newsroom is another example of this work. But the most significant effort is the development and build out of the 2010 Census area on census.gov. It is our intent to make this area an inspiring and easy-to-navigate area for anyone seeking information about the census. The URL will be featured in both online and offline paid media. Currently DraftFCB is working with the Bureau to specify final requirements. These will be informed by research conducted to understand the desired functionality of the site's current and potential users. The site is planned to "go live" in November 2009.

Measurement, Metrics and Tracking

There are two components to the measurement and tracking of the Campaign. They are: 1). A continuous tracking study, and 2). Smart Suite.

While the Campaign is in the marketplace, we will be conducting a continuous tracking study to gather data about the Campaign's effectiveness. This study will provide the information necessary to guide real-time adjustments in the deployment of media and messaging. We will shortly begin work on selecting a vendor to design and implement the study.

In addition, we have utilized our Smart Suite technology to organize the many different data sets surrounding the campaign into useful insights for driving decision-making both in deploying and optimizing the Campaign. Smart Suite consists of eight Web-based screens, each representing a specific theme. Together they convey a powerful story of the data and insights that drive the Campaign's strategies as well as capture learning for the next decennial. Smart Suite will be available for internal Census Bureau and DraftFCB team use.

Small Business Sub-Contracting

Alongside meeting the overall goals of the Campaign itself, the Census 2010 Integrated Communications Campaign is thoroughly committed to providing opportunities for Small Businesses throughout its lifecycle.

Commitment to 40% of Spending to Small Business

Upon contract award, we committed to spending 40% of the contract's disbursements through small businesses. To facilitate the identification of opportunities, we developed an extensive list of service areas where small business could readily participate:

- TV and radio production (editorial services, music, recording, artwork/photostats/type, color correction, VTR transfer services, storyboards, cassettes, film crew)
- Print production (photography, artworks, photostats, engraving, typography, lettershop services, illustration, dye transfers, retouching, mechanicals, shipping, messenger services, photo-platemaking)
- Media outlets (broadcast TV, national and regional periodicals, daily and weekly newspapers, national and local radio, outdoor billboards, transit posters, etc.)
- Media placement services
- Casting/talent agents/agencies
- Web design/digital communications/interactive production services
- Entertainment/sports marketing services
- Catering services
- Specialty marketing/advertising services
- Public relations services
- Research services, including copy-testing
- Training services
- Translation services
- Recruitment Services

- Event services (space, planning, logistics)
- Fulfillment/distribution services
- Promotional items sourcing and manufacturing

On Track to Achieve Goals

Since award, 45.4% of the contract's disbursements have gone to small businesses. The following small businesses have already received sizable opportunities:

D'Exposito & Partners (Hispanic Advertising)
The Maya Group (Research)
G&G Advertising (American Indian, Alaska Native, Native Hawaiian, Pacific Islander Advertising)
MarCom Group (Recruitment Advertising)
Allied Media (Emerging Mkts. - Russian, Polish, Arabic - Advertising)
PLUM Agency-Research Associates (Multi-cultural Advertising & Design)
Zona Design
Harry J. Rodas, Inc.
Bluerock (Broadcast Production)
Market Analytics (Research)

Significant Opportunities to Come

Because as of today (2/28/09) only 5.34% of the contract's total spending has occurred, the bulk of opportunities for small businesses is yet to come, occurring in FY '09 and '10. These will principally involve media placement services, media outlets, promotional items, broadcast and print production services.

Outreach Support

To ensure that small businesses offering these capabilities are aware of opportunities, we have and are continuing to provide significant outreach to the small business community through:

- Small Business Fairs
  - DraftFCB conducted a small business fair in July 2008 in New York
  - Future fairs are planned for May 2009 in New York, Summer 2009 in Chicago and the Fall of 2009 in San Francisco.
  - DraftFCB has also attended the AAF's (American Advertising Federation's) Fair in April 2008. The AAF offers services to the advertising industry. DraftFCB will be attending the AAF's fair in September 2009.
  - In addition, The AAF will attend DraftFCB's May 2009 Fair.
- Promotion on the SBA Web site
  - Our RFP for Hispanic and Black audience advertising services was posted in the Summer of 2008
  - Our RFPs for media will be posted this Spring, Summer and Fall
- Promotion on census.gov
  - We have an on-going contact listed for businesses to reach us through the census Website.
  - Our media RFPs will be posted here as well.
- Referrals from Census Bureau, Members of Congress, employees at DraftFCB, employees at our sub-contractors, Advisory Committees.

Once a business makes contract through one of these channels, we enter the business in our database. This database becomes an easy-to-access tool for ourselves and our sub-contractors to find potential small businesses. In fact, we are finalizing a "Purchasing Policy Document" for all of the departments in our company as well as our subs that clearly lays out the contract's small business spending requirements as well as step-by-step instructions for compliance with the FAR in competitively bidding and adding small businesses to the contract.

Mentoring

We recognize that many small businesses are not experienced in working with Government contracts. So we are fully committed to helping them participate through mentoring programs. We assist small businesses to register in ccr.gov. We have conducted seminars entitled "Contracting 101" and "Marketing to the Federal Government." And we plan to offer an additional seminar entitled, "How to Write an Effective Response to an RFP."

"A Ripple Effect"

We are encouraged that the contract's efforts to seek small business participation is benefiting small businesses well beyond the 2010 Communication Campaign. For example, one of our private sector clients, Merck, has expressed interest in attending our Spring 2009 Small Business Fair. Our parent company, The Interpublic Group, is using the approach we have developed on the census contract in its own procurements and has encouraged the other marketing services companies it owns to adopt similar practices.

Summary

Preparation for the 2010 Campaign is a Herculean effort. It involves the precise coordination of many organizations, stakeholders and activities coupled with the ability to remain flexible in order to accommodate unforeseen opportunities and challenges. But we can never lose site of the deliverable: the Campaign must be deployed in the marketplace on time and must meet its goals.

As prime contractor, DraftFCB is pleased to reiterate that the work remains on time and on budget. We have made a significant investment in the coordination and integration of our partners through weekly leadership calls, joint in-person meetings at key junctures to develop recommendations on budget, approach and strategies, and to ensure a unified point of view on key topics to the Bureau and its stakeholders. We have also conducted an Executive Leaders Summit Meeting for

the "CEOs" of our partners to keep them informed and involved in the effort. The next meeting will take place on March 25, 2009.

We are also pleased that the issues and concerns we previously raised have been addressed satisfactorily, with the addition of Stimulus Funding to target the hard-to-count with even more aggressive overlays to the base plan and the Bureau's efforts to tame the administrative burden of this contract through more transparent and timely program and funding approvals.

Bottom line: Today we are exactly where we should be. But we know the world is more unpredictable than ever, so we remain vigilant to address whatever challenges come our way.

Mr. CLAY. Thank you so much, Mr. Tarakajian.

We will now go to our final witness, Ms. Cumberbatch. You have 5 minutes to make a presentation.

STATEMENT OF STACEY CUMBERBATCH

Ms. CUMBERBATCH. Good morning Chairman Clay, members of the subcommittee. Thank you for this opportunity to speak with you today about the city of New York's plans to ensure a full and accurate count of our population.

My name is Stacey Cumberbatch. I was appointed by Mayor Michael Bloomberg to serve as the city of New York's census 2010 coordinator. I have over 20 years of experience in public service, philanthropy and the law. The city of New York is the most populous and ethnically diverse city in the United States, with a population of 8.36 million people as of July 2008. Over 3 million of New York City's residents are foreign-born, about one-fifth of whom arrived since 2000.

New York City has the largest Chinese population of any city outside of Asia. More people of West Indian ancestry live in New York than any city outside of the West Indies. Over 2.27 million Hispanics live in New York City, more than any other city in the United States. Non-Hispanic New Yorkers of African descent numbered 1.95 million in 2006, more than double the count of any other city in the United States. More than 200 languages are spoken with almost one-half of all New Yorkers speaking a language other than English at home.

New York City's diversity is its strength, but it also poses a challenge to ensure that every New Yorker is counted in the 2010 census. Recognizing this, Mayor Bloomberg established the City Census Coordinator Office to act as the primary liaison with the Census Bureau, leverage city resources and relationships to promote the 2010 census and supplement the outreach activities and communication strategies of the Regional Census Office.

In a large and diverse city like New York, the Partnership Program is critical. However, there are many questions we have about the Partnership Program. How does the Census Bureau determine how many partnership specialists are assigned to New York City, and how they are allocated across the city? How does the Bureau evaluate the work of an individual partnership specialist as their outreach work proceeds so that gaps and inefficiencies in their strategies are identified and fixed before the enumeration? What is the process to determine ethnic media buys in local markets? And how is the communication plan coordinated with the work of the Partnership Program?

The Census Bureau needs to adopt a more formal process of convening diverse local stakeholders together and engaging them early in the development of a comprehensive local outreach and communication plan so that local expertise and resources are included and considered. Again, I want to emphasize, there must be an ongoing interactive feedback process as plans are implemented so that local and Census Bureau resources can be deployed efficiently and problems can be fixed as they arise. While the city's population exceeded 8 million for the first time in 2000; the overall response rate to the mail-in questionnaire was 55 percent, much lower than the av-

erage national response rate of 66 percent. A further analysis conducted by the city's department of planning reveals that certain neighborhoods have a high concentration of low response rates tracked below 40 percent. These same neighborhoods had low response rates in the 1990 census, and in some areas, response rates actually got worse in 2000.

One of our challenges over the next year is to penetrate these particular neighborhoods to reverse this historically low census response rate. These neighborhoods are largely African American and Afro-Caribbean. The New York City 2010 Census Office will make a concerted effort in collaboration with the Regional Census Office to work with a broad cross-section of leaders who can make the case in these communities of why it is important to be counted and participate in the census.

The census city coordinator's office is also working with over 20 city government agencies to develop plans to promote the 2010 census through existing agency communication networks and activities. For example, the New York City Housing Authority, which manages the city's public housing stock and Section 8 program, has assigned a staff person to my office to develop and implement an outreach plan to reach 633,000 residents. One in 13 New Yorkers receive housing assistance from the Housing Authority. We have already held two briefing sessions with over 100 resident leaders explaining the 2010 census and providing them with information and data to focus their outreach efforts. This is an example of what is required to heighten public awareness, build trust and encourage people to participate in the census by filling out the questionnaire.

Public housing resident leaders got it right away about the importance. They were aghast to find out that certain developments had response rates as low as 31 percent. Now, what is key here is follow-through on everyone's part to continue to carry the message.

In conclusion, while the census is a Federal responsibility, there must be early and ongoing communication and accountability to local governments and communities, given the impact of the census on apportionment, districting and Federal funding. Thank you.

[The prepared statement of Ms. Cumberbatch follows:]

Statement

Of

Stacey Cumberbatch
New York City Census Coordinator
Office of Michael R. Bloomberg, Mayor

Information Policy, Census, and National Archives Subcommittee

Oversight and Government Reform Committee

Monday, March 23, 2009
2154 Rayburn HOB
10:00 a.m.

"CENSUS 2010: ASSESSING THE BUREAU'S STRATEGY OF REDUCING THE UNDERCOUNT OF HARD TO COUNT POPULATIONS"

Good Morning Chairman Clay and members of the Subcommittee. Thank you for this opportunity to speak with you today about the City of New York's plans to ensure a full and accurate count of our population. My name is Stacey Cumberbatch and I was appointed by Mayor Michael Bloomberg to serve as the City of New York's Census 2010 Coordinator. I have over 20 years of experience in public service, philanthropy, and the law.

The City of New York is the most populous and ethnically diverse city in the United States with a population of 8.36 million people as of July 2008. Over 3 million of New York City's residents are foreign-born, about one-fifth of whom arrived since 2000. New York City has the largest Chinese population of any city outside of Asia. More people of West Indian ancestry live in New York than any city outside of the West Indies. Over 2.27 million Hispanics live in New York City, more than any other city in the United States. Non-Hispanic New Yorkers of African descent numbered 1.95 million in 2006, more than double the count in any other U.S. city. More than 200 languages are spoken with almost one-half of all New Yorkers speaking a language other than English at home.

