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**CENSUS 2000 INFORMATION MEMORANDUM NO. 59**

**MEMORANDUM FOR** Distribution List

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**SUBJECT:** Program Master Plan: Partnership and Marketing Program

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The Program Master Plan (PMP) for the Census 2000 Partnership and Marketing Program is attached. Please forward any inquiries to the contact person noted above.

Attachment

**CENSUS 2000 PARTNERSHIP AND MARKETING PROGRAM**  
**Program Master Plan**

**Bureau of the Census**  
**Decennial Management Division**

# Partnership and Marketing Program Program Master Plan

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# The Census 2000 Partnership and Marketing Program Program Master Plan

## Overview

The goal of Census 2000 is to conduct a fair, accurate and cost-effective census using the best technology and statistical methodology available. At the most fundamental level, however, the success of the census will depend on the Census Bureau's ability to motivate individuals to respond to the census questionnaire.

The **Census 2000 Partnership and Marketing Program** addresses this "human element" of the census. The program is a multi-faceted effort to *remind* the general population about the census, *educate* those members of the public who do not understand the purpose of the census and its significance to their communities, and *motivate* them to complete their census questionnaires. The Census Bureau recognizes that different segments of the population respond in different ways and with different levels of trust and willingness to participate in the census. The Partnership and Marketing Program, therefore, incorporates four components designed to reach these populations in the manner most appropriate to each. Together, these components provide many vehicles to reach people many times – in the places where they live, work, go to school, and play.

## Program Components and Goals

The four components of the Partnership and Marketing Program are:

- The establishment of **partnerships** with businesses, non-governmental organizations, and government entities which will serve as trusted agents in their communities to deliver the census message. The partnership component will work particularly with organizations whose customers or constituents are in hard-to-enumerate areas.
- A **paid advertising campaign** to generate awareness about Census 2000 via print, broadcast and out-of-home advertising.
- A **media relations campaign** to encourage positive, informative coverage emphasizing the importance of responding to the census.
- **Promotions and special events** to provide non-threatening, fun, educational activities in communities and schools, particularly in hard-to-enumerate areas.

These components will work together to meet the following program goals:

- To improve the overall response rate for Census 2000;
- To reduce the differential undercount; and
- To communicate a consistent census message.

### **Divisional Responsibilities for Program Planning and Implementation**

Successful implementation of the Partnership and Marketing Program requires collaboration among several Census Bureau offices, both at Bureau headquarters and in the field. There are seven discrete roles in the program, which are assumed as follows:

<b>Program Management</b>	Decennial Management Division (DMD)
<b>National Partnership Development</b>	Field/Partnership and Data Services Program (PDSF) Customer Liaison Office (CLO) Public Information Office (PIO) Congressional Affairs Office (CAO) Census 2000 Publicity Office (C2PO) Director's Office (DIR) 21 <sup>st</sup> Century Expo Group (contractor) Sykes Communications (contractor)
<b>Regional Partnership Development</b>	Field/Regional Census Centers
<b>Paid Advertising</b>	Census 2000 Publicity Office (C2PO) Young & Rubicam (contractor)
<b>Media Relations</b>	Public Information Office (PIO) Field/Regional Census Centers
<b>Promotions/Special Events</b>	Census 2000 Publicity Office (C2PO) Field/Regional Census Centers Scholastic, Inc. (contractor) Cohn & Wolfe (contractor) Decennial Management Division Geography Division
<b>Communication and Region Support</b>	Field Directorate/Partnership and Data Services Program (PDSF)

The specific responsibilities assumed by each division are detailed in later sections of this plan.

The coordination and integration of the various program components will be facilitated by the **Partnership and Marketing Steering Group (PMSG)**. The PMSG, consisting of representatives from all divisions involved in the implementing of the Partnership and Marketing Program, will meet on a biweekly basis to formulate policy and strategy and coordinate activities among divisions/regional offices.

## **Timeframes for Program Implementation**

The Partnership and Marketing Program will be implemented in four phases:

- I. Planning Phase: September, 1996 to July, 1998
- II. Education and Commitment Phase: August, 1998 to January, 2000
- III. Motivation Phase: February, 2000 to April, 2000
- IV. Follow-Up Phase: May, 2000 to July 2000

These phases are described in general terms below; a timeline showing major activities and dates for implementation is attached to this plan.

### **I. Planning Phase: September, 1996 to July, 1998**

In Phase I, program structure, staffing requirements and other resource needs will be identified. The first wave of **headquarters and regional partnership staff** will be hired and will begin encouraging state, local and tribal governments to participate in the Local Update of Census Addresses (LUCA) process. Statements of work will be prepared by PDSP to contract some of the national partnership development.

Staff will begin working with local community-based organizations and local governments to identify specific target groups with unique challenges in participating in the census, including recent immigrants; areas of changing cultural, economic and social climate; linguistically isolated populations; populations with literacy barriers; areas where bilingual enumerators will be required; individuals living in urban areas, rural areas, or hidden dwellings; and areas and populations identified from 1990 undercount data.

The **Census 2000 Publicity Office (C2PO)** will develop a statement of work for the paid advertising campaign, review proposals and award the contract. C2PO will develop its external communications plan to identify the types and quantities of promotional materials required to reach targeted audiences. The **Public Information Office (PIO)** will begin to develop press kits for media contacts; produce and distribute B-roll, video and audio news releases; develop drop-in articles; and present a national media conferences and conventions to inform the media about Census 2000.

The Dress Rehearsal will also take place during this period in Columbia, SC; Sacramento, CA; and Menominee, WI. Partnership, advertising and promotional activities will be implemented at this time and evaluated to determine if strategic changes will be necessary.

## **II. Education and Commitment Phase: August, 1998 to December, 1999**

In Stage II, **partnership staff** will actively begin to engage partners: they will conduct meetings, workshops, presentations and site visits to secure partnership agreements; establish Complete Count Committees; enlist the support and involvement of tribal leaders and ask them to appoint a tribal liaison; identify sites for local Questionnaire Assistance Centers; identify sites for "Be Counted" forms; and secure commitments from teachers, school administrators and school boards to use the "Census in Schools" materials. Contracts will be awarded for development of selected national partnerships. The national partnership effort will secure commitments from businesses and national governmental and nongovernmental organizations.

This phase is also critical to the advertising campaign. The **Census 2000 Publicity Office** will revise the Census 2000 logo/color/tagline guidelines based on feedback from the Dress Rehearsal. Regions will be asked to submit "critical media buys" in local media outlets where they believe the advertising messages would play most effectively. The regions also will be asked to submit a list of key local cultural events to Y&R to ensure that advertising and promotions are in sync with local partner activities.

The creative phase of the advertising campaign will begin. Creative concepts will be reviewed by the Census Bureau, the Department of Commerce and the Census Bureau's advisory committees. Qualitative and quantitative testing of creative concepts will be completed. Production for the educational, motivational, and non-response follow-up ad messages will be completed. Media buys will be completed for the three messages, with attention to population clusters and media availability for the different target audiences. Y&R will present a launch book to the regions identifying the media buys secured in their areas. In November, the first ad message -- the educational message -- will be launched.

C2PO will also produce and distribute fact sheets, posters and novelty items to support other divisions and the regions in their partnership efforts. Plans for a Census 2000 Road Tour will be finalized and a contract awarded for managing this project.

The **Public Information Office** will develop its crisis communication strategies and train regional media partnership specialists. Stock photos will be distributed for use by media partners and other media outlets. PIO will pitch media stories for national promotional events. At the regional level, media partnership specialists will work in collaboration with community partnership specialists to identify opportunities for media exposure.

### **III. Motivation Phase: January, 2000 to April, 2000**

Partnership activities will expand to invoke public action. Partnership specialists will support partners in implementing thousands of promotional activities and events. Partners will be asked to produce promotional materials -- in language, if necessary -- suited to their communities. The Census in Schools project will be implemented in schools throughout the country. Religious leaders will be asked to incorporate census messages into bulletins and services. Local and national media efforts will be stepped up at this time to provide coverage for Census 2000 activities and operations.

The motivational phase of the paid advertising campaign will be launched at this time based on media buys secured in Phase II.

### **IV. Follow-Up Phase: May, 2000 to July 2000**

Regional partnership staff will continue to work with partners to help inform the public about the nonresponse follow-up (NRFU) operation and continuing enumerator activities. Once NRFU is complete, partnership staff will conduct "thank you" celebrations to acknowledge the efforts of their partners.

The nonresponse follow-up phase of the advertising campaign will be launched at this time based on media buys secured in Phase II.

PIO will work with the media to get the message out that enumerators are still out in the Field and may be knocking on your door. Subsequently, PIO will seek media coverage for Accuracy and Coverage Evaluation (A.C.E.) operation. It will continue working through 2000 and 2001 to ensure that stories regarding Census 2000 stay in the news.

## **Program Evaluation**

An evaluation of the Partnership and Marketing Program will be conducted to determine: 1) how effective the program was as a whole; and, to the extent possible, 2) the effectiveness of each individual component. The evaluation will determine the degree to which the program affected people's understanding of the census and increased their willingness to participate, and the amount of value-added support offered by partners to enhance the Census Bureau's own resources for conducting the census (e.g., manpower, free space, sponsorship of events, production of promotional materials, etc.).

After consultation with the Planning, Research and Evaluation Division (PRED), it was determined that the evaluation should be conducted by an outside contractor with expertise in specific methodologies used to measure knowledge, attitudes and behavior. A contract has been

awarded to the National Opinion Research Center (NORC), which will conduct a three-wave nationwide survey designed to measure awareness levels about the census before, during and after Partnership and Marketing Program activities have been implemented. Wave I will be conducted before the education phase (September-October, 1999); Wave II will be conducted once the ad campaign and partnership activities have started (February-March, 2000); and Wave III will be conducted once people have received their questionnaires and have had an opportunity to complete and return them (April-May, 2000). The survey will be conducted by telephone and in-person interviews, and will oversample for historically undercounted populations.

What follows is a full description of each of the four program components, including rationale, divisional roles and responsibilities for implementation, strategy and resource requirements.

# Partnership

## I. Introduction and Rationale

In preparation for Census 2000, the Census Bureau established advisory committees and consulted with other stakeholders to determine how it can improve the census. One theme surfaces consistently: *the Census Bureau cannot reach the public and motivate full participation in Census 2000 without help.* The Bureau's ability to conduct a fair and accurate census will depend on the involvement of a diverse range of nongovernmental organizations, businesses, and state, local and tribal governments serving all segments of the U.S. population. These organizations and government entities enjoy the trust, respect and influence necessary to encourage people to respond to the census questionnaire. Working collaboratively with the Bureau, they will educate their constituents about the purpose of the census, the confidentiality of its data, and its impact on communities.

The community outreach activities conducted during the 1980 and 1990 censuses provide valuable information upon which to develop the Census 2000 Partnership Program. The Census Bureau also convened two major conferences with key individuals from government entities and nongovernmental organizations, where participants offered strategies for involving census partners to contribute to an accurate census in 2000. Based on this collective input, the design of the program factors in the following elements:

- **All partnerships have impact at the community level** - whether established at a national, regional or local level, partnerships must ultimately result in motivating people in their homes, workplaces and communities to respond to the census.
- **Goals and expectations are communicated clearly and consistently** - the Census Bureau must be clear in articulating the goals of the program, what it expects from its partners, and what partners can (and cannot) expect from the Census Bureau.
- **Our partners know their customers, clients, and constituents** - within general guidelines and parameters, partners must have the flexibility to reach their constituencies in the best way they know how.

The program has both a **national** and a **regional** focus. On the national level, the program will elicit the support of national/umbrella government and nongovernmental organizations and encourage them to conduct activities which promote the census to their constituencies. These organizations have a broad reach, and can support the Census Bureau in communicating a consistent national message about Census 2000. In addition, national partnerships support regional partnership staff in encouraging participation from these organizations' local affiliates, which have direct access to the community.

The **national component** of the program also seeks partnerships with Fortune 500 companies and other businesses catering to populations that were undercounted in previous censuses. These

businesses are asked to promote the census on their products and sponsor Census 2000 activities that are educational, non-threatening, fun and will motivate their customers to respond to the census.

Program activities at the **regional level** reflect the Census Bureau's belief that the foundation for participation in the census is built at the community level. These organizations have the local knowledge, experience and expertise necessary to encourage their members to complete census questionnaires. Regional partnerships are as diverse as the communities in which we live, but generally include participation from state, local and tribal governments; local affiliates for community action/advocacy organizations; local chapters of service organizations; religious organizations; local businesses; and local media. The regions also have the support of the partnerships established with national/umbrella organizations to leverage support from local affiliates.

The Census Bureau respects the special and unique relationship existing between the United States government and **American Indian/Alaskan Native (AIAN) governments**. It also recognizes that each tribal government is distinct, both politically and culturally. The American Indian/Alaskan Native Program, under the auspices of the Field Directorate's Partnership and Data Services Program, will conduct outreach activities particularly designed to encourage participation from federally-recognized tribes, state-recognized tribes, non-recognized tribes, and American Indians living in urban areas. The AIAN Program Master Plan describes these efforts in greater detail.

The Census Bureau recognizes the tremendous challenge involved in mobilizing public participation for Census 2000. It must change attitudes and behavior, overcoming a lack of understanding about the census, its purpose, and the confidentiality of its data. It also must be able to communicate its message in culturally appropriate ways to all segments of a diverse U.S. population. The Partnership Program will build on the knowledge and credibility of state, local and tribal governments and organizations throughout the U.S. to ensure an accurate, cost-effective count.

## **II. Divisional Roles for Program Implementation**

The Partnership Program is a large, multi-divisional effort requiring participation from the following offices:

- Decennial Management Division
- Field Directorate/Partnership and Data Services Program
- Contractor: 21<sup>st</sup> Century Expo Group
- Contractor: Sykes Communications
- Customer Liaison Office
- Public Information Office
- Congressional Affairs Office

- Census 2000 Publicity Office
- The Director's Office
- Regional Census Centers

In addition, there are two contractors working on partnership development with national organizations:

- 21<sup>st</sup> Century Expo Group
- Sykes Communications

**Decennial Management Division (DMD)** - DMD is responsible for the overall management and integration of Census 2000 operations. It ensures that program goals are clearly defined, and that all participating divisions are aware of them. With input from each of the participating divisions, DMD sets policy and guidelines for the budget and timeline necessary to implement these operations, and makes sure program objectives are implemented according to plan.

DMD also has staff working to develop partnerships with national organizations serving special populations (e.g., migrant/seasonal farm workers, people without conventional housing, and other selected populations).

**Field Directorate/Partnerships and Data Service Program (PDSP)** - PDSP has two primary responsibilities: 1) to coordinate national partnership efforts undertaken by its own staff, contractors and other participating divisions; and 2) to serve as a clearinghouse for communicating information to and from the regional census centers.

*National Partnership Development:* PDSP is responsible for establishing national level partnerships with designated organizations, as identified and agreed to by the Partnership and Marketing Steering Group. PDSP also supervises two contractors -- 21<sup>st</sup> Century Expo Group and Sykes Communications -- charged with establishing partnerships with specific national organizations. The American Indian/Alaska Native (AIAN) Program, a partnership effort tailored to the unique government-to-government relationship between the Census Bureau and AIAN governments, is also managed in PDSP. Finally, PDSP is charged with disseminating monthly updates on the status of national partnership development to participating HQ divisions, regional offices, DMD, contractors and other stakeholders.

*Regional Support:* PDSP has a second role as the headquarters office responsible for facilitating communication to and from the regional census centers regarding partnership activities, and for coordinating overall orientation and support for regional partnership staff. PDSP serves as a clearinghouse for headquarters staff to make requests of regional partnership staff and for communicating information to the regions about resource allocations, program requirements, status of national partnerships, and other information essential to the regions' ability to implement the program. PDSP also establishes guidelines on distribution of Census 2000 promotional/informational products and in-kind support for partners.

**Contractor: 21<sup>st</sup> Century Expo Group** - Under the supervision of PDSP, the 21<sup>st</sup> Century Expo Group has been contracted to establish and maintain partnerships with 150 national non-governmental organizations. A number of staff members at 21<sup>st</sup> Century Expo worked on the 1990 census outreach and promotion program and therefore already have established relationships with many of these organizations.

**Contractor: Sykes Communications** - Under the supervision of PDSP, Sykes Communication has been contracted to develop partnerships with 100 Fortune 500 corporations, and 100 companies in smaller niche markets whose customers are among the historically undercounted populations.

**Customer Liaison Office (CLO)** - CLO is responsible for initiating outreach to 39,000 state, local and tribal government entities to encourage them to establish Complete Count Committees. Interested governmental bodies are directed to the regional offices for actual CCC support and implementation. CLO also develops and maintains partnerships with State Data Center and Census Information Centers, Governors' Liaisons, trade and professional associations, labor unions, chambers of commerce, national organizations serving American Indians, and selected national service organizations.

**Public Information Office (PIO)** - PIO is responsible for developing partnerships with national journalist/media associations. The objective of this effort is to get positive, educational messages about Census 2000 to the public via the press. In addition, PIO supports the regional partnership staff by providing, through PDSP, guidelines, talking points, press releases, drop-in articles, b-roll and other media tools to media partnership specialists.

**Congressional Affairs Office (CAO)** - CAO is responsible for ensuring that members of Congress are kept informed of plans for Census 2000, and for encouraging their participation in the promotion of the census.

**Census 2000 Publicity Office (C2PO)** - C2PO is responsible for establishing partnerships with national education organizations. These partnerships support the Census in Schools Project, one of C2PO's major promotional activities. (Information on Census in Schools can be found in the "Promotions and Special Events" section of this plan.)