New York City's diversity is its strength but it also poses a challenge to ensuring that every New Yorker is counted in the 2010 census. Recognizing this, Mayor Bloomberg established the City Census Coordinator Office to act as the primary liaison with the Census Bureau, leverage the City's resources and relationships to promote the 2010 Census and supplement the outreach activities and communication strategies of the regional census office.

In a large and diverse City like New York, the Partnership Program is critical. However, there are many questions we have about the Partnership Program. How does the Census Bureau determine how many partnership specialists are assigned to New York City and how are they allocated across the City? How does the bureau evaluate the work of individual partnership specialists as their outreach work proceeds, so that gaps and inefficiencies in their strategy are identified and fixed *before* the enumeration? What is the process to determine ethnic media buys in local markets and how is the communication plan coordinated with the work of the Partnership Program?

The Census Bureau needs to adopt a more formal process of convening diverse local stakeholders together and engaging them early on in the development of a comprehensive local outreach and communication plan so that local expertise and resources are included and considered. Again, I want to emphasize that there must also be an ongoing interactive feedback process as plans are implemented, so that local and census bureau resources can be deployed efficiently and problems can be fixed as they arise.

While the City's population exceeded 8 million for the first time in 2000, the overall response rate to the mail in questionnaire was 55%, much lower than the average national response rate of 66%. A further analysis conducted by our Department of City Planning's Population Division reveals certain neighborhoods with a high concentration of census tracts with response rates below 40%. These same neighborhoods had low response rates in the 1990 census and in some areas response rates actually got worse in 2000. One of our challenges over the next year is to penetrate these

particular neighborhoods to reverse this historically low census response rate. These neighborhoods are largely African-American and Afro-Caribbean. The New York City 2010 Census Office will make a concerted effort in collaboration with the Regional Census Office to work with a broad cross section of leaders who can make the case in these communities of why it is important to be counted and participate in the census and how it impacts services delivered in these communities.

The City Census Coordinator's Office is also working directly with over twenty city government agencies to develop plans to promote the 2010 census through existing agency communication networks and community activities. For example, the New York City Housing Authority, which manages the city's public housing stock and Section 8 program, has assigned a staff person to my office to develop and implement outreach and communication plans to reach the 633,000 residents, one in thirteen New Yorkers, who receive housing assistance from Housing Authority. We have already held two briefing sessions for over 100 resident leaders explaining the 2010 census and providing them with information and data to focus their outreach efforts to increase their development's response rate to the 2010 census. This is an example of what is required to heighten public awareness, build trust, and encourage people to participate in the census by filling out the questionnaire and mailing it back promptly. Public housing resident leaders got it right away about the importance of the census to their communities and some were aghast at response rates to the 2000 census as low as 31% at a development. Now what's key is follow-through on everyone's part to continue to carry the message and encourage participation.

In conclusion, while the census is a federal responsibility, there must be earlier and ongoing communication and accountability to local governments and communities given the impact of the census on apportionment, districting, and federal funding.

Mr. CLAY. Thank you very much.

Perhaps we can get some of your questions answered today.

We will start with Mr. Mesenbourg. Let me ask you about, GAO has pointed out that a longstanding challenge facing the Census Bureau's marketing efforts is converting awareness of the census into an actual response. How do you plan to address this issue for 2010?

Mr. MESENBOURG. Thank you, Mr. Chairman. We see the Integrated Communication Plan as our vehicle for converting hard-to-count populations into mail-back respondents. And it will approach this problem on several fronts. First of all, both our advertising and our Partnership Program and our Census in Schools Program all will focus on the hard-to-count population. So that is job one, to improve the mail response rate in the hard-to-count populations. The advertising will do that by providing the right message in the right language and the right media to those groups.

But we understand that awareness and information is not enough. And that is why we are excited about the Partnership Program being expanded, thanks to the Recovery Act funding, to provide about 2,800 people that will be in the field providing logistical support, reaching out to a broader group of partnership, possible partners, and to provide the kind of follow-through that we sometimes lacked in 2000. So we see it as a very integrated program, get the message out, the information out through the advertising, follow through in the local areas, primarily through trusted voices in that community.

Mr. CLAY. Would you describe the procedures that will be in place to evaluate the level of effectiveness of partnerships as they proceed so that gaps in their plans can be identified and addressed by local entities? Will there be a real partnership between the Bureau and local communities?

Mr. MESENBOURG. That certainly is the aim, Mr. Chairman. And we have a couple of things in place that I think that are going to really assist on that. One is a tool we are calling our Integrated Partnership Contact Database. This is new. Every time we partner with an organization, we will actually enter information on the organization, the characteristics of the group they represent, the number of members and affiliates that the group may have, whether they actually target a special ethnic audience, whether they are a business, an educational kind of facility and such. That will also lay out the kind of commitments that the organization has made in terms of supporting the census. That might encompass things as putting out promotional materials. It may involve establishing a Complete Count Committee. It will have specific actions in that we will then be tracking.

But I think, in terms of how effective we are, that is a responsibility of the regional directors and the regional staff, because after all, we think the census is really a local phenomena. But it will be also closely monitored by our field division office of partnerships. And I can assure you it is going to be closely followed by the director, myself and our associate directors for decennial and field operations. The real proof in the pudding is what will happen with mail response rates and differential undercount. And that is something that we will be focusing on once we start data collection.

But until that point, we are really going to be tracking very carefully the number of Complete Count Committees we have established. Last time we had 11,800. The goal for this census is to exceed that number. We have a goal of establishing 30,000 questionnaire assistance centers, and we have a goal of establishing 40,000 Be Counted. And we will be tracking how we are doing on reaching those goals.

Mr. CLAY. Thank you.

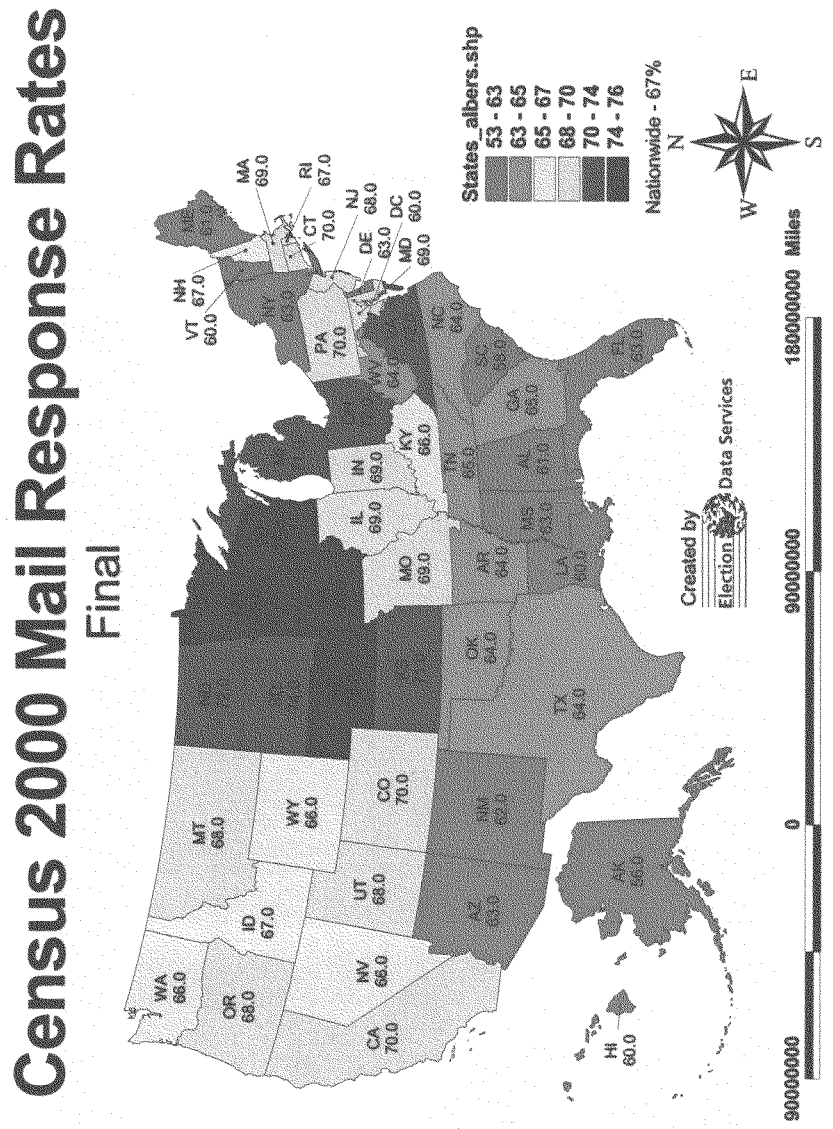
Mr. Tarakajian, what new information was learned from the Census Barriers, Attitudes and Motivators survey that did not previously exist?

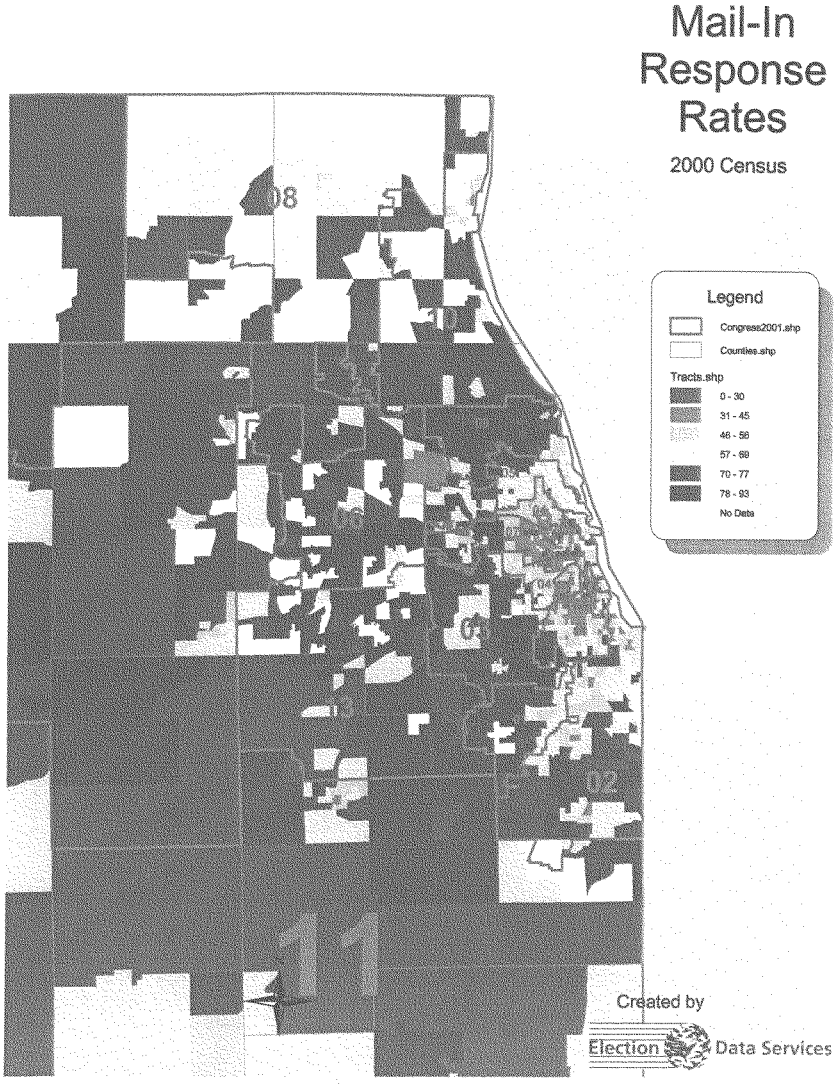
Mr. TARAKAJIAN. The CBAM study was designed to give us a measure of what holds people back from responding and what are the things that we can use to motivate them to respond. We had, through the audience segmentation that the Bureau had done where the hard-to-count populations live. We took that, and we appended to it with an industry standard research source, called Simmons, the media habits of the hard-to-count and the rest of the population. So what CBAMS gave us was the missing bit of information, which is why people respond or why they don't respond and what is necessary to get them to respond.