**Director's Office** - The Director's Office serves as the Census Bureau's liaison to the Commerce Secretary's Census 2000 Advisory Committee, the Committees on Race and Ethnic Populations, and the Professional Associations Advisory Committee.

**Field/Regional Census Centers (RCCs)** - Recognizing that the foundation for participation in the census is built at the community level, the Regional Census Centers play a critical role in the Partnership Program. With a collective staff of 642 community and media partnership specialists, the RCCs are responsible for making the national partnerships play out effectively in the community. In addition, the partnership staff identify and establish partnerships with local government and nongovernmental organizations that will most effectively reach and motivate

their communities. These partnerships include but are not limited to state, local and tribal governments to encourage implementation of Complete Count Committees; local service and community advocacy organizations; churches; local media organizations; and local businesses.

### **III. Program Coordination and Communication**

#### **Program Coordination**

##### *Interdivisional Planning, Policy Development and Problem-Solving*

The *Partnership and Marketing Steering Group* (PMSG) has been established to address issues related to the implementation of partnerships, paid advertising, media relations, and promotions/special events for Census 2000. The steering group is chaired by the Decennial Management Division (DMD) and includes representatives from the divisions involved in Census 2000 partnership and marketing activities. The group establishes policy guidelines and protocols that ensure the coordination and integration of marketing and partnership activities across divisions and across the different components of the program. Should the PMSG be unable to reach consensus on a particular issue, its recommendations will be forwarded to the Census Operational Managers (COM) in accordance with the issue resolution process set forth by DMD in June, 1998.

##### *Integration of National and Regional Partnership Efforts*

PDSP serves as the central point in HQ for collection and dissemination of information related to national partnership development. PDSP will assign a staff person -- a "Partnership Liaison" -- to work with each participating HQ division to coordinate the collection of this information. The other HQ divisions working with national organizations will submit monthly status reports to PDSP, which will incorporate this information into one comprehensive report and distribute it to the regional offices, participating HQ divisions, DMD, and other stakeholders. PDSP also will send copies of the formal partnership agreements, articulating the specific commitments made by each organization, to the regional offices for their use in approaching the local affiliates of these organizations. These agreements serve as an introduction for local organizations not yet contacted, strengthen local partnerships already established, and open the door to local organizations which might otherwise be reluctant to participate.

#### **Internal and External Communication Strategies**

##### *Internal Communication Mechanisms*

The purpose of internal communication tools is to ensure that all HQ divisions/regional offices have current, consistent information about the status of the program. These tools include:

- **Monthly Update on National Partnership Development** - On the first of the month, all divisions and contractors responsible for national partnership development will submit status reports to PDSP. PDSP will consolidate this information and disseminate a full status report, complete with copies of signed agreements, to all participating divisions by the 15<sup>th</sup> of each month.
- **The Partnership Specialist Update Newsletter** - this newsletter is produced by PDSP. It provides a vehicle for the exchange of innovative ideas and useful experiences in the development of partnerships. It also includes updates on the program and work being completed at HQ, such as informational and promotional materials. It is geared to regional partnership staff, but can be useful to HQ staff as well.
- **Contact Profile Usage and Management System (CPUMS)** - managed by the PDSP, CPUMS is a system available via intranet for managing data on partnership contacts. All HQ and regional staff involved in partnership development will enter contacts into CPUMS, providing a centralized source of data on partnerships and their commitments to the Census 2000 outreach effort. CPUMS will allow the Census Bureau to monitor partnership development at all levels, the strategies/census operations the partners will support and the specific commitments they make to Census 2000.

#### *External Communication Mechanisms*

The objective of external communication materials is to initiate and maintain partners' interest in Census 2000 and to provide them with the most updated information on Census 2000 operations. These materials also support partners in promoting the census to their constituents/customers.

The Census 2000 Publicity Office will be responsible for providing core resources to support the partnership efforts of all participating divisions/regional offices. In addition, the regional offices will have some discretion to produce local materials deemed necessary to target specific populations in their regions. These resources have two purposes: 1) to support the regions and participating HQ divisions in initiating and maintaining partnerships; and 2) to support Census 2000 partners themselves as they promote the census.

The materials below are planned *for use by Census Bureau staff* to develop and maintain partnerships (all items are produced by C2PO unless otherwise indicated):

- Census 2000 Fact Sheets.
- Folders for informational materials.
- Drop-in articles (produced in collaboration with the Public Information Office).
- Logo and taglines.
- Census in Schools materials.
- Materials for use by religious leaders (produced by PDSP).
- "Building Partnerships" Newsletter (produced by PDSP)
- Governor's Liaison Handbook (produced by the CLO).

- Complete Count Committee Handbook for Local Governments (produced by CLO).
- Tribal Government Liaison Handbook and Tribal Complete Count Committee Handbook (produced by PDSP's AIAN Program).
- Sample letters for use in initiating partnerships for Census 2000 (produced by PDSP).
- Sample certificates to 1) provide to partners confirming partnership agreements; and 2) acknowledge the commitment of partners in committing to Census 2000 (produced by PDSP).
- Partnership Program Internet site, accessible through the Census 2000 home page (maintained by PDSP).
- Presentations and Materials to the Commerce Secretary's Census 2000 Advisory Committee and the Advisory Committees on Race and Ethnic Populations.
- Promotional items: pencils, mugs, buttons, etc.

The following materials are developed by the Census Bureau *for use by partners* in promoting Census 2000 (unless otherwise indicated, these materials will be produced by C2PO):

- Census promotional messages of varying lengths that might be published in organizational newsletters and similar materials.
- Promotional messages that are specifically designed as talking points for electronic broadcasts.
- Promotional messages suitable for single-purpose flyers, leaflets, or inserts into other documents.
- Videotaped promotional presentations which can feature the head of a participating organization (produced by PIO).
- Videos and audiotapes explaining, in simple terms, the overall census process.
- Video/Audio news releases (produced by PIO).
- Census 2000 Fact Sheets.
- Posters and flyers that promote Census 2000.

#### **IV. Selecting Partners and Establishing Partnerships**

##### **Criteria for Selecting Partners**

In 1997, the National NGO Partnership Team developed a list of priority national non-governmental organizations. The criteria for selection were as follows:

- **Potential/Capacity to Participate** - Does the organization have the capacity to partner with the Census Bureau for Census 2000?
- **Organizational Size** - What is the size of the organization? How many local affiliate chapters do they have?
- **Organizational Resources** - What are the resources of the organization? What is its annual budget?

- **Constituency** - Who is served by the organization? Are historically undercounted populations among the organization's constituents?
- **Knowledge of Local Conditions/Populations** - Does the partner have critical local knowledge that would be useful in the data collection process?
- **Communications** - What are its communication vehicles (e.g., newsletters, web sites, direct mail, conferences, etc.)?
- **Reliance on Census Data** - Does the organization rely on census data for planning, research, documentation, recruitment or other efforts?

### **Levels of Participation**

Recognizing that organizations vary in their capacity to participate as Census 2000 Partners, the program is flexible in determining what commitments can be made. Partnership activities have been divided into five levels. Levels I and II require minimal time and resources from an organization. Levels III, IV, and V require significant resources from an organization. The five levels and the activities within each level are listed below:

#### *Level I*

- Publicly endorse Census 2000 (send endorsements to members, chapters, and affiliates).
- Include Census 2000 drop-in articles in newsletters and other in-house publications.
- Offer the Census Bureau time on annual conference agenda to address members.
- Appoint a liaison to work with the Census Bureau.

#### *Level II*

- All Level I activities.
- Distribute and display Census 2000 promotional materials.
- Assist with recruitment of enumerators, either through publicizing census job opportunities or by allowing the organization's own employees to work as enumerators.
- Provide space for testing and training enumerators.

#### *Level III*

- All Level II activities.
- Prior to the Census, make people aware of the census by using census drop-in articles and reproducible logos and messages with theirs.
- Identify areas to place Questionnaire Assistance Centers, and/or to place "Be Counted" forms in other languages.

- Identify areas requiring special enumeration procedures (exception to the mailout/mailback process would be housing projects, American Indian reservations, migrant worker camps, etc.)
- Identify special places (halfway houses, homes for battered women, soup kitchens, shelters for people with no usual residence, etc.)
- Identify “gatekeepers” in communities who can help convince others to respond to the census.

#### *Level IV*

- All Level III activities.
- Supplement the Census 2000 paid advertising campaign by developing promotions using Census 2000 reproducible designs (e.g., product package tie-ins using Census 2000 logos and slogans; inserting a Census 2000 tag in radio, television, and print advertisements).
- Develop merit programs for Census 2000 volunteer work (e.g., Census 2000 Girl Scout patch).
- Sponsor special events.
- Include Census 2000 messages as bill stuffers and in employee payrolls.

#### *Level V*

- All Level IV activities.
- Fund grant proposals for Census 2000 promotion projects and data dissemination projects after Census 2000.

### **Steps to Establishing Partnerships**

Based on the selection criteria above, approximately 550 national governmental and non-governmental organizations have been selected as prospective partners for Census 2000. In addition, the Census Bureau has identified 100 Fortune 500 companies and 100 additional companies which serve historically undercounted populations as partner possibilities. Similar criteria have been used at the regional level to determine where best to build local partnerships. Whether at the national or the local level, the steps for approaching prospective partners and securing their commitments to promote Census 2000 are as follows:

#### *Establishing the Partnership*

- The organization is researched to identify its potential as a partner for Census 2000.
- Census Bureau partnership staff or contractor contact the organization/government entity/business for an initial appointment.
- An initial visit is made to the organization. At this time, the goals of the Partnership Program are discussed, as well as some possibilities for the organization’s involvement in Census 2000 promotion.

- The Census Bureau partnership staff member or contractor negotiate with the organization the types of commitments it can make to support Census 2000.
- Follow-up telephone calls and/or additional visits to the organizations are made, as appropriate.
- A partnership agreement is prepared by the Census Bureau and signed by representatives from both the Census Bureau and the organization. The agreement can be a formal document or, more simply, a letter from the organization articulating its willingness to participate as a Census 2000 Partner and the commitments it can make to this effort.
- The partnership is recognized with a certificate or other acknowledgment reflecting the partner's commitment to the program. In some cases, a press conference is appropriate to announce the partnership. Guidelines for determining when to hold a press conference have been developed by the Partnership and Marketing Steering Group.

#### *Follow-Up Responsibilities*

- The partner's contact information is entered into the Contact Profile Update Management System (CPUMS).
- PDSP is informed of the development of all national partnerships by the contractor or division responsible for initiating them. PDSP consolidates this information disseminates it to the regional offices and all participating HQ divisions on a monthly basis.
- Monthly follow-ups are conducted with organizations to maintain interest, provide support for their efforts and to ensure they are fulfilling the terms of the partnership agreement.

## **V. Types of Partnerships**

### **Non-Governmental Partnerships**

#### *Community Action/Advocacy Organizations*

*Responsible Division(s):* PDSP, 21<sup>st</sup> Century Expo Group, regions

*Rationale:* Groups are identified based on their ability to reach and motivate racial and ethnic populations, and other populations historically undercounted by the census. Participation is requested from national organizations, their local affiliates, and other locally based, independent community organizations.

#### *Service Organizations*

*Responsible Division(s):* PDSP, 21<sup>st</sup> Century Expo Group, regions

*Rationale:* Service organizations include sororities and fraternities, as well as the Rotary Club, the Lion's Club, the Kiwanis, and other organizations that initiate service projects with a strong

community/civic emphasis. The Census Bureau seeks participation from the national headquarters of these organizations and from their local chapters.

### ***Youth Organizations***

*Responsible Division(s):* PDSP, 21<sup>st</sup> Century Expo Group, regions

*Rationale:* Children and young minority adults are among those historically undercounted in the census. Organizations like the Children's Charities of America, Boys and Girls Club of America, Boy Scouts, Girl Scouts, Big Brother/Big Sister, etc. ensures that people understand the importance of counting their children and encourage children to carry the census message back to the home.

### ***Religious Groups***

*Responsible Division(s):* PDSP, 21<sup>st</sup> Century Expo Group, regions

*Rationale:* Religious groups serve as important vehicles for communicating the census message, particularly within minority communities. As influential gatekeepers in their communities, religious leaders have the ability to motivate participation in the census. Information about the census can be communicated via bulletins, announcements at services, meetings, and in the service itself.

### ***National Education Organizations***

*Responsible Division(s):* C2PO, regions

*Rationale:* The Census Bureau recognizes the role schools and students play in influencing decisions in the home. These organizations can promote the Census in Schools project among their constituency of teachers, parents and school administrators. They can also assist in the distribution of materials to inner city school districts and rural areas.

### ***Organizations Serving Special Populations***

*Responsible Division(s):* DMD, regions

*Rationale:* These organizations are essential to the Census Bureau's ability to count migrant workers, people without conventional housing, and others who have been undercounted in previous censuses. They can both promote the census to their affiliates and provide advice on how (and when) to conduct enumeration of these populations.

### ***Chambers of Commerce***

*Responsible Division(s):* CLO, regions

*Rationale:* Working with Fortune 1000 companies, the chambers of commerce are in regular communication with their CEOs and can encourage them to communicate the census message to their employees, and assist with recruitment of enumerators. At the local level, the chambers can encourage local business leaders to support/sponsor activities designed to generate awareness of the census.

### ***Fortune 500 Companies/Other Businesses***

*Responsible Division(s):* PDSP, Sykes Communications, regions

*Rationale:* In addition to generating census awareness through communication with their

employees, these businesses provide sponsorships for community events, activities, and materials development and distribution. The Census Bureau particularly seeks partnerships with businesses whose customers are among historically undercounted populations.

***Labor Unions, Trade/Professional Associations***

*Responsible Division(s):* CLO, regions

*Rationale:* These organizations enjoy large memberships and can communicate the census message effectively and efficiently. The AFL-CIO has advised its union affiliates that they should assign census promotion activities to their civil rights/human rights departments to assist in reaching historically undercounted populations.

***Journalist/Media Organizations***

*Responsible Division(s):* PIO, regions

*Rationale:* The Census Bureau will seek relationships with the media that encourage positive, informative coverage of the census and the importance of returning the questionnaire.

**Government Partnerships**

***Local Update of Census Addresses Program (LUCA)***

*Responsible Division(s):* CLO, regions, Geography Division

*Rationale:* The Census Address List Improvement Act of 1994 (Public Law 103-430) provides an opportunity for state, local and tribal governments to review and update the Census address list before the upcoming census. Partnership staff encourage participation from governments (the program is voluntary). Government entities that choose to participate must sign and return an agreement to protect the confidentiality of census data.

***Complete Count Committees***

*Responsible Division(s):* CLO, regions

*Rationale:* Complete Count Committees (CCCs) are established in communities throughout the U.S. to promote the census at the local level. CCCs are made up of state, local and tribal government officials, local business and community leaders, religious organizations, and educators. They serve as a mechanism to integrate the efforts of all entities that can impact public participation in the census. It is important to note that, while partnership staff works with these government entities to initiate the CCC, the CCCs are ultimately the responsibility of the state, cities and towns.

***American Indian/Alaska Native (AIAN) Program***

*Responsible Division(s):* PDSP, CLO, regions

*Rationale:* The government-to-government relationship between the United States and each tribal government is unique, and partnership activities must be implemented in a manner that respects this relationship. Through the AIAN Program, the Census Bureau works with a representative appointed by each tribe -- a "tribal liaison" -- to support activities designed to motivate participation among American Indians and Alaska Natives. The AIAN Program also

coordinates a series of regional conferences for tribal leaders and liaisons to inform them of census operations and provide ideas for census promotion in their communities. Lastly, the Census Bureau develops partnerships with national organizations whose constituencies are American Indians and Alaska Natives.

***Puerto Rico and Island Areas Program***

*Responsible Division(s):* DMD/Puerto Rico and Island Areas Office, Boston Regional Office

*Rationale:* Partnership activities are tailored to reach the population in Puerto Rico to accommodate the language, cultural and political dynamics in Puerto Rico.

***Governor's Liaison Program***

*Responsible Division(s):* CLO, regions

*Rationale:* The Governor's Liaison Program creates a partnership between the governor of each state and the Census Bureau. Each governor appoints a liaison to serve as the point of contact for all Census 2000 activities. The liaison alerts the Census Bureau to state issues, helps resolve problems, publicizes the census, and in some cases, serves as a conduit for establishing State Complete Count Committees.

***State Data Centers/Census Information Centers/Business and Industry Data Centers***

*Responsible Division(s):* CLO, regions

*Rationale:* The SDC/CIC/BIDC network is a recognized authority on Census Bureau data. The centers have contact with other agencies, students, business people, community groups and the general public. The Census Bureau can use this network to distribute census information, assist in the Address List Review process, assist with the recruitment of enumerators, and secure space for meetings and trainings.

***Government Organizations***

*Responsible Division(s):* CLO, regions

*Rationale:* Partnerships with government organizations such as the National Governors' Association, National League of Cities, the Governors' Interstate Indian Council, National Conference of Black Mayors, etc. provide the Census Bureau with leverage to encourage participation from state, local and tribal governments.

***Congressional***

*Responsible Division(s):* Congressional Affairs Office (CAO)

*Rationale:* Members of Congress have direct contact with their constituencies through townhall meetings, fundraising events, and campaign activities. This partnership effort increases members' awareness of local census activities, encourages their support of local partnership activities, and encourages their involvement in increasing public awareness of the census and how its data can benefit each congressional district.