Some specific examples of how it helped us: We were able to segment the population into five mind-sets. And we learned, for example, in one of those mind-sets, which we call the head nodders, it is a group of people who are very, very impressionable to messages in the media. They may go into the census being predisposed to respond, but we know that their predisposition could change. So it has helped us because we are able to put more frequency against that particular target group in our media efforts than we might have if we hadn't had that bit of information. There are other groups where we have learned that privacy and security is not only a critical message, but that, in conjunction with the work that we have done in copy testing, has helped us to better craft that message so we understand precisely what the right thing is to say. Those are two examples.

Mr. CLAY. Let me stop you right there. Take a look at the map on the wall behind you. Did you find anything different in your study from what we have found in the map? And this came from the Census Bureau, that data.

[The information referred to follows:]


Census 2000 Mail Response Rates
Final
States_albers.shp
53 - 63
63 - 65
65 - 67
68 - 70
70 - 74
74 - 76
Nationwide - 67%
N
S
E
W
Created by
Election Data Services
90000000
0
90000000
180000000 Miles
WA 66.0
OR 68.0
CA 70.0
ID 67.0
NV 68.0
MT 68.0
WY 66.0
UT 68.0
AZ 65.0
CO 70.0
NM 67.0
ND 66.0
SD 66.0
NE 69.0
KS 66.0
OK 64.0
TX 64.0
MN 69.0
IA 69.0
MO 69.0
AR 64.0
LA 60.0
WI 69.0
IL 69.0
MS 63.0
MI 69.0
IN 69.0
KY 66.0
TN 65.0
AL 61.0
OH 69.0
WV 64.0
GA 63.0
FL 63.0
SC 64.0
NC 64.0
VA 69.0
PA 70.0
NY 65.0
MD 69.0
DE 63.0
NJ 68.0
CT 70.0
RI 67.0
MA 69.0
VT 60.0
NH 67.0
ME 61.0
AK 56.0
HI 60.0


Mail-In Response Rates
2000 Census
Legend
Congress2001.shp
Counties.shp
Tracts.shp
0 - 30
31 - 45
46 - 56
57 - 69
70 - 77
78 - 93
No Data
08
05
06
07
03
02
11
Created by
Election Data Services

Mr. TARAKAJIAN. The map tells us where people reside. It tells us their location geographically, so, therefore, we can target our media and target our spending to them. It doesn't tell us why they do what they do. And the CBAM study is all about the why, so that we are able to then craft the media in terms of how we plan the media, what kinds of frequencies we use, what kinds of vehicles we may choose, as well as craft the message more precisely. That is really the value of this study.

Mr. CLAY. And when you surveyed cities around the country, did you get any indication why suburban areas and urban areas varied so widely?

Mr. TARAKAJIAN. I am not sure whether it is so much that it is somebody lives in the suburbs versus somebody that lives in the city as the reason why it varies. It has to do with things related to people's lifestyles, people's family situations as really the sort of first reasons why somebody might or might not respond. For example, one of the factors that is a critical factor is renting versus homeownership. Linguistic isolation versus being fluent in English is another critical factor.

Mr. CLAY. Renters versus homeowners, they both get mail. They both get the response form, so what is the difference?

Mr. TARAKAJIAN. Could you repeat your question, I am sorry?

Mr. CLAY. You said that one of the reasons were renters versus homeowners if you look at it suburban versus urban. So, I mean, both renters and homeowners receive mail on a daily basis mostly, so what is the problem there?

Mr. TARAKAJIAN. One difference between renting and homeownership is, when you own a home, you make a longer-term, philosophically, commitment to being in that particular location. If you are a renter, you might only be making a 6-month commitment, a year-long commitment. You don't have the sense of ties to the community that you might. And therefore, you may see responding to the census as being not quite so relevant and not quite so important to you versus being a homeowner.

Mr. CLAY. And your study cost how much?

Mr. TARAKAJIAN. The study in total was a little over $1.4 million.

Mr. CLAY. Thank you.

Mr. Chaffetz, I recognize you for questions.

Mr. CHAFFETZ. Thank you, Mr. Chairman.

My understanding is, after the 2000 census, the GAO found that the Bureau had, in its report back, the GAO had found that the Bureau had no clear guidelines or criteria for selecting organizations in which it would partner for the census.

So my question, Mr. Mesenbourg, in the absence of Mr. Olson, we are disappointed that he chose not to be here, in order to become a partner with the census, is there anything that would preclude anybody from being—is there any criteria by which they cannot become a partner with the census?

Mr. MESENBOURG. Let me start with what our criteria are. So we are looking for organizations that possibly had in the past participated. They actually know what——

Mr. CHAFFETZ. I am just interested in what would exclude somebody from being a partner.

Mr. MESENBOURG. Anything that would be an embarrassment to the census and prove ineffective to actually getting the hard-to-count to integrate.

Mr. CHAFFETZ. How do you define what an embarrassment is? Is that past behavior?

Mr. MESENBOURG. No. It probably would be more in current behavior. I am not quite clear what you are asking, Congressman. I mean, there are certainly certain organizations that we are not going to partner with.

Mr. CHAFFETZ. The question is, how do you determine which ones are and which ones aren't?

Mr. MESENBOURG. Well, as we look at the Partnership Program, we look at it about the same way as we look at the census; that it should be conclusive. So we start with the assumption that, if an organization has good reach in the hard-to-count areas, then we will be willing to partner with them.

Mr. CHAFFETZ. But is there any criteria by which you would exclude somebody from partnering? If they had criminal backgrounds, if members had—I mean, is there no written criteria?

Mr. MESENBOURG. We have the written criteria that I was articulating. First, what is the reach into the hard-to-count areas? Do they have some—do they have respect? Will they be listened to in those organizations? Do they have the kind of organization that will permit them to be viewed as a trusted voice? So I think the trust of the organization in the local community will be a key criteria.

Mr. CHAFFETZ. Well, I guess that is the question, is, how do we define who is trustworthy? Who would be, and to use your words, an embarrassment? Where is that line, is what I am trying to get at?

Mr. MESENBOURG. We don't have a hard line. I would say we start with the proposition that we should be inclusive. And if an organization demonstrates that they are not going to be a strong supporter to the census, then that would give us pause for continuing the partnership. At this point, of course, we are very early in forging these partnerships. And what most organizations do, they may agree to do proclamations, provide onsite recruiting and training sites and those sorts of things.

Mr. CHAFFETZ. You can understand and appreciate there are some organizations out there that would draw criticism from some and praise from others. So there is no hard line. Based on the 2000 census and the recommendation from the GAO, given all those years, there is actually no written guidelines that say, "we would exclude these people." Even if they were involved in corruption, voter fraud, anything like that, would that not exclude somebody from participating?

Mr. MESENBOURG. That would give us pause for consideration whether we should partner, if there was proof that they had done that sort of behavior.

Mr. CHAFFETZ. As an individual or as an organization or both?

Mr. MESENBOURG. Well, typically—I mean, always we are partnering with the organization, not with the specific individual within the organization.

Mr. CHAFFETZ. So you would look at the actions of the individuals within that organization to help make that determination as to whether or not they had a pattern of misbehavior?

Mr. MESENBOURG. We would not have the capability of doing that. In census 2000, we partnered with over 140,000 organizations. It is just not practical or feasible to track every individual's performance within that, or should that be the business of the Census Bureau, I believe. If the organization has the respect of people in the local community and can help us count the hard-to-count people, then we would partner with them.

Mr. CHAFFETZ. Even if they don't have the respect, then, by the same criteria, you would say, we would exclude them.

Mr. MESENBOURG. Yes. We are looking for partners to be trusted voices within the local community.

Mr. CHAFFETZ. What about political organizations, is that an acceptable, if that group is a political organization, would that be an acceptable criteria by which they could participate as a partner?

Mr. MESENBOURG. We partnered in census 2000; we formed 11,800 Complete Count Committees. Those committees were formed by the highest elected official in the town, the city, the State. So, in that sense, we certainly have a long record of partnering with political organizations, State and local governments, tribal governments.

Mr. CHAFFETZ. How many census workers will partners be supplying to the Bureau overall would you guess?

Mr. MESENBOURG. The partners will not be providing any persons to work on the census. They will be providing their expertise, their resources to help us promote our message. They will not be involved in census taking or census activities directly at all.

Mr. CHAFFETZ. What are the specific penalties for an enumerator committing fraud?

Mr. MESENBOURG. Five years imprisonment and/or $250,000 fine.

Mr. CHAFFETZ. Based on the last census, how many people actually were convicted of such a penalty?

Mr. MESENBOURG. I don't have that figure on the top of my head, but I can get it for you, Congressman.

Mr. CHAFFETZ. What is the legal authority or who has jurisdiction to actually go back and pursue somebody that you may believe as an enumerator may be fraudulent? Is that the FBI? Who pursues that?

Mr. MESENBOURG. That would be the U.S. Attorney's Office.

Mr. CHAFFETZ. The U.S. Attorney's Office, OK. And what mechanism do you have in place to actually, once they reach that threshold, to actually engage the U.S. Attorney's Office?

Mr. MESENBOURG. We have detailed quality assurance steps in place that, for example, during the nonresponse followup operation will do a re-interview process. And that will permit us to identify systematic fraud being conducted by an enumerator. And that would be the—that would engender legal action being taken against them.

Mr. CHAFFETZ. Mr. Chairman, I thank you for allowing me to go over my time.

Let me just say in conclusion that it is very disappointing to know that there is no written guideline as to who would qualify

and not qualify. I know what you are looking for. You want to get as many bodies and as many organizations involved as possible. But I find it totally unacceptable and scary, quite frankly, that we don't have criteria by which we can all agree that partnerships would either—partners would either meet a certain threshold or not meet a certain threshold. I would hope that, at your easiest convenience, you would get back to this committee, and me specifically, with details as to who qualifies and who doesn't, because there are some organizations on that list that, quite frankly, many of us are very concerned about. While certain segments of the population may think there is no problem, I happen to be one that thinks there is a problem. And I am very disappointed that, given the GAO report that came after 2000, that there was no followup, and there is no written guideline. And I think we should all be very concerned about it.

Thank you, Mr. Chairman.

Mr. CLAY. Ms. Watson, you are recognized.

Ms. WATSON. Thank you so much, Mr. Chairman.

According to the March 20th Washington Post article, "The current economic crisis may threaten the 2010 census efforts to get a full and accurate count," the increase in home foreclosures and the rising jobless rates means that Americans are, indeed, leaving their homes. All the while, increased financial hardships may make some Americans less willing to cooperate with census workers.

Now—and this is for anyone on the panel that might want to respond—are there any specific plans in the Integrated Communication Campaign which reflects this new reality? And do you foresee the economic crisis adding to the undercount rate of hard-to-count populations?

And let me just say, I'm looking up here at some handouts—and you probably have a copy of them—and I'm really troubled. Because the areas that we get the less response in the undercount are the areas that have been hit hardest by foreclosures. So, anyone on the panel, and let's just go down the line.

Mr. MESENBOURG. All right. Let me start.

Let me just reiterate that our entire communications strategy is focusing on the hard-to-count populations; and these maps actually reflect the data that we're using in terms of where to devote resources, both from an advertising perspective but also from our local Partnership Program. The Partnership Program is really our voice into the local community, and we are looking at the hard-to-count areas, and that's where we are going to be placing additional partnership staff.