***Federal Agencies***

*Responsible Division(s):* "Team Fed" (a multi-divisional effort lead by the Associate Directorate for Communications)

*Rationale:* The federal government employs a diverse group of 2.8 million civil service employees. Federal agencies can assist in recruitment (particularly providing an opportunity to employees to work as enumerators), endorse census promotional activities (e.g., Dept. of Education supporting Census in Schools), and communicate the Census 2000 message to their employees and the public. In addition, the U.S. Postal Service supports the Census Bureau in developing its address list.

**VI. Census 2000 Partner Activities**

All partnerships are scheduled to be in place no later than September, 1999. The wide array of partnerships established by the Census Bureau will support the goals of the Partnership Program by communicating the Census 2000 message many times, through many vehicles, and to many audiences. The matrix on the following page illustrates some of the possible activities in which different partners can engage.









## **VII. Partnership Program Resource Requirements**

### **Staffing**

Since the program is designed to initiate and maintain relationships with organizations, the largest investment will be made in staffing. The twelve regional offices will collectively hire 642 partnership staff members, including community and media partnership specialists, partnership coordinators (program supervisors) and support staff. Participating headquarters divisions will also hire approximately 35 staff to support the program, with the majority of these individuals being assigned to PDSP.

### **Travel**

With the exception of support staff, all HQ and regional partnership staff will be identified as "heavy travelers" for resource allocation purposes.

### **Training**

All partnership specialists will complete a four-stage training to ensure that they have the information and skills necessary to speak knowledgeably about Census 2000 operations and to negotiate effective partnerships. The four stages are: 1) The Census Bureau and the Regional Office; 2) Building Partnerships - Preparation for Implementation; 3) Negotiation, Intercultural Communication, and Media Relations; and 4) Regional quarterly updates. Resources are required to implement all four stages of the training, with the majority of costs associated with Stages II and III.

### **Equipment/Materials**

Laptops and pagers are required for partnership specialists to support the decentralized nature of their work and to maintain current and consistent communication with them. The laptops allow them to prepare and present professional briefings to prospective partners and communicate with their regional office partners via electronic mail. Resource requirements for promotional/informational materials necessary to inform and motivate partners and their constituencies are covered in the "Promotions/Special Events" section of this plan.

### **In-Kind Support**

It is important that the regions have the flexibility necessary to tailor their partnership activities to the undercounted communities in their area. Many of the partners with access to hard-to-enumerate populations are small and lack the resources to conduct an effective outreach campaign. This issue is addressed by allocating resources to the regions to provide in-kind support for these partners' efforts.

## **Contracts**

Resources are required for the following contracts related to partnership development: 1) 21<sup>st</sup> Century Expo Group (to establish partnerships with national non-governmental organizations); 2) Sykes Communications (to establish partnerships with Fortune 500 and other national businesses); and 3) National Opinion Research Center (to conduct the Partnership and Marketing Program Evaluation).

# Advertising

## I. Introduction and Rationale

Data show that by repeatedly exposing the public to a message about census participation, the likelihood that people will understand and participate in the census is increased (Outreach Evaluation Survey, 1991). The more reluctant people are to participate, the more frequently they must be exposed to information about the census. Therefore, for the first time, a paid advertising campaign will be used for a decennial census. The advertising firm of **Young and Rubicam** of New York (Y&R), along with its partner advertising agencies, have been selected to conduct the Census 2000 paid advertising campaign. Y&R's partner agencies are noted as follows:

- **Bravo** will target the Spanish speaking audience;
- **Chisholm-Mingo** will target the African American audience and the emerging African and Caribbean audiences;
- **g & g** will target the American Indian and Alaskan Native audiences; and
- **Kang & Lee** will target the Asian, emerging European, and Arabic speaking audiences.

The Census Bureau has also contracted with **Young and Rubicam of Puerto Rico**, a subsidiary of Young and Rubicam, Inc., which will develop and implement the paid advertising campaign for Puerto Rico. Creative concepts and Spanish translations will be tailored for the Puerto Rican culture and language. Additionally, **Young and Rubicam Miami** will be conducting the advertising campaign for the Island Areas.

The primary message and focus of the campaign is aimed at increasing awareness and improving the mail back response with the objective of reaching the right people with the right message, at the right time, through the right media vehicle.

Young and Rubicam has developed an advertising strategy based on their "likelihood spectrum." This model, developed by Y&R specifically for the Census Bureau, segments the public based on how likely a person is to participate in a civic activity such as the census. There are three segments to the model: 1) most likely to respond; 2) passive; and 3) least likely to respond.

Based on qualitative research and lessons learned before and after the 1998 Dress Rehearsal, Y&R is proposing that messaging and creative used for the Census 2000 paid advertising campaign show the public "what's in it for me." Research has proven that demonstrating the benefits of participating in the census, as well as the benefits missed if one does not participate, are quite motivating.

By raising awareness, the public will be motivated to mail back their census questionnaires, with the advantage of decreasing nonresponse follow up (NRFU). Decreasing NRFU provides a better quality of data and lower costs. With this in mind, the advertising campaign will launch November 1999 and run through May 2000. It will complement the other components of the

Partnership and Marketing Program, which will in turn help to increase exposure to the advertising campaign.

The paid advertising campaign will have three messages geared to different phases of the census: 1) an early, "education message" to inform people of the importance of the census, targeted to historically undercounted populations; 2) a "motivational message" to increase mail back response; and 3) a "nonresponse follow up message" designed to generate public cooperation with enumerators.

### **Educational Ad Phase**

Recognizing the challenge of reaching hard-to-enumerate populations, a message will be developed to specifically target media markets among this population, with the purpose of conveying information about the decennial census, the community benefits gained from participation in the census, and the confidentiality of the data recorded on the questionnaire. This message will start early to ensure awareness and attention among the public in hearing and reading these repeated messages over and over. Therefore, for maximum impact this campaign will launch early November 1999 and run through mid-January.

### **Motivational Ad Phase**

This is the primary message, which is designed to urge the public to mail back their Census 2000 questionnaire. This message's main goal is to increase mail response and reduce the amount of nonresponse follow up required. It will be launched in mid-January and run through mid-April.

### **Nonresponse Follow-Up Ad Phase**

A final message will generate awareness about the nonresponse follow up operation (NRFU) and the importance of cooperating with enumerators. To minimize confusion, there will be a break of approximately one week between the motivational message and the NRFU message. The NRFU message will be launched mid-April and run through mid-May.

Young and Rubicam will conduct in-language advertising in the Census Bureau's top five languages: Spanish, Chinese, Korean, Vietnamese, and Tagalog. Y&R is also exploring opportunities to conduct in-language advertising in Hmong, Polish, Russian, Japanese, Portuguese, Arabic, Laotian, Thai, and Cambodian.

## **II. Advertising Campaign Development**

The development of the paid advertising campaign will take place in the following stages:

- Research
- Target Group Strategy Development
- Regional Visits
- Creative Concept Development
- Testing
- Production
- Media planning, buying and placement
- Regions submit pertinent information
- Launch Book
- Evaluation

### **Research**

Young and Rubicam will design and conduct research to identify target audiences, to develop creative concepts and proposed messages, and to plan a carefully designed and comprehensive media buying strategy. Y&R will review the Census Bureau's previous campaigns and contact relevant managers and specialists in the headquarters offices, as well as in selected regional offices.

### **Target Group Strategy Development**

Y&R will devise an overall campaign strategy for targeted groups and identify timelines for buying advertising. Afterwards, Y&R will prepare a written report describing the results of the completed research and analysis, the targeting strategies selected, and the recommended overall advertising plan. The advertising plan will include advertising and creative objectives and strategies including logos, media buying plans, flow charts, and cost estimates.

### **Regional Visits**

Y&R, along with their partner agencies will conduct visits to all 12 regions. The advertising agencies will have an opportunity to unveil their strategy for implementing a paid advertising campaign in each specific region. Additionally, these meetings will also give the regions an opportunity to let Y&R know about the unique demographics of their regions and discuss issues and concerns related to launching a campaign their regions.

### **Creative concept development**

Y&R and their partner agencies will develop creative concepts for the Census 2000 paid advertising campaign that will appeal to the targeted audiences. Each partner agency will be charged with developing creative that will specifically engage, educate, and motivate their target

audiences to respond to the Census questionnaire. These ideas will be reviewed by C2PO, the Department of Commerce, and the Census Bureau's executive staff. The products and services produced by Y&R are listed in Section IV., "Summary of Product/Service Deliverables."

### **Testing**

Y&R will conduct focus group testing of the creative concepts to ensure targeted audiences will respond favorably to advertising creative. Each focus groups will represent a cross section of all targeted audiences of the advertising campaign. Revisions to the creative will be made based on comments from the focus groups

### **Production**

After the C2PO, the DOC, and the BOC have reviewed and approved final creative for the advertising campaign, then Y&R will begin production of all of creative, which includes print, radio, and TV.

### **Media planning, buying and placement**

Y&R will develop a media plan, in order to have the most effective and efficient advertising campaign. The media buying phase of the advertising campaign will be based upon this plan. Y&R will negotiate for and purchase paid advertising space and time, and place advertising that is appropriately targeted. This plan will also be reviewed by C2PO to make sure that it meets the needs of the Bureau.

### **Regions submit pertinent information**

The Census Bureau recognizes the need for regional campaigns to complement the national census awareness campaign. Therefore, Y&R will develop campaigns that reflect regional or local needs and conditions as well as campaigns to reach diverse groups within these geographic areas. All 12 regions will submit a list of 'critical buys', which are a list of must buy media outlets that the regions would like to see Y&R add to the list of media buys. Additionally, the regions have the responsibility of submitting important key cultural events to Y&R, so that this information can also be used when planning for the media buys.

### **Launch Book**

The launch book will contain the entire media buying plan for the regions to review. Each region will have the opportunity to make comments and submit to Y&R.

## **Evaluation**

Evaluation is an important component of the advertising campaign, and the Partnership and Marketing Program as a whole. A comprehensive evaluation plan has been developed for the entire program (see "Overview").

## **III. Roles and Responsibilities**

The advertising campaign is managed by the Census 2000 Publicity Office and its contractor, Young and Rubicam, Inc. Their specific responsibilities to the campaign are listed as follows:

**Census 2000 Publicity Office (C2PO):** C2PO will manage the contractor Young & Rubicam, and make sure that Census 2000 products and materials have a consistent look and feel, and are in sync with the paid advertising campaign.

**Contractor: Young and Rubicam (Y&R):** Y&R will create, produce, and place an effective and extensive public awareness campaign to inform and motivate the public to answer the Census 2000 questionnaire. Y&R will execute the advertising contract according to specific task orders ordered by C2PO. Y&R will also have responsibility for supervising the work of its partner agencies: Bravo, Chisholm-Mingo, Kang & Lee and g&g.

#### IV. Summary of Product/Service Deliverables

The following table summarizes the products and services for the paid advertising campaign:

Product/Service	Target Audience	Language(s)	Agency Primarily Responsible
<b>Slogans</b>			
A. This is Your Future. Don't Leave it Blank.	Diverse America	English	Y&R
B. This is our Future. Make Yourself Count.	Hispanic	Spanish	Bravo
C. Generations are Counting on This. Don't Leave it Blank.	AIAN	English	g&g
D. Census 2000. Your Answers Determine Your Future. Don't Leave it Blank.	Asian	Chinese, Japanese, Tagalog, Korean, Vietnamese	Kang & Lee
E. This is our Future. Don't Leave it Blank.	African-American	English	Chisholm-Mingo
F. Don't Leave Your Future Blank.	Puerto Rico	Spanish	Y&R Puerto Rico
G. This is Your Future. Don't Leave it Unknown.	Arabic-speaking	Arabic	Kang & Lee
H. This is Your Future. Don't Leave it in the Void.	Polish-speaking	Polish	Kang & Lee
I. This is Your Future. Don't Leave Blank Spots in it.	Russian-speaking	Russian	Kang & Lee

Product/Service	Target Audience	Language(s)	Agency Primarily Responsible
<b>Logos</b>			
A. U.S. Census 2000; red and white	Diverse America and African-American	English	Y&R
B. Censo 2000; red and white	Hispanic (stateside)	Spanish	Bravo
C. Censo 2000; yellow and black	Hispanic (Puerto Rico)	Spanish	Y&R Puerto Rico
D. Census 2000 w/circular feather motif; red and black	AIAN	English	g&g
E. U.S. Census 2000; standard, with brief in-language definition of the census	Asian	English logo, with brief statement underneath in Chinese, Japanese, Tagalog, Korean or Vietnamese	Kang & Lee
F. U.S. Census 2000: standard, with brief in-language definition of the census	Polish, Russian, Arabic-speaking	English logo, with brief statement underneath in Polish, Arabic, Russian, and other languages as determined	Kang & Lee

<b>Product/Service</b>	<b>Target Audience</b>	<b>Language(s)</b>	<b>Agency Primarily Responsible</b>
<p><b>Graphic Compact Discs</b></p> <p>A set of CDs to include a series of photos depicting diverse faces and places; poster templates and all logos and taglines. Will provide flexibility to regions and partners in tailoring promotional materials for specific communities.</p>	All audiences	Will include all logos and taglines in language, as noted above	Y&R
<p><b>Exhibit Photos</b></p> <p>A series of poster-sized photos and graphics suitable for display on exhibit structures; for partnership staff use at conferences.</p>	All audiences	N/A	Y&R

<b>Product/Service</b>	<b>Target Audience</b>	<b>Language(s)</b>	<b>Agency Primarily Responsible</b>
<p><b>Creative Concepts: Development and Production</b></p> <ul style="list-style-type: none"> <li>• Television spots</li> <li>• Radio spots</li> <li>• Cable TV spots</li> <li>• Newspaper/ magazine ads</li> <li>• Fact sheets</li> <li>• Posters</li> <li>• Outdoor advertisements</li> <li>• Transit advertisements</li> <li>• Specialty advertising</li> <li>• Brochures/handbills</li> <li>• Electronic catalogue of promotional materials</li> <li>• Internet promotion</li> </ul>	<p>All audiences, with emphasis on historically undercounted populations</p>	<p>English, with selected pieces to be done in Spanish, Chinese, Japanese, Tagalog, Korean, Vietnamese, Russian, Polish and Arabic</p>	<p>All agencies</p>
<p><b>Media Buys (TV/Radio/Out-of-Home)</b></p> <p>Secure television, radio and out-of-home time/space as determined in collaboration with regional partnership staff. A launch book will be provided to all regions.</p>	<p>All audiences with emphasis on media consumed by historically undercounted populations</p>	<p>Appropriate to audience (see creative above)</p>	<p>All agencies</p>

## **V. Resource Requirements**

Advertising requires resources for the following activities: advertising contract, staffing, and travel/conferences.

### **Advertising Contract**

Resources will be required for the advertising contract with Young & Rubicam, Inc. Y&R is the primary advertising agency, while Chisholm-Mingo, Bravo, g&g, and Kang & Lee are the subcontracting advertising agencies. The following are the major items that require resources to produce for all 5 markets (African American, American Indian & Alaskan Native, Asian American & Pacific Islander, Hispanic American and Diverse America):

- Development of creative concepts
- Advertising Research Costs
- Production Costs for:
  - ▶ TV
  - ▶ Radio
  - ▶ Magazine
  - ▶ Newspaper
  - ▶ Out-of-Home
  - ▶ Collateral
  - ▶ On-Line
- Media Costs for:
  - ▶ Network TV
  - ▶ Network radio
  - ▶ Magazines
  - ▶ Newspapers
  - ▶ Internet
  - ▶ Spot TV
  - ▶ Spot radio
  - ▶ Out-of-Home

### **Staffing**

The Census 2000 Publicity Office has an organization chart which has advertising as a branch in this division. There is a branch chief that is Contract Officer Technical Representative (COTR) and two assistant COTRs, as well as three additional staff members that support this branch.

## **Travel/Conferences**

There is a significant amount of traveling involved in monitoring this contract. Therefore, the branch chief and the COTRs will be classified as "heavy travelers" for resource allocation purposes. C2PO will need to meet with Y&R and their partner agencies in New York over the course of this contract many times. Additionally, there are times when Y&R will need to visit the regions and come to Suitland, MD for various conferences and Advisory Committee meetings.

## **Media Relations**

### **I. Introduction and Rationale**

The third component to the Partnership and Marketing Program is media relations. For Census 2000, the Census Bureau will complement the paid advertising campaign and partnership activities by facilitating positive, educational coverage by electronic and print media. Effective media relations will reinforce the messages generated by community events, endorsements from partners, advertisements, the Census in Schools Project, and other promotional efforts.

Compared to earlier censuses, Census 2000 is receiving unprecedented media interest. This environment creates both opportunity and challenges: the Census Bureau must be able to get positive stories placed, and yet be capable of responding to any negative publicity generated during the census. The Census 2000 media strategy is designed to address both situations.

### **II. Roles and Responsibilities**

Census 2000 media relations will be handled by the Decennial Media Relations Team (DMRT) within the Public Information Office (PIO), and by the media partnership specialists in each region.

**Public Information Office/Decennial Media Relations Team (DMRT):** DMRT/PIO is responsible for ensuring that positive, educational messages about Census 2000 gets to the public via the press. DMRT also will support regional media specialists by providing, through PDSP, guidelines, talking points, press releases, drop-in articles, b-roll, videos, and other media tools. DMRT will ensure that the Census stays in the media long after Census operations are completed so that the public is aware of the results of Census 2000.

**Contractor: Cohn & Wolfe:** The contractor will make sure that all components of the Partnership and Marketing program are consistent with each other and are significantly interrelated. The contractor will also develop and implement a communications plan that would put a positive "spin" on census activities when problems arise during operations.