What we need are folks in the local community to tell us and inform us on some of the special problems that we may be encountering, whether they're tent cities or increasing foreclosure rates. That will help us shape the message; and it will also help us form Questionnaire Assistance Centers in those areas so we can reach out to that group and assist them on, first, reassuring them that it's safe and confidential to fill out the data and, second, we provide a location they can come to actually fill that out.

Ms. WATSON. Anybody else want to answer that?

Mr. GOLDENKOFF. I would echo some of that, that the Partnership Program is key to getting down to the grass roots level, con-

vincing people that it's OK to respond to the census, overcoming any barriers that they have, their fears that they have to respond to the census, whether it's concerns about confidentiality or privacy or how the information will be used. The Questionnaire Assistance Centers, the Be Counted Campaign will also be part of that as well.

So what the Census Bureau has—and this is a good thing—is a series of backstopping operations, where if the Census Bureau misses you in one operation, they will try and get you in another operation. And they have several of these safety nets.

I do want to point out, though, with the Census Bureau's use of numbers here, I think they use 30,000 Questionnaire Assistance Centers and 40,000 Be Counted locations. Now, all of those Questionnaire Assistance Centers will be Be Counted locations. So the total is not 70,000. It's actually there will be 30,000 Questionnaire Assistance Centers and 10,000 additional Be Counted locations. So that number was not as big as was made by the Census Bureau.

Ms. WATSON. Let me just expand my inquiry here.

In California, we have one particular town that's a ghost town, almost completely in foreclosure. You send something to that address; people are no longer there. How are we going to track to be able to find where this population has disappeared to so they can be counted? They are no longer in that town.

Mr. MESENBOURG. So one response, if that community would have participated in our local update of census addresses that was done about a year ago, then we may have some intelligence about that; and those changes would have been reflected in our census mail list. If they haven't been, then when we go out to the field—or, hopefully, before we go out to the field—in conversations with those local communities people will tell us and inform us that this is a real problem issue; and then we can take appropriate action.

As my colleague from GAO was mentioning, we have various ways that we can enumerate. One is mailing a census form out and hoping it comes back. Another is actually to send an enumerator to an address and try to collect that data right away.

Ms. WATSON. If they are no longer in Dodge?

Mr. MESENBOURG. If they are no longer there, it would be useful for us to know that at the beginning of the census process. Because our normal procedure would be to mail out a census report form. Then we wouldn't get any response back. We would send another replacement form, possibly, out there. And then, eventually, at the beginning of May we would send an enumerator. And we will visit six times to make sure that no one is actually there. So the sooner that we could identify that was a problem, the better off we would be.

Ms. WATSON. My time is almost up, but let me just say this. I hope that if you prepare a standard, you base it on now and not in the past. Because we do want criminals who are back in the population counted. We want every individual. They exist somewhere, and this means resources to the community where they exist. So I don't think criminal records have anything to do with it.

I always suggest, and I call in the Regional Director, where I'm located in Los Angeles, to talk about how we can count people. And we want people maybe like kind to go in, particularly with some

of our ethnic communities. If somebody comes in looking like a process server, believe me, the population disappears. But if they come in looking like a member of the community, they are more trusted.

We have this problem with apartments, because they will put two people down where there really are 12 people residing in there, hiding out. So I do hope that you will take into consideration what we need now, the undercount, and how we solve that problem.

Thank you very much, Mr. Chairman, for the extra time.

Mr. CLAY. Thank you, Ms. Watson, for those pointed questions. I appreciate it.

Now, Mr. McHenry, you are recognized for questions.

Mr. MCHENRY. Thank you, Mr. Chairman. Thank you for holding this hearing, and thank you for your leadership.

Mr. Mesenbourg, the original notice from the committee was a request to testify by Mr. Tony Farthing, New York Regional Director of the Census Bureau, and Mr. Tim Olson, Assistant Division Chief of Partnership for the Field Division of the Census Bureau, the subject matter of this hearing today. However, as we all can see, they are not seated next to you. There are two empty chairs. Are they present here today?

Mr. MESENBOURG. No, they're not, Congressman.

Mr. MCHENRY. OK. I think it's disrespectful to the committee for you to simply say, no, they cannot testify. Can you tell me why they're not testifying today? Did it not meet with their schedule?

Mr. MESENBOURG. Well, actually, it's been our past practice that either the—well, typically, that the Director, the Acting Director will testify. Where we needed the expertise, we would certainly have had Associate Directors testify. I think it's been rare, indeed, where we've had grade 15 office chiefs testify. I believe that I have to be knowledgeable about what's going on in the organization; and I feel comfortable about our Partnership Program, where we are and where we need to be.

The other thing that we have been doing is we've been doing a series of briefings on the Hill. We've been bringing in our Regional Directors, and we've been bringing in the appropriate staff for those staff briefings.

Mr. MCHENRY. Well, I would certainly want a full briefing, and I do think it's important.

Based on this precedent, so the Director and the Acting Director is the representative of the Bureau around the city and before Congress?

Mr. MESENBOURG. The Acting Director—I'm sorry, Congressman—I believe, yes, I am representing the Census Bureau.

Mr. MCHENRY. But that's your tradition, is that you represent the Bureau?

Mr. MESENBOURG. Yes.

Mr. MCHENRY. It's interesting because I just read a story about a forum at Brookings, and yet a division head represented the Bureau there.

Mr. MESENBOURG. That's right. Frank Petrano represented the Bureau. Up until about a week ago, we had no presence at that forum. So we called the organizers and asked to send someone. Ac-

tually, they asked for Frank to sit on the panel that discussed the census.

Mr. MCHENRY. So it's OK for division heads to speak around town, but they can't come before Congress.

Mr. MESENBOURG. Well, I wouldn't agree to that——

Mr. MCHENRY. It just seems ridiculous to me, is what I'm saying. We've got an individual who's going to be spending hundreds of millions of taxpayer dollars that we actually want technical answers for to make sure that we minimize the undercount, and they can't testify.

So I'm going to have some specific questions. You'll probably end up having to talk to Mr. Olson and have written answers for it, and I understand. That's not to say that—you're running a big organization. It's a multibillion dollar organization. Therefore, we're just trying to get the division knowledge and make sure we have a strong baseline of understanding of where we can help. That's what it's all about.

Now, was that decision made by you to not allow them to testify?

Mr. MESENBOURG. It was made by the Department of Commerce.

Mr. MCHENRY. The Department of Commerce. Who is the head of the Department of Commerce currently? Who made that decision?

Mr. MESENBOURG. The senior advisor to the Secretary, along with the communications staff down——

Mr. MCHENRY. Well, there is no Secretary; there's an Acting Secretary.

Mr. MESENBOURG. I'm saying the senior staff assistant to the Secretary-to-be.

Mr. MCHENRY. Well, the Secretary-to-be wasn't sworn in when this decision was made. The answer was "no" last week, and there was no Commerce Secretary. He was testifying before a committee in the Senate last week.

Mr. MESENBOURG. The senior political official at the Commerce Department made the decision. I didn't mean to say that Secretary Designate Locke made the decision.

Mr. MCHENRY. All right. Well, so, no White House—there's no White House involvement in this?

Mr. MESENBOURG. No.

Mr. MCHENRY. OK. All right. Well, let's actually get to some substance here.

Frank Petrano before Brookings last week said that statistical sampling "is not in our current plans."

Mr. MESENBOURG. That's true.

Mr. MCHENRY. That's true? Now, can you elaborate on that? It's not the current plans. Are there potential plans for sampling?

Mr. MESENBOURG. Statistical adjustment has not been in our planning all during the decade as we prepared for the 2010 census.

Mr. MCHENRY. OK. The way he words his answer, "It's not in our current plans," I mean, wouldn't you just say, "it's not in our plans?"

Mr. MESENBOURG. It's not in our plans, yes.

Mr. MCHENRY. All right. Well, to go to some other elements here, Mr. Goldenkoff, certainly appreciate your reports on the commu-

nications efforts. It's certainly helpful to get some outside assessment of the effectiveness and some historical reference here.

In figure one of your report, you talk about the undercounts and overcounts between 1990 and the 2000 census. In figure one, there are a number of different metrics of race and ethnicity of undercounts or overcounts. In figure one, there is a section, American Indian/Alaskan Native on reservations. There is a 12.22 percent undercounts in 1990 and a 0.88 percent overcounts in 2000. Can you speak to that, why there is such an enormous shift and what was done to create that massive change?

Mr. GOLDENKOFF. The Bureau recognized that, following the 1990 census, the American Indians had the most error. They were the largest undercounted group, I believe, of all the different—for the entire population. That particular segment had among the highest, if not the highest, undercount, so the Bureau put forth a tremendous effort, through its Partnership Program, the Tribal Liaison Program, to do a better job counting American Indians.

Mr. MCHENRY. Could you perhaps put together something and explain exactly what was done? Because it seems like it's a great example of the Bureau's success in reducing the undercount. It actually created an overcount.

Mr. GOLDENKOFF. Sure. What we did—and we saw some of this. We were out on the Menominee tribes in Wisconsin. And what the Census Bureau did, among other things, it had a very active Census in Schools program on the tribes. They had partners that actually came from the tribes, and significantly they came from the tribes that they were partnering with. And it gets back to the trusted voices, again, that convinced American Indians to respond.

There was a paid media campaign that was specifically focused on reservations, American Indians. There were posters specifically focused and were culturally sensitive to American Indians.

And just one little tidbit from that to show how the Census Bureau is concerned about cultural sensitivity, there was an advertisement, I believe, where it showed a younger person—I think it was a little boy—seated in front of an elder. And that, apparently, was disrespectful, and so the Bureau made an effort then to change it to make it culturally sensitive. So the Bureau was culturally aware. So it was really a combination of all these different factors—communications, as I mentioned, and also going out to the reservations and making sure they had accurate address lists.

Mr. MCHENRY. Thank you, Mr. Chairman.

Mr. CLAY. Thank you.

Mr. Goldenkoff, the committee has learned of plans to spend an additional $1 million of the stimulus funds to conduct more research. In your view, would it be wise to spend these funds to conduct more research, or to spend this funding as Congress intended, on outreach to traditionally hard-to-count communities?

Mr. GOLDENKOFF. Certainly that's where the Bureau has had the most difficulty in the past, is with the hard-to-count. It's not a matter of getting everybody—well, folks that are already going to participate, it would not be a wise use of taxpayer money. So the Bureau needs to focus on where it traditionally has the most difficulty getting people to participate.

In terms of how that money should be allocated, I mean, we certainly support the fact that the resources should be targeted. But in terms of how the money should be allocated across the different components, we have not seen any data to drive those particular decisions, whether money should be invested in paid advertising, versus more money for partnership specialists, versus more money for local funding, money for supplies and things. We have not seen any data to drive those decisions.

Mr. CLAY. So is data forthcoming, or is this just done internally? Is the Bureau directing their partners in the—I guess DraftFCB? Mr. Mesenbourg, tell me how these decisions are made.

Mr. MESENBOURG. We looked at, as our biggest challenge, improving the count of the hard-to-count populations. And two ways of doing that was advertising, and almost all of the additional stimulus funding is going to go into local media buys, where we really——

Mr. CLAY. Excuse me. How much is the total budget for Communications Campaign?

Mr. MESENBOURG. The total for the Communications contract is now $312 million. That includes the advertising, the purchase media, the public relations support through Census in Schools program.

For our local and regional Partnership Program, we are going to invest about $280 million in that program; and that's going to be primarily support for the 2,800 plus partnership specialists and assistants we'll have in the field.

Mr. GOLDENKOFF. And if I could just clarify some of the remarks. What the Bureau has is very good data down to the track level of where these hard-to-count communities are, but what we haven't seen is good data on where the Bureau gets the biggest bang for the buck in terms of return investment for these different components of its Communications Campaign.

Mr. CLAY. Will you make a determination of how to get the best bang for the buck beforehand?

Mr. MESENBOURG. I can supplement a little bit my previous answer.

One of the important lessons that we've learned in Census 2000—and we did this through research that was conducted while we were in the field collecting data—was that, actually, the household composition and the characteristics of that household were key predictors of census mail-back rate.

Before, in the 1990 census and going into the 2000 census, the conventional wisdom was that civic community participation was an excellent predictor of census mail-back response rate. What we found from this study was that was not the case. So the household types with the highest response rate were what you might think of as your traditional family: mother, father and children. The next highest mail-back response rate was husband and wife with no children, and so on. The group that had the lowest mail response rate actually were households that were headed by a single head of household and had children.

Then what we did is take the hard-to-track mail response rates but also supplement that with the characteristics of the households in those tracks, and that's where we found things like renters have

a lower mail response rate than people that actually owned their house.

So I think this has been all very effective in helping us shape the message for 2010, and I feel that the whole Communication Campaign this time is much more data-driven than it has been in the past.

But to answer where we make the decisions, we saw that we didn't think we were investing enough in the local ethnically oriented advertising. We are going to increase that. But if the advertising doesn't work, if we don't have those partnership people in the field mobilizing the local community, at May 2010 is too late to start doing that now. So that was part of our decision.

Mr. CLAY. So there will be an emphasis put on single head of household?

Mr. MESENBOURG. Yes. That is one of the five hard to—but what helps us, Chairman Clay, is tailoring that message to that group. That's what we're trying to do.

Mr. CLAY. Let me go to Ms. Cumberbatch to kind of break this up for a minute.

Ms. Cumberbatch, your office provided a map to the committee that will be used to help guide your efforts. In your testimony, you said African American and Afro Caribbean neighborhoods with low response rates in 1990 remain low in the 2000 census, and some actually got worse.

Ms. CUMBERBATCH. That's correct.

Mr. CLAY. What are your theories about the continued low response rate in those neighborhoods?

Ms. CUMBERBATCH. Well, clearly, whatever messaging and communication claim that was implemented in 2000 was not effective in reaching those communities. Because, based on results, those neighborhoods in New York City were pretty consistent. It's basically the lowest response rate tracks in New York City are throughout the five boroughs of New York City or are in African American and Afro Caribbean communities. Central Harlem, central Brooklyn, southeast Queens—which I want to add is actually a home-owning community with the highest median income in New York City.

So, based on some of what I heard today about renters being low responders, the reality of New York City is a little different. Because southeast Queens is a home-owning community, as well as northwest Bronx, which is largely an African American, Afro-Caribbean and African community with large homeownership. So those two communities in New York City—in fact, southeast Queens, the response rates were lower between 1990 and 2000. It got worse. So, obviously. There has to be some concerted effort in New York City on those particular neighborhoods.

Mr. CLAY. In your view, what can the Bureau do to maximize census participation in these traditionally hard-to-count neighborhoods?

Ms. CUMBERBATCH. Well, from the perspective of New York City, the regional office for New York City actually covers New York City; it covers Long Island; it covers northern New Jersey; it covers a population of about 20 million people in that whole region, New York City being 8.3 million. And for that whole region there is

something like 60 partners that have been hired to cover not just New York City but to cover the region.

Clearly, just based on the population of New York City and the diversity of New York City that I outlined in terms of ethnic diversity, language diversity, if we are going to penetrate these communities with partners, clearly, there has to be more partners on the local level; and those partners have to be, obviously, from those communities, have to have a lay of the land of what organizations are effective communicators.

But one of the things that needs to happen is there has to be a comprehensive plan at the local level. So bringing in all the local stakeholders—local government, local leaders—to say, "OK, here's what the response rate was in 2000. Here is our challenge ahead." How are we going to map out a strategy using the communication strategy, leveraging what the Census Bureau is going to do but on the local level? What is the plan of action?

And, right now, I don't see that type of plan being implemented in any region. In our region, I don't know if that's a requirement, but it seems that if you're going to have a strategy that's comprehensive to bringing all the resources you need to convene all the stakeholders and lay out that plan.

Mr. CLAY. Are you also part of the State of New York's full count community?

Ms. CUMBERBATCH. No. Actually, I'm just from New York City.

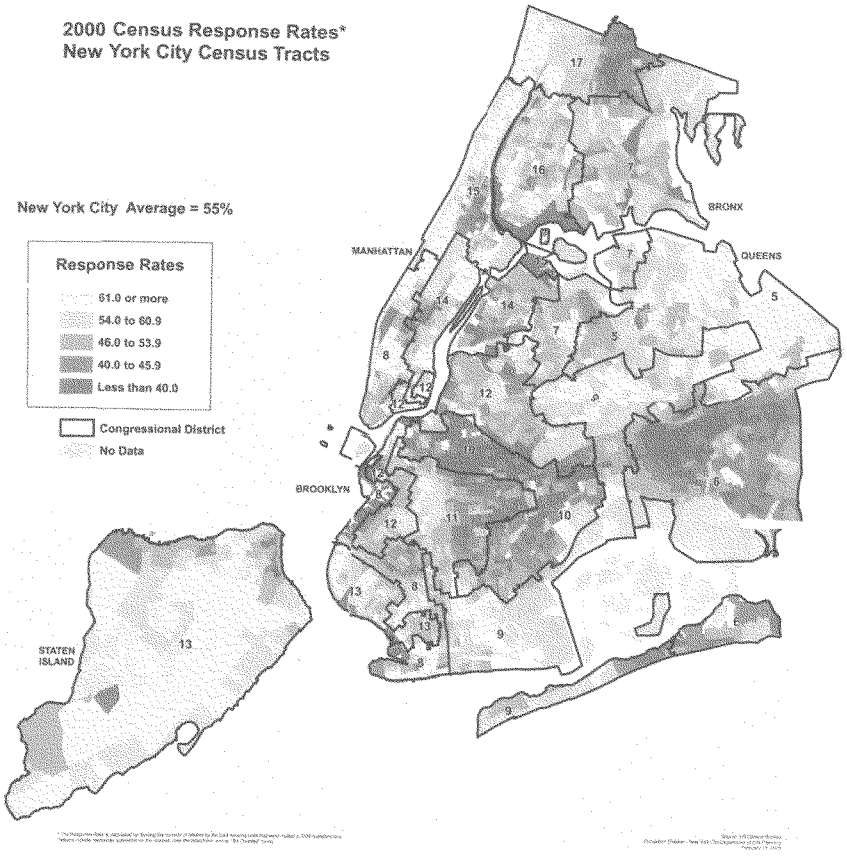
Mr. CLAY. Just New York City.

Ms. Watson, you may pursue.

Ms. WATSON. I just want to followup, Mr. Chairman, with your questioning, too.

Mrs. Cumberbatch, I'm looking at the map I think that you probably are familiar with. And we can see that in a community, as opposed to, say, Harlem, in a community where most of these are homeowners, middle class, maybe even upper middle class, and taxpayers and so on, they have the worst rate.

[The information referred to follows:]


2000 Census Response Rates*
New York City Census Tracts
New York City Average = 55%
Response Rates
61.0 or more
54.0 to 60.9
46.0 to 53.9
40.0 to 45.9
Less than 40.0
Congressional District
No Data
MANHATTAN
BRONX
QUEENS
BROOKLYN
STATEN ISLAND

Ms. CUMBERBATCH. Right.

Ms. WATSON. Now, who is responsible for laying out a plan and evaluating to see if the figures, if the data is any better than what it was when you took the last census?

I am really concerned when I see a map like this—and these are mostly minorities. And you see that the count was really more effective and more reliable up in Harlem than it is down here. So who's responsible for planning out the strategy and evaluating it? Would it be you, or would it be Mr. Mesenbourg?

Ms. CUMBERBATCH. Well, clearly, it's the U.S. Census Bureau. Because it's a Federal responsibility to do the census. And as a local government and as taxpayers, they are accountable to local government as well as all taxpayers on what that plan is, how detailed it is, and how does it really address something that has been a historic undercount and low response rate.

That map was put together by the city's planning department so that we would have a guideline to make our efforts, in terms of the city's efforts; and we based it on response rates. So we didn't use the hard-to-count criteria, which, actually, if we had used it, might have excluded southeast Queens because it's a home-owning community. Yet the response rate shows that it's a low-responding community.

Ms. WATSON. Mr. Mesenbourg, would you address my question?

Mr. MESENBOURG. Certainly. There are multiple dimensions we're attacking by segmenting the population. So certainly I didn't mean to indicate that only one of the eight clusters was a problem. Actually, five of the eight we would characterize as hard-to-count populations.

A couple points on the Afro-Caribbean. In 2000, we did not do any advertising that specifically spoke to that audience; and that is part of the campaign for 2010, so that ought to help.

The other thing we're doing is significantly expanding our partnership presence in New York. As was said, we actually have 57 partnership specialists right now in the New York regional office. With the additional stimulus funding, we're going to bring in another 161 partnership staff to work on that office. So we'll have about 218 people. So we will have more than tripled it, and we think that's going to be a key initiative to get the message out to those local communities.

Ms. WATSON. And then the evaluation to see if your planning has been more effective in this decade.

Mr. MESENBOURG. OK, I can talk to that.

We're going to be doing real-time assessment of the Partnership Program in terms of how many commitments we have with partners, how are we doing in terms of establishing complete count committees or Questionnaire Assistance Centers or sites to do recruiting and training. And we'll be tracking those specific commitments.

We also will be doing an evaluation within local areas, because we're going to have all of this information documented in a database. And then at the end of the process, we're going to do a systematic evaluation program—actually, the National Opinion and Research Center is going to do an evaluation study which will as-

sess and evaluate the effectiveness of both advertising, partnership, and the Census in Schools program.

Ms. WATSON. Thank you.

What's troubling to me as I look at this map of the greater New York area is that places where African Americans live have the lowest count, or the greatest undercount, and that's very troubling. And as I look at that map of the United States, you can almost read through it and see, where you have your minority populations, you get a tremendous undercount. So I would hope in this decade that we would really concentrate on trying to get a more accurate account.

And in saying that, there are some who feel like we need to take the census out from underneath the Commerce Bureau and have it as an independent agency, where you could really, really operate independently and not be competitive with other huge issues that come under Commerce. What is your thought on that?

Mr. MESENBOURG. As a career official, I have no opinion on that. We'll keep plugging along doing good methods as well as we can.

Ms. WATSON. Maybe we need to do something about that.

All right. Thank you, Mr. Chairman.

Mr. CLAY. Thank you, Ms. Watson.

I recognize Mr. McHenry for questioning.

Mr. MCHENRY. That was quite a dance.

Mr. Mesenbourg, I don't want to beat a dead horse here, but what individual—was it the top political person within the Census Bureau that said "no" to division heads testifying, or was it the top political person at Commerce? I wasn't sure.

Mr. MESENBOURG. It was the top political appointee at this point—well, a week ago—at the Commerce Department.

Mr. MCHENRY. And who is that?

Mr. MESENBOURG. Rick Wade. But I would say I supported his decision on that, also. I don't want to put it all on him.

Mr. MCHENRY. Well, certainly you probably requested the answer from him, I certainly understand, being in an acting position.

Mr. MESENBOURG. Yes.

Mr. MCHENRY. OK. Well, let's go through a series of questions here about the Partnership Program.

There's $250 million funds for the Bureau in the stimulus package that was specifically designated by Congress for outreach programs; is that correct?

Mr. MESENBOURG. That's correct.

Mr. MCHENRY. Can you tell us exactly how these groups the Bureau is partnering with are going to spend the $250 million? Can you just give some broad overview?

Mr. MESENBOURG. OK. In terms of the stimulus money, in terms of outreach, we're going to spend an additional $100 million on advertising, public relations, and the Census in Schools program. Almost all of that money is going to go toward—most of that money is going to go toward paid advertising. And of the additional money we're investing, 80 percent is going to go into local media, targeting the hard to enumerate.