**Regional Census Centers/Media Partnership Specialists:** The Media Specialists are Partnership Specialists located in the Regional Census Centers to coordinate media at a local level to ensure that local media keep Census 2000 in the news through TV, radio, and print media. They will coordinate with the DMRT/PIO on various media projects and respond to media inquiries about Census 2000.

### **III. Media Strategy**

The Decennial Media Relations Team has developed a seven-stage strategy for working with the media throughout Census 2000. The seven stages are:

- Stage One: Early Preparation
- Stage Two: Building Media Partnerships/Pre-Awareness
- Stage Three: Building Awareness
- Stage Four: Motivating Response/Call to Action
- Stage Five: Motivating Cooperation for Enumerator Visits
- Stage Six: Wrap-Up and Evaluation
- Stage Seven: Data Release and Distribution

#### **Stage One: Early Preparation (04/01/97 to 06/30/99)**

This stage is focused on building and training the staff needed to carry out the overall media strategy, both in headquarters and in the field, and to begin developing relationships with key reporters, editors, publishers and broadcast executives. The Census 2000 dress rehearsal takes place during this period.

#### **Stage Two: Building Media Partnerships/Pre-Awareness (07/01/99 to 12/31/99)**

The primary goal of Stage Two is to put a higher emphasis on building and solidifying partnerships with the news media to promote and support Census 2000 efforts.

#### **Stage Three: Building Awareness (01/01/00 to 03/15/00)**

DMRT and the regional media partnership staff will aggressively promote story placements and issue news releases tied to national, regional, and local Census 2000 activities such as Complete Count Committee efforts and questionnaire delivery plans.

#### **Stage Four: Motivating Response/Call to Action (03/16/00 to 04/15/00)**

Media efforts during Stage Four will intensify as DMRT and the regional media partnership specialists focus on motivating the public to complete and mailback their questionnaires. Stories also will be placed during this period which provide pro-active news media promotion tied to field operations.

#### **Stage Five: Motivating Cooperation for Enumerator Visits (04/16/00 to 07/31/00)**

The primary goal of this stage is to keep Census 2000 in the news and to motivate public cooperation with ongoing census operations, e.g., Non-Response Follow-up (NRFU) and the Accuracy of Coverage Evaluation Program (ACE).

#### **Stage Six: Wrap-up and Evaluation (08/01/00 to 12/31/00)**

Stage Six will close out Census 2000 educational and promotional activities by interviewing reporters, finishing evaluation reports for HQ, and analyzing data from the Partnership and Marketing Program evaluation to determine the impact of media on Census 2000.

#### **Stage Seven: Data Release and Distribution (01/01/01 to 12/31/01)**

As most census operations come to a close, the media relations effort will continue to ensure that the media understand and use the statistical data collected in Census 2000, including releasing data to the president .

The Public Information Office will hire a public relations firm to help coordinate an integrated publicity plan for the Partnership and Marketing Program as a whole. This will allow PIO to be strategic and timely in its communication efforts. Additionally, should a media crisis occur, PIO can quickly put forward a positive Census Bureau message.

PIO will develop video and audio news releases to support the media in getting the Census Bureau's message out to the public. These releases will keep the census story in the news, and provide broadcast elements that will enhance electronic news media coverage. PIO will also translate news releases and other appropriate media products in Spanish and several Asian languages to effectively reach out to news outlets where English is not the primary language. To ensure that these media efforts extend to Puerto Rico, the Boston Regional Census Center media partnership specialists will work closely with the Director of the Puerto Rico Area Office.

### **IV. Resource Requirements**

Media relations requires resources in the following areas: contract, travel, staffing, equipment, and conferences.

#### **Contract**

Resources will be required to contract the public relations firm, Cohn & Wolfe. The agency will review the various components of the Partnership and Marketing Program to identify areas that may need strengthening or where the message may not be consistent. The contractor will design and implement a plan of action for Census Bureau consideration and approval to compensate for any identified deficiencies.

#### **Staffing**

The Public Information Office's Decennial Media Relations Team (DMRT) will conduct all activities related to publicizing Census 2000. This team is headed by a Team Leader and a Deputy Team Leader. Public Affairs Specialists will be integral in working with national media contacts and media specialists located around the country in the 12 regional offices.

## **Travel**

Members of the DMRT will travel often for various media conferences, and media specialist training sessions.

## **Conferences**

DMRT will need to attend media conferences to forge relationships with national media contacts, as well as conduct presentations about Census 2000. Additionally, DMRT staff will help conduct the media specialists training sessions that will be given after media specialists are hired leading up to Census 2000.

## **Equipment**

Selected DMRT staff will require cell phones to maintain contact with national media contacts, especially during a media crisis.

## **Materials**

The DMRT will have need of specific media related materials such as video and audio news releases to send to media outlets.

## Promotions and Special Events

### I. Introduction and Rationale

The last component of the Partnership and Marketing Program is Promotions and Special Events. This component covers national activities and materials whose purpose is to promote Census 2000 and support partnership staff and their partners in generating census awareness in their communities.

### II. Roles and Responsibilities

**Census 2000 Publicity Office (C2PO):** C2PO will develop, produce and print promotional materials for the Census 2000 campaign. These include items such as fact sheets, posters, brochures, pens, pencils, notepads, magnets and other such items. Additionally, C2PO will ensure that the a consistent look and feel is applied to all promotional items and other Census 2000 materials.

**Contractor: Scholastic, Inc.:** Under the supervision of C2PO, Scholastic will be in charge of designing, producing and disseminating materials for the Census in Schools program. These materials such as the teaching kits, principal kits, take-home kits, and other materials will be developed for the United States, Puerto Rico, and the Island Areas.

**Contractor: Cohn & Wolfe:** Under the supervision of C2PO, Cohn & Wolfe will be in charge of developing and executing a Census 2000 Road Tour to bring census activities to the general public. This tour will have special emphasis on developing national, regional, and local media opportunities to publicize the census, linking and reinforcing the advertising, educational, and public relations messages.

**Regional Partnership Staff:** The regional partnership staff will ensure that promotional materials gets into the hands of Census 2000 audiences, which include Census 2000 partners, and the general audience. Partnership staff also will provide a toolkit of Census 2000 art, slogans and other materials to partners to support the production of their own promotional materials. Finally, the Regional Census Centers will have resources available to provide in-kind support to partners to produce materials tailored to the local community and complementing the core materials produced by C2PO.

### III. Major Promotional Activities

The majority of promotional activities and materials are designed to be educational. Novelty items also are being produced, to attract people and encourage them to ask questions about the census. These items are designed to be taken home and shared with friends and family, effectively extending the range and "shelf-life" of the census message. The major events and products under development are:

- Census in Schools Project
- Local Events
- Census 2000 Road Tour
- “How America Knows What America Needs” (HAKWAN)
- Informational and Novelty Items

### **Census in Schools Project**

In 1990, children under the age of 18 accounted for approximately one-third of the undercount. The Census in Schools project was developed with the aim of increasing participation in the census among families with children, and reducing the undercount among children. The objectives of this projects are to:

- Help students learn what a census is and why it’s important to them, their families, and the community;
- Increase participation in Census 2000 by engaging parents through schools and through the active involvement of children and teens;
- Galvanize students, teachers, and families to support Census 2000; and
- Recruit teachers and parents to work as census takers and in other support jobs.

A contract to develop and distribute the Census in Schools materials was awarded to Scholastic, Inc., one of the premier educational marketing agencies in the country. Scholastic developed and tested materials during the 1998 Dress Rehearsal and then conducted a Census in Schools Bounce-Back Survey at schools in the Sacramento, CA dress rehearsal site to measure both the effectiveness of the materials and the distribution methods used during the dress rehearsal. As a result of this survey and additional feedback from advisory committees and partner organizations, the Census in Schools project has been refined and expanded for Census 2000.

At a minimum, all schools will receive at least one teaching kit. In addition, elementary teachers and secondary school social studies and math teachers in hard-to enumerate (HTE) areas will receive a direct mail invitation encouraging them to request the Census in Schools materials for their classrooms. In addition, the materials will be offered to teachers in all BIA and tribal areas schools; other schools with large numbers of American Indian students; schools with large numbers of migrant farm children; and literacy, ESL, GED, and citizenship classes. Materials will also be available for instructors and parents of children in Head Start classes.

Scholastic has developed a number of materials to meet the educational needs of these various constituencies. All materials are provided at no charge to the teachers.

### ***Teaching Kits***

Grade-appropriate teaching kits are available for grades K-4, 5-8, and 9-12. The materials included in these kits are:

- An introductory letter to the teacher explaining Census 2000 and the education project.
- A teaching guide, which includes 24 pages of census-related, grade-range specific lesson plans that comply with national standards.
- A giant, 4' x 6' wall map, showing the United States population.