The additional $120 million that we are going to invest in the Partnership Program, the vast majority of that money is going to go into paying people. So we're going to hire an additional 277

partnership specialists on top of the 680 we have, so we'll be close to over 900.

And then we are going to hire 1,750 partnership assistants. This is the first time, the first census that we will actually have these partnership assistants; and they will permit us to extend our reach out in the local communities and also to provide the kind of follow-up that we weren't as strong as we should have been in census 2000.

Mr. MCHENRY. OK. Are the funds given to partners awarded competitively, through a bidding process, or expended through grants?

Mr. MESENBOURG. No funds to speak of are provided directly to the partners. The partners can put in a proposal, say, to run some sort of promotion, to ask us to provide a banner promoting the 2010 census. We will actually do that procurement ourselves. They will put in a proposal, we will review the proposal, and then we will actually contract to have the poster printed and delivered.

There is a limit in terms of what we can do in the transactions. Any kind of good has to be under $3,000 and any service under $2,500.

Mr. MCHENRY. And those things would be given basically in kind. You would provide materials——

Mr. MESENBOURG. That's true.

Mr. MCHENRY. That kind of thing. So are checks written to partnership groups?

Mr. MESENBOURG. No. The partnership group will put in a proposal, let's say, to do a series——

Mr. MCHENRY. So no money is exchanged?

Mr. MESENBOURG. No money is exchanged.

Mr. MCHENRY. Materials and things of that sort would be.

Mr. MESENBOURG. Yes. We will do all of the acquisitions associated with that, and we will track and monitor the disbursement of funds.

Mr. MCHENRY. One of GAO's recommendations was to document and audit in-kind contributions to the partnership programs. Has than been implemented? Do you have a program to implement that?

Mr. MESENBOURG. Yes. Every in-kind payment we made, we will have a disbursement log and a process that will track all of those.

Mr. MCHENRY. You described the standard products that you would be given in kind; and it's more of basic advertising with materials, is that correct?

Mr. MESENBOURG. Typically, promotional materials to support the census.

Mr. MCHENRY. OK. So you have a mechanism to ensure that taxpayer dollars—there will be an audit trail, there will be a trail to follow the disbursement of products and goods.

Mr. MESENBOURG. Yes, sir.

Mr. MCHENRY. Will there be a metric to determine the effectiveness of these funds? And I know it's difficult in the process to determine whether or not this banner is effective, but, for 2020, will we be able to look back and say that, you know, these dollars were spent effectively, or we should do more of this rather than that? Is there a metric to determine effectiveness?

Mr. MESENBOURG. There's not a direct metric to do this. But I suppose I should put this in some context. In total, we will probably be expending something like about $18 million on these kind of initiatives, and that's out of about almost $270 million.

Mr. MCHENRY. You said $8 million?

Mr. MESENBOURG. $18 million, out of a total of about $270 million. I think the real assessment for 2010 with the Partnership Program is going to be did we improve the mail-back response rates in these hard-to-count areas.

Mr. MCHENRY. OK. Now, determining this effectiveness, Mr. Goldenkoff, have you judged or have you done any analysis on the metrics to judge the effectiveness of those partnership funds?

Mr. GOLDENKOFF. Our concern is that the Bureau has not done a good job of that, that the Bureau has not developed outcome measures. Many of the measures are more input measures—number of partnerships, for example, number of agreements—and that's certainly a concern of ours.

Other things—I mean, certainly response rate is one thing that can be looked at, cost-in-progress milestones. Are the milestones being met? Are delivery dates being met? Satisfaction of partners, that's another outcome measure that can be looked at. We haven't done any intense research into this. These are just more options for the Bureau's consideration. But our concern is that the Bureau doesn't seem to be there yet.

Mr. MCHENRY. Are there written guidelines for participation as partners?

Mr. GOLDENKOFF. Criteria for making decisions?

Mr. MCHENRY. Yes.

Mr. GOLDENKOFF. No. As Mr. Mesenbourg said, there are some general guidelines on who the Bureau should be participating with, outreach into the community, that sort of thing. But, again, our concern is that there is no criteria that is fully documented, transparent, clearly defined, and consistently applied.

The issue here is that if you use data from the 2000 census, there are 140,000 partnership agreements. The Census Bureau gives a lot of latitude to its regional offices and on down the partnership specialists making those decisions. A lot of these people are temporary employees. They don't have the big picture view. So it may appear to make sense. So the very local level may be inconsistent with the goals and values of the Census Bureau. So it would certainly be helpful for making these decisions to have something that was much more clearly defined certainly, not only who the Bureau can partner with but who they shouldn't partner with.

And it's not just obvious decisions, organizations that might be corrupt, but law enforcement organizations probably would not make a good partner for the Census Bureau, because it could raise concerns among certain communities using this data.

Mr. MCHENRY. Certainly.

Mr. GOLDENKOFF. And that might not be apparent when it's so decentralized like that.

Mr. MCHENRY. Mr. Mesenbourg, this is not new what Mr. Goldenkoff is saying. This has certainly been written and shared with you. Do you have some elements that address this?

Mr. MESENBOURG. We will commit to being more transparent in terms of what our criteria are going to be. We will actually put them to paper.

But I think it is——

Mr. MCHENRY. Is it currently not to paper?

Mr. MESENBOURG. It is on paper, but we will document it a little bit more fully and share that with you.

I think, though, as GAO states, we do leave a lot of discretion to the local partnership people; and I think that's appropriate. A key part of our message, people in the local community know what the challenges are in those local communities, not us here at the Census Bureau headquarters. And we will have partnerships, in a sense, with law enforcement organizations, in that sheriffs and police will put out a message that it is safe to fill your form out, that it's not going to be turned over to local enforcement.

So that is often part of the complete count committee structure, that they may bring in some of the local sheriffs department, but it's all in promotional, and the whole message there is it's safe to fill out your census form.

Mr. MCHENRY. OK. Well, if you could share that with us, we would certainly appreciate it. And obviously we want to make sure there are some metrics for determining effectiveness.

Mr. MESENBOURG. I would agree with that. We will commit to that.

Mr. MCHENRY. And overall criteria for partnership groups. My colleague, Mr. Chaffetz, had questions about these groups; and certain groups in particular, a number of colleagues have had questions about their participation as partners.

I know we've asked this question before, but, obviously, there's an FBI background check for every person you hire even on a temporary basis.

Mr. MESENBOURG. That's correct, and fingerprinting.

Mr. MCHENRY. Does that mean that convicted felons cannot participate?

Mr. MESENBOURG. That's true.

Mr. MCHENRY. OK. Therefore, the question then arises, do you have that same type of criteria for partners and for partner groups in that if they have a history of problems—problems with law enforcement, overall problems like that—that you would be able to say "no" to them?

Mr. MESENBOURG. No.

Mr. MCHENRY. You don't have that.

Mr. MESENBOURG. No, we don't have that criteria, nor do I think that the Census Bureau should be involved in investigating organizations and the members of their organizations.

Mr. MCHENRY. That absolutely is—I certainly respect you, but what you just said is absolutely ridiculous. You are giving the official stamp of approval that they are a partner for the 2010 census, at which point they could have a complete reckless disregard for the law and their whole board of directors could be convicted felons, which you would not hire them, but you've been able to give them the stamp of approval that they're an official partner.

I think it would be reasonable to have a certain level of criteria. And I understand the vast number of partners you're going to

have. I'm not saying anything elaborate. I'm just saying a basic baseline check that when you basically put your arm around them and say "you're our partner," that they're not going to do things that cause problems on census day 2010.

Mr. MESENBOURG. I would agree with that assessment. We do not want to partner with groups that will cause problems on census day. I was reacting, Congressman, to your question that we somehow should be knowledgeable about all the members of all of these very diverse organizations; and, A, we don't have the capability, nor do I think that we should. We should do a scan in terms of how this organization is perceived in the local community and whether they can be effective or they will be ineffective in the local community.

Mr. MCHENRY. I think that's what I'm asking.

Mr. MESENBOURG. OK.

Mr. MCHENRY. Some of my colleagues have concerns about specific groups. I have a general concern that we have good partners that are upstanding. And I know it's the Bureau's intent to do that, but I think it's the intent of Congress for you to have some level of standard for participants. And I'm not saying that you have to do an elaborate search on every volunteer that's associated with every group—the T-ball team, the city council, or anything else. Heck, that's not reasonable. But, at the same point, you need to have some baseline on a background on the group. I think that is reasonable.

Mr. MESENBOURG. OK.

Mr. CLAY. Thank you, Mr. McHenry.

Our friend from the District of Columbia has joined us, Ms. Norton; and you are recognized for questioning.

Ms. NORTON. I thank you, Mr. Chairman, my buddy, for this hearing, but I'm more inclined to say, what possessed you to hold such an important hearing on Monday when nobody but Eleanor and a few other souls would be here? This is the most important issue facing the census.

And I apologize to the witnesses. I had intended to be here the full time. I was speaking in the city. At least I could have been here. But I certainly wanted to come to hear what I could.

I am so pleased that the President put $1 billion in the stimulus package to cease the slow walking of the census that almost guaranteed an undercount. The census was stolen before it started. And it seems to me that those who speak about the Constitution ought to bear in mind that the first thing that the framers thought you ought to do is find out who is here.

And everybody here came as an immigrant, or virtually everybody, and they are aware that if government doesn't know who's there, government doesn't know anything. So I was very concerned.

I am Chair of the subcommittee that is now, hurriedly, trying to find office space all around the country; and this is very difficult office space to find because this is short-term office space. So I am handling GSA, who says it's different, but these folks need some place to rent, even for a couple of years. So we've been set back in many ways.

What I was most concerned about is how late lots of things are. This should be a 10-year funding and preparation matter. I am

pleased that the census does update itself so that in some ways you get a sense of where the country is. I certainly hope that in updating yourselves you do a better job than what some large cities found.

This city, for example, the Nation's Capital, found new housing bursting out all over, people moving in with a $5,000 homebuyer credit that nobody else in the country had, and the census was continuing to count us losing population. You know, there are some things that common sense will tell you is not the case.

When then Mayor Anthony Williams pressed the case, efficiently, an updated census was done to show that the Nation's Capital, in fact, is growing. Very, very bothersome, since these are supposed to be statistical experts and since the updating is supposed to help us count better.

I understand—and, indeed, would agree with my good friend from California about the independent status. Indeed, I felt in company with those who somehow—needed the census in the White House. Watch what you ask for. The more independent the census is, the better off we are. I'm not sure, it would be interesting to trace how that would be, putting it in a department, since this, above all, is a part of the government which you do not want people questioning based on their political predilections.

I have great respect for the professionalism of the civil servants in the census. That's one of the reasons why I was chagrined when the census had a hard time counting what really are a few people; the District is about 600,000 people. It made me wonder, what would happen if this were New York, where I lived for a good part of my life—Washingtonian—though I did find that where I lived, on 144th and Amsterdam, is among those with the dark spots here. Why should I be surprised?

But that makes the undercount really the only issue, people who fear to be counted, aren't used to being counted, aren't as well educated as some other parts of the country. And now we have a terrible structural change in our economy. People are having to move in with other people just to survive. I hope the census is making adjustments for the fact that we don't even—if people are having to double up and triple up.

I really feel for the undercounted Latinos. There has been a real witch hunt conducted for many years. That's how Latinos perceive it. So that we found it was having an effect on people who are perfectly legal.

It's very easy to misread Members of Congress who have some power who seem to go after immigrants. And this cannot possibly help the census, who have been slow to get money—the President is trying to make up for it, and you are left with having to do a real count, or you're going to hear from a lot of us.

I've got to ask you about the confusion on race. Now, this morning's Washington Post, "Multiracial Peoples to Be Counted in a New Way." And my question really goes to how much the census coordinates with other agencies.

There is good reason for localities to want to know something more about people's racial identity, but I wonder if you understand what this could produce. The racists who decided that if you had one drop of Black blood you were Black at least did us a favor, un-

like those in the Caribbean, who then decided to subdivide themselves on how much of various ethnic blood they had in them still suffer from that. If you go to Haiti and virtually every part of the Caribbean, you see not only the Black-White caste system, you see the Black, not quite Black, not quite White. You have castes within castes. It's a terrible, terrible problem. So I know the people who said one drop didn't think they were doing us any favor, but in a real sense they did. Now we are becoming a multiracial country. But whether people know what that means is something the Census Bureau, being scientific, better watch out for.

During the worst days of segregation, one of the most pitiful, pitiful parts of the Black community was how many people wanted to reach for other kinds of ethnicity that they said were part of theirs.

The Washington Post cites Barack Obama as reflecting what we're talking about. It doesn't reflect it at all. It reflects the evolution of a country now led by a President born of a White Kansas mother, a Black Kenyan father. The man's Black because he has chosen his race.

By the way, he didn't have any choice. There are people who would have a choice. It seems to me they ought to be able to choose their race, too. But the notion that I'm going to choose eenie, meenie, miny, mo—and my grandmother always told me that there was this Indian and that White man and this Mexican, so why shouldn't I claim them all? I'm proud of all of them, don't know a one of them.

The confusion that is going to have no lineage, no understanding, word of mouth. So we had these five racial categories—American Indian or Alaskan Native, Asian or Pacific Islander, or Hispanic, non-Hispanic, Black or non-Hispanic White. Now the school system may want to know some more information, but I need to know what the census wants to know.

For example, they found that, in Hispanics, one of the most multiracial people in the world can get very confused. And then when they mix in and decide that they will call themselves White, then the school system doesn't really know if it's dealing with a person from a family that doesn't speak English or not. So I can understand why the school system may want to know this.

So the Education Department is saying, "hey, look, different strokes for different folks." We're going to give flexibility, new rules. We're going to give States flexibility in these existing racial and ethnic categories of No Child Left Behind, creating a double coding for certain students.

I don't object to that. But if you do not—if we go into the notion of asking people, for census purposes particularly, to ferret out their lineages, I am beginning to wonder what you are. None of us are completely African. We are proud to be called African American. And you can't even tell who we are by looking at us. Who people say they are is the first important thing. There may be subgroups of information that would be helpful, such as what their immediate family, immediate mother and father was, so you have some sense of whether you are talking about first generation or not.

And I am the first to concede that States need different information based on their population, but I need to know what the census is doing and what it says to people as they go and say, you know, "tell us what you are." And, of course, you can say anything you want to. That is who you are. I don't think anyone else should be able to describe you—certainly not the way the southerners decided to describe Africans who were here, or people who had very little African blood.

But I need to know whether we are all now mixed up about this as well and how you intend to deal with this. Let it all hang out. Anything that you said you were anywhere back in your lineage, just claim that and we will know who you are.

Yes, sir.

Mr. CLAY. Mr. Mesenbourg.

Mr. MESENBOURG. Thank you.

First of all, in terms of how we're going to collect data, we're going to collect data on two things: Ethnicity, Hispanic, non-Hispanic. So Hispanic is actually not viewed as a race. It's viewed as an ethnicity. So the question will ask for every person, and as you rightfully say, this is self-designation. So it's how people view themselves.

So the first question, we'll say, is person one of Hispanic, Latino or Spanish origin? No. And then, yes, they will ask a little bit about their ancestry—Mexican, Puerto Rican, and so on. So that is the question that identifies Hispanic origin.

The next question——

Ms. NORTON. Do they then ask them whether they are Black or White?

Mr. MESENBOURG. Yes. So that's question 8 of the 10 questions we're going to ask about every individual.

Question 9 will say, what is person one's race? Mark one or more boxes. So they can mark more than one box, but it's White, Black, African American, and American Indian or Alaskan native. And then there are breakouts of Asian, Asian Indian. All of these boxes or categories are established by the Office of Management and Budget, and we are following what those guidelines are on race and ethnicity. But it's up to the individual to characterize themselves of Hispanic or non-Hispanic origin, and then there is the race question.

Ms. NORTON. So this is the same categorization you used in the last census?

Mr. MESENBOURG. This is basically the same characterization. There was some research done to better ask some of the components and some of the categories, and we have implemented that. And we will be doing additional testing in our experimental program in 2010 to refine some of the concepts and definitions.

Ms. NORTON. How about the agencies? I was confused as to how the Education Department, does it collect this data from, where they say, you know—have this flexibility?

Mr. MESENBOURG. The race and ethnic categories are established by the Office of Management and Budget, so all Federal agencies should be following the——

Ms. NORTON. So what does this story in the Post mean? According to the story in the Post, "The rules will give States flexibility

to leave existing racial and ethnic categories for No Child Left Behind, creating a double coding for certain students." A student may be counted as Black for some purposes and Hispanic for others. Bless him.

Mr. MESENBOURG. I think that's referring to State. So States and localities——

Ms. NORTON. But this is the new rules for the Department of Education. So they're on their own on that, in other words?

Mr. MESENBOURG. I really don't know. I don't know what they're planning to do.

Ms. NORTON. So you don't coordinate what agencies do. You speak only for the census, and that's how you count.

Mr. MESENBOURG. The Office of Management and Budget has oversight responsibilities in terms of what Federal agencies are doing. So Education should have worked with OMB on the race and ethnicity standard.

Ms. NORTON. Thank you. And thank you, Mr. Chairman.

Mr. CLAY. Thank you, Mrs. Norton.

Wow, what a far-reaching, wide breadth of questioning, consistent with your background as professor and lecturer. And we appreciate your participation today.

And, as you mentioned earlier, why would we have this on a day like this? It's because we knew that key legislators, such as yourself, would be able to be here along with the other people that are here. So thank you so much.

Let me just wrap up on questioning here and ask, you know, the committee has reviewed preliminary plans for spending stimulus money on the Communications Contract. Mr. Tarakajian, you have $10 million allocated for local buys in the Black and Caribbean markets; yet you have $13 million allocated for the Hispanic and Asian markets. Given the historical undercounts in the Black and Caribbean population, would you please explain the disparity in funding allotments?

Mr. TARAKAJIAN. The stimulus money has to be looked at in conjunction with the base plan money that is allocated by audience. So if you look at the entire $312 million, what we are planning to plan against is $39 million for Hispanic, $36 million for the Black audience and approximately $27 million for the Asian audience.

And I stress that these are planned at this point in time; we have not put pencil to paper to complete the plans with the addition of the stimulus money as of yet. Once we do that we will absolutely take a look at how these numbers work and whether we believe, and our subcontractors believe, that this is the correct allocation, but this is a starting point.

Mr. CLAY. OK. A starting point is fine. I just wanted to make you aware that, historically, the Asian population has been overcounted. So I was kind of curious as to why we would direct so many resources to that population.

Mr. TARAKAJIAN. The reason for adding resources to the Asian population is really from the planning process that we have been through so far. We have asked all of our subcontractors to come up with a list of what they would do if and when there were additional moneys that were available to be spent against their audience. And one of the things that our Asian subcontractor, the IW Group,

noted was that they wanted to expand from the existing group of languages that they were going to run their campaign into a broader group. And adding the languages is an expensive proposition because these are small populations with very limited media outlets.

So we have started along that path. As I said, it is planned, it is primary. We are going to take a look at what those plans look like and then come back with a final recommendation.

Mr. CLAY. Be sensitive to hard-to-reach and hard-to-count. Thank you.

Mr. Mesenbourg, would the Bureau be willing—we made references to these maps. Let me ask you, would the Bureau be willing to be create maps like this for Members, representing traditionally hard-to-count constituents for all Members of Congress in an effort to better partner with the Bureau on reducing the count?

Mr. MESENBOURG. Certainly, Mr. Chairman.

Mr. CLAY. OK. Thank you so much.

And I will ask—let me recognize Mr. McHenry because he wants to finish up, too. Mr. McHenry will be recognized for questions.

Mr. MCHENRY. I certainly appreciate it.

Mr. Mesenbourg, what do you expect out of the Partnership Program and what does the Bureau expect the partners to—you know, the role they are supposed to play.

Mr. MESENBOURG. The bottom line what I expect out of the Partnership Program is an improved mail response rate, especially in the hard-to-count areas. That is really going to be the test of how effective we have been. We are looking for partners to basically cover the landscape in terms of representation and reach in the local communities, and that could involve government. So we will certainly be dealing with State and local governments, we will be working with mayors, both of cities and of towns, we will be dealing with the entire education community, both K through 12, which will be the focus of the census in schools, as well as postsecondary.

Mr. MCHENRY. And what do you think the partners expect out of it?

Mr. MESENBOURG. Well, part of our message to the partners is, the census is inclusive, the census is important, it is going to be used for legislative representation, and it is going to be used for Federal funds distribution, over $300 billion a year. Most of the partners get that there is a real stake in counting everyone, that it affects them both from a political perspective, as well as the kinds of funding that are going to flow into the local community.

Mr. MCHENRY. Now, there have been a lot of reports about concerns to the faltering economy and that the tough economic times we are facing will make the 2010 census more difficult, since people are losing their homes and their jobs and may be in the process of moving or living with other people, and just moving to different locations, that it might be harder to find and enumerate these people.

What are the Bureau's plans to address this concern? I know it is a very new concern. But if you could, touch on what your plans are and perhaps where you are in the planning process.

Mr. MESENBOURG. OK. I would be glad to.

Well, I think the degree of the problem is a new problem. So we are going to—we actually have started doing our address canvass-

ing operation. So that is the first key production activity in the census where we are going to walk every block in the United States and validate and update the addresses. So the first critical step is to make sure we have a complete and comprehensive address list.

At the same time we are rolling out our Partnership Program. And as I said, we will be going from about 680 partnership specialists; we will be increasing that by 2,000. A key part of that job is to get into the local communities, talk to the people in the communities and find out the severity of some of these programs. They can help a lot in that activity.

Then we need to really get trusted voices in the community to inform and educate people that if you are doubling up with somebody, it is safe to respond and that you should be listed on that census form. So all of this will be part of the messaging.

But we think a key part of that is to have those trusted voices in the community making that message. We will be doing it through advertising and through our own promotional materials, but we really think the local minister can be a lot more effective and convincing.

Mr. MCHENRY. Has this been addressed and added to the integrated communications plan?

Mr. MESENBOURG. Yes. This is one of the challenges that we are facing when we look at the clusters of the population.

One of the variables is the amount of occupied housing in the area, and as that becomes—as that number decreases, we know we have an additional problem that we need to address.

Mr. MCHENRY. And Mr. Tarakajian, has that been a part of your process in updating the plan?

Mr. TARAKAJIAN. Yes. We have a budget line item in the plan called rapid response. And what that is designed to do is, as we start to get mail returned and we see what areas of the country or markets are lagging in terms of return, we can then allocate moneys to those areas to help bolster return. And our plan was to put an additional $2 million of the stimulus funding in the rapid response in response to this issue that you point out.

Mr. MCHENRY. OK.

Now, Mr. Mesenbourg, how many partners, your partners, how many employees do you think they will help produce for you, temporary workers and enumerators?

Mr. MESENBOURG. Well, they are not going to provide really any temporary workers for us. What they will provide is a much greater reach in getting the message out to people. So I can give you a couple examples of that.

In the business community, one of the areas that we will be reaching out to are the utility companies that basically reach everyone in a locality. So one of the things that they have done in the past, and we will be asking them to do again, is to put messages on their statements, on their envelopes, encouraging everyone that gets one of those utility bills, whether telephone or heating bill and so on, to participate in the census.

The last time we were very successful with big corporations such as Wal-Mart and Target to actually do promotions in their stores and to provide assistance centers if they have the space available.

So we will be doing a whole host of things like that. So it is primarily helping us reach the hard-to-count and getting the appropriate message out to them.

Mr. MCHENRY. Is there any element of the Partnership Program to help produce enumerators?

Mr. MESENBOURG. The partners, many of them, will agree to provide space for recruiting. They actually won't be doing hiring, but they will donate space and we will have a Census Bureau employee there taking applications for the jobs. And after we hire people they will be providing sites that we can actually do training on.

Mr. MCHENRY. Now, for the program to hire enumerators for areas that have been traditionally hard to count or a higher nonresponse rate technically, would it be engaging those community partners to help produce folks in the neighborhood or folks in the community to be enumerators? Is that part of the program?

Mr. MESENBOURG. They can assist with the recruiting process. Typically, probably where they will be more useful is going into the local communities as we are starting to hire additional partnership specialists and partnership assistance. Those local communities can provide us the names of people that they think are trusted voices in the community and are in the market for the job.

They will have to go through the interview process and the testing process like everyone else.

Mr. MCHENRY. Now, with the additional folks that you are hiring for the partnership groups, is there a way to verify the efforts and the work that they are doing in the community? Do you have metrics for that?

Mr. MESENBOURG. Certainly.

Well, first, they will have to go through all the appropriate clearances to make sure that they are OK. Each one of them, as they make commitments—well, they will have goals in terms of what they are supposed to do; and then they will enter those commitments in this integrated partnership database, and both the regional staff and headquarters staff will be monitoring that process.

Mr. MCHENRY. As a part of the 2010 advertising effort in communications, broader communication efforts, are there plans for the Bureau to visit editorial boards and newspapers?

Mr. MESENBOURG. Certainly. That will be a part of our outreach to the media.

Mr. MCHENRY. Is that your understanding as well, Mr. Tarakajian?

Mr. TARAKAJIAN. Yes. In fact, our subcontractor, Weber Shandwick, which is a public relations company, is assisting the Bureau in that effort.

Mr. MCHENRY. And what is the purpose of these meetings?

Mr. TARAKAJIAN. It is really to get the message of the census out there, make sure that there is an integrated message, that everybody is on point and that it happens at the point in time when it is most beneficial to the communications effort.

So it is an overall integrated approach.

Mr. MCHENRY. So it is a message of participation?

Mr. TARAKAJIAN. It would vary depending upon what the particular medium is. But, yes, it would be primarily a participation message. It could be, in its early phases, an awareness message.

Mr. MCHENRY. OK. An awareness or participation; is that correct, Mr. Mesenbourg?

Mr. MESENBOURG. Yes, sir—and importance, why it is important to participate.

Mr. MCHENRY. I certainly appreciate it. I appreciate your testimony today, Mr. Mesenbourg.

I know I had some tough, direct questions from the beginning because we do want participation in transparency in this process. But I do thank you for your leadership of a very challenging and large government program that is very important to all Americans. Thank you.

Thank you, Mr. Chairman.

Mr. CLAY. Ms. Watson is recognized.

Ms. WATSON. I want to go quickly because I do know you have other places you need to be to carry on the focus of the census. Thank you for recognizing me. And I want to address this in follow-up with Ms. Cumberbatch.

I am looking at this map of New York, and I am kind of appalled. Tell me what you have been able—the kind of contact you have been able to have. Do you have the resources to do the job? And do you think your position should be a permanent position? And can you respond, because I am really concerned about this area here on this map that—I think all of you have a copy—and the fact that in 2010 we still think there will be an undercount.

Ms. CUMBERBATCH. First, let me start off by saying I am an employee of the city of New York, so my position is not a federally funded position. It is a decision that has been made by the mayor of the city of New York that this is such an important endeavor that impacts the city that it is important to have someone as a coordinator.

My office doesn't have a standing budget, so what I am doing is getting staff on loan from other city agencies who have connections in different neighborhoods.

Ms. WATSON. I am just asking, can you propose a budget to the Census Bureau?

Ms. CUMBERBATCH. Absolutely. And I think one of the things that has to happen is that since my office was created just for the 2010 census, it needs to be at local levels, where there are hard-to-count communities, a process where perhaps there is a permanent person or small office that starts dealing with these issues or locality way in advance of the actual census.

So, for example, one of the communities there is central Brooklyn, Bed-Stuy. But someone could have been in place at the local level to start cultivating those relationships far in advance of the census to start really penetrating.

So in many respects it takes a huge effort in a very short period of time to turn around those low response rates. Now, perhaps if resources had been made available much—early on, 5 years ago, 6 years ago, knowing that there was a low response rate in 2000 and a low response rate in 1990, we would be in a different place in terms of turning around some of those communities.

So, yes, I think there needs to be a Federal commitment at the local level to those areas in terms of staffing, not just for the purpose of the census when it comes up in terms of a Partnership Pro-

gram now, because partners are being hired now for censuses next year. But if people were in place a few years before to start making those relationships and start really penetrating those areas, I think we would really be in a different place.

Ms. WATSON. Just to followup, do you think this ought to be a local position within the New York area or should it be a Federal position; or should they recommend to the local, the regional, that we make this a permanent position.

Ms. CUMBERBATCH. I think it should be a local position within the city government or whatever governing locality rules in that particular area. Because at the end of the day the results impact that area most, that government executive most, in terms of Federal funding. So there is no input until close to the census in terms of more of an advisory input. There is no ongoing input into what outreach needs to happen for that locality to get a higher count and a full and accurate count.

Ms. WATSON. Well, you know, New York is the city that is known around the globe. When people come to the United States, they come to New York; and we are—the second stop is to get to my district, Hollywood.

But I would think this being the largest population and probably the most well-known place, you should have the best count and the resources. And they need to be appropriated, as you are saying, long before we get to the actual taking of the census. And so I am hoping that you are conveying this in a proposal to the Census Bureau so you can get the proper resources, so this famous and well known city around this globe will have the proper governmental support in program, will have the proper count in terms of positions in this government and the proper resources to make it effective.

So I would hope that you would present a proposal——

Ms. CUMBERBATCH. Absolutely.

Ms. WATSON [continuing]. To the Census Bureau. Thank you very much.

And thank you, Mr. Chairman. And I know that we are way over time.

Mr. CLAY. Thank you, Ms. Watson, for that questioning.

And, Ms. Norton, we are going to let you have the final say.

Ms. NORTON. I am sure there is no place that the chairman has to be that is more important than chairing this.

Mr. CLAY. You are absolutely correct.

Ms. NORTON. What would I do without the chairman to kid?

But I did want to ask Mr. Mesenbourg one last question. Mr. Mesenbourg, I looked at page 3 of your testimony, and I tried to do some fast arithmetic. I don't know how to judge the total in the original contract of $212 million. The reason I look at it is because, to the chagrin of all of us, the written word is out of fashion. More people knew about the D.C. Voting rights simply by what is on the Colbert Report than anything read or any scholarly thing that might be coming out of my mouth. So I think we have to assume that, educated and not, people rely on the media; it is very dangerous, but that is the way it is. Indeed, when the language has now been reduced to "twitters," you had better be working on one.

So I looked at where I think most people get whatever information they get. So I have no judgment to make of $212 million. It looks right to me, but who am I since it is the original communications contract, the whole contract. So that is print and other media.

What is your whole budget, sir?

Mr. MESENBOURG. Well, actually the $212 million was the original contract. Thanks to the stimulus, it is $312 million.

Ms. NORTON. Wow. But again, I don't know how to judge that either, so I will just go on to hard-to-reach. If it is hard-to-reach people who graduated from college with information, I am assuming it will be even harder to reach the hard-to-reach. $170 is directed to paid advertising, so I looked at that figure. So that means $42 goes off the top to somebody because it is not directed to the content.

Then, if you continue to count, you get to 52, the mass communications component to reach all persons who consume media in English regardless of race or ethnicity. I don't even know what that means, because we again, much to my chagrin, live in tribes, you know people communicate through Hispanic stations, they are Black and they speak only English, but they don't listen to anything except Black stations. Too bad, but again I am giving you the way I believe it is.

So OK, for all of these people, and this leaves the impression that it is across the board, so it said "all of those," regardless of race or ethnicity. So it would mean that if you listen to an all-news station—or maybe that isn't what you mean, regardless of race or ethnicity as opposed to breaking that down further. Then it says $52 million.

So we start with $212 million and $52 million of the total is planned for media buys. What in the world are you doing with the rest of the money? The way I counted, you start with $91 for direct media buys, and that looks like it is print as well as forms of media that people actually use to get information, regretfully. Then $52 million is for direct media buys. And I simply have to ask you how—one, justify the total figure for reaching the hard-to-reach; and, two, where will these media buys occur in order to reach people where they listen to information or read information?

Mr. MESENBOURG. I apologize. I think my written testimony contributed to the confusion, so maybe I can take a moment to try to clarify.

Ms. NORTON. Thank you.

Mr. MESENBOURG. So the $312 million is the total contract.

Ms. NORTON. Out of the total budget of——

Mr. MESENBOURG. Out of—the entire life cycle is between $14 billion and $15 billion.

Ms. NORTON. So how did you arrive at $312 million out of $14 billion or $15 billion budget for media buys?

Mr. MESENBOURG. The $14 billion to $15 billion is across the 10-year life cycle of the census.

So, in 2009, we had a budget of about $2.7 billion, and we are going to be getting an additional $4 billion in 2010. And, of course, we have the stimulus funding. So in terms of content, we think this is what we need to do the advertising.

In inflated terms, this is a greater budget than we had in the 2000 budget.

Ms. NORTON. What was the budget in the 2000 census?

Mr. MESENBOURG. $262.

So we are at $312 right now, and so of the $312, $258 million will be spent on paid media. That includes production, labor and so on.

Ms. NORTON. Of the $312——

Mr. MESENBOURG. $258 million is directed toward paid media, and that includes production and labor in terms of creating the content. So in terms of our actual advertising buys, it is $145 million, and $62–$63 million—these are preliminary estimates—will be directed toward the national market.

The national market—what I meant to explain there is, if you consume media in English, then the national campaign will reach you——

Ms. NORTON. Well, how is that broken down?

Mr. MESENBOURG. It is going to—the national campaign is going to be national, so it is aimed at people that consume their media in English, regardless of their race or their ethnicity.

Ms. NORTON. Mr. Mesenbourg, OK.

So you mean there is a national and a local?

Mr. MESENBOURG. Yes. And the local is about $83 million. And that is aimed at reaching ethnic local audiences in the right media, whether TV, radio, print, newspapers, magazines, but it is going to be very targeted.

Ms. NORTON. Could I ask you to get to the chairman of this subcommittee a breakdown, as finely as you can, of how that media buy.

I opine on something I don't know, but I do believe that the best way to reach the—to disabuse people that the government is coming after you when the Census Bureau comes is to have a friendly voice—not from the census, if I may say so—some friendly community voice that speaks the language or speaks the lingo and can speak credibly with the community.

Now, I regret this, but these communities are divided. And listen, this is maybe the decline and fall of America, but when you have everybody listening to only what they want to hear and to voices, you wonder how you are going to keep together a country. But that is how it is.

So it is broken down in terms of class, it is certainly broken down in terms of race. And, of course, the hardest to reach and, it seems to me, deserved a disproportionate amount of the money are those who speak another language, especially Spanish. And that is where I fear the greatest undercount among the most rapidly growing part of our population.

I think that we already have scared the bejesus out of many of the legal Hispanics who have been here for a long time and just don't want to have anything to do with the government.

So I believe that you would guide the subcommittee to have confidence in what you are doing with your media buys as between print, and broken down even in the print and other media, if we could have a further breakdown from you, sir.

Mr. MESENBOURG. Certainly.

Mr. CLAY. Thank you so much, Ms. Norton. And, as usual, she got the last word.

That concludes this hearing, and there will be plenty to follow. Hearing adjourned.

[Whereupon, at 12:36 p.m., the subcommittee was adjourned.]

○