### ***Principal Kit***

The principal kit is designed to advise principals that their teachers will be receiving an invitation to receive a Census in Schools teaching kit, and to ask them to encourage use of the materials in their schools. The principal kits includes:

- A letter to teachers explaining the critical role that the census plays in allocating resources for schools and describes teaching materials.
- A "Power of the Census" poster for display in the school lobby or hallway.
- A teacher flyer that can be placed in teachers' mailboxes or posted in the teachers' rooms.
- A Principal Guide that includes a Census 2000 timeline and suggested activities for the school to consider to celebrate Census 2000.
- Supplemental Letters in various languages, promoting the value of an accurate census to non-English speaking parents. These letters will be in six languages: English, Spanish, Korean, Chinese, Vietnamese and Tagalog.
- Parent's Association Promotional Guide a four page reproducible guide designs as a quick and easy reminder to help principals inform members of the schools' Parent's Associations and other community groups, of the importance of Census 2000.

### ***PTA Promotional Guide***

The PTA Promotional Guide is a four-page reproducible guide to help inform members of PTAs, PTOs, and other community groups, of the importance of Census 2000.

### ***Take Home Materials***

These materials consist of a letter to the parent encouraging them to participate and respond to Census 2000 and a fun quiz about the census for the family. They will be given to the children to take home and give to their parents.

### ***Materials to Reach Instructors of Adult ESL, Citizenship, and Literacy Classes***

- An introductory letter describing Census 2000 and the adult education project.
- A teaching guide 28 pages of census-related, language proficiency appropriate activities for adults.
- A 4' x 6' wall map showing the United States population.

### ***Materials to Reach Families Enrolled in Head Start***

- 16-page Big Book (picture/reading)
- Companion Little Book
- Audio/Video cassette tape

### ***Outreach to GED Instructors and Educators teaching Migrant Children***

GED test centers will receive a letter describing the Census in Schools project with copies of the 5-8 and 9-12 teaching kits, along with additional ordering information. State Directors of Migrant Education programs will receive a letter with copies of the teacher invitation package. They will be encouraged to motivate teachers with large numbers of migrant children to use the teaching materials.

### ***American Indian Educators***

In addition to the regular teaching kit, teachers working with American Indian students will receive a poster showing a map of Indian Lands in the center with 4-6 charts/graphs along the border showing statistical information about American Indians. The Census Bureau Geography Division will assist in the production of this map.

### ***Puerto Rico***

Scholastic will develop teaching materials in Spanish for Puerto Rico. Puerto Rico's Census Managers will develop a distribution plan for schools in Puerto Rico.

In addition to direct mail invitations, the availability of these materials will be promoted in several ways. Partnerships will be established with national education organizations to help promote the Census in Schools project and help disseminate materials to schools in hard-to-enumerate areas, such as inner city school districts and rural areas. Any educator in the country will be able to access all of the Census in Schools teaching kits (minus the wall map) via the Census Bureau's Internet site.

By making these materials available to the nation's 3 million teachers to educate their students about Census 2000 and its relevance for their community, awareness of the census would improve among these children, and more importantly, among their parents. Children have the ability to motivate action where it counts: in the home. By providing their teachers with Census 2000 educational materials for the 1999-2000 school year and take-home materials at census time, it is anticipated that there will be an increased response among households with school-aged children.

Educators, not on the Bureau's list of targeted schools, will have access to the complete set of materials through sponsored programs or extra supplies that will be available on a limited basis.

## **Local Events**

Promotional events can be fun, interesting, and exciting. Partnership specialists will be working with their partners to integrate Census 2000 messages and activities into a variety of special events such as parades, festivals, athletic events, and concerts. The events will emphasize the importance of participating in the census and motivate people to respond.

## **Census 2000 Road Tour**

C2PO will develop a Census 2000 Road Tour to generate awareness and excitement about Census 2000 at the local level, and to leverage positive media coverage. Cohn & Wolfe have been contracted to implement this project.

Beginning on February 15, 2000, twelve Census 2000 Road Tour Vehicles will embark on a two-month tour of the United States to more than 125 major media markets. Each vehicle will be assigned a route based in one or two regions, conforming as close as logistically possible to the 12 U.S. Census regions. The tour will end April 15, 2000.

Each vehicle will travel a planned route in its region(s) stopping in key markets and setting up an exhibit in high traffic areas such as transit stations, special events, town centers, malls, etc. Each route and exhibit display site will be determined in collaboration with Regional Directors, Census Headquarters, Cohn & Wolfe, and Cohn & Wolfe's subcontractor for logistics, BM-Productions. Each Road Tour Vehicle will each carry the following items to support the Road Tour:

- Five exhibit sets, one to be set up at the Road Tour Vehicle appearances, and four additional ones for partnership specialist use in the community.
- One "Census in Schools" display for partnership specialist to set up at school assemblies.
- Multiple copies of two videos to be used in conjunction with the exhibits: "History of the Census" (for adults) and "You Count" (for children).
- Census 2000 promotional materials
- Census 2000 Road Tour press kits

Each Census 2000 Road Tour Vehicle will be staffed by one Census Bureau representative; two logistical staff from BM-Productions to do the driving, set-up, and maintenance; and two media/event relations staff from Cohn & Wolfe.

## **"How America Knows What America Needs"**

"How America Knows What America Needs" ("HAKWAN") is a two-component campaign to encourage civic participation in the census at the grassroots level. The Census Bureau will provide mayors, county commissioners, governors, and other highest elected officials with the tools necessary to promote the census in their community. These tools include a turnkey kit, access to a dedicated website, and a toll-free phone number.

The first component – “‘90 Plus Five” – will challenge communities to increase their mail response rate in Census 2000 by at least five percentage points over their 1990 levels. Letters will be issued on January 11, 2000 to the highest elected official of each state, local and tribal government entity inviting their participation in ‘90 Plus Five. To support governments in promoting the program, Census 2000 response rates for each community will be posted on-line and updated daily from March 27 to April 11, 2000.

The second component – “Because You Count” – is designed to encourage public cooperation with enumerators. This component is targeted at communities in Update/Enumerate and List/Enumerate areas and households in mailout/mailback and Update/Leave areas that did not mail back their questionnaires. This component will be announced to the public on April 18, 2000 in time for the start of Non Response Follow-Up.

The Associate Directorate for Communications will be primarily responsible for the implementation of HAKWAN. Other divisions will support this project as follows:

- The Decennial Systems Contract Management Office (DSCMO) will compile and generate the data from the data processing centers necessary to calculate mail response rate formulas.
- The Decennial Statistical Studies Division (DSSD) will define numerator and denominator components for mail response rate formulas.
- The Field Division (FLD) will determine tabular and mapping requirements.
- The Geography Division (GEO) will provide geographic place destinations and information.
- The Systems Support Division (SSD) will develop tabular data to populate the Internet site.
- The Decennial Management Division (DMD) will provide funding and monitor the overall project assuring it is within budget, completed on time, and according to specification.

### **Informational and Novelty Items**

Promotional materials include fact sheets, posters, handbills, drop-in articles, newsletters, and videos. These materials will help in developing and maintaining national and local partnerships, and in turn, support partners in conducting outreach activities with their constituencies. The Census Bureau plans to produce these materials in sufficient quantities that partners may distribute them to the public. Materials for Puerto Rico will be produced separately with the yellow-and-black “Censo 2000” logo.

Documents will be printed and distributed based on a strategy taking into account the targeted audiences, special uses of the document and available resources. Most educational materials will be distributed through the regional offices, Census Headquarters, or mailed directly to organizations and associations with primary focus on census partners. All documents will be available through the Census Bureau’s internet site.

The Census Bureau also will produce promotional novelty items such as pencils, mugs, and book markers. C2PO will produce a core set of materials that will be available for use by all participating HQ divisions and the regions. In addition, the regions will have resources available to procure promotional items tailored to their local needs. The purpose of these items is to facilitate partnership development, and to provide partners with ideas for items they can produce and distribute to the public. Resources will not permit the Census Bureau to give partners items in sufficient quantities for distribution of novelty items to the public.

The specific items planned for development are as follows:

### ***Fact Sheets***

- Census Partnerships: We Can't Do It Without You
- Partnership and Recruiting
- Partnership and Promotion
- How America Knows What America Needs
- The Census Goes to School
- Five Big Reasons
- Partnerships with Business
- Race, Hispanic Origin, and Ancestry: Why, What, and How
- The Long and Short of It
- Everybody is Number One in the Census
- Working along with Seasonal and Migrant Workers
- It Pays to Advertise
- Census 2000 in a Flash
- Census Goes All Out to Protect Your Privacy
- Sampling: A Tool For Success
- Creating a Census for the 21<sup>st</sup> Century
- You're in College Now
- Veterans and the Census
- Taking the Census in Indian Country
- Taking Account of Rural America
- Older Americans Answer the Census
- LUCA 99
- The Census in Alaska
- The Census Is News
- People With Disabilities
- The Census Abroad Commercial Ships
- The Census and the Military
- Congregational Fact Sheet: Religious Leaders Lead the Way
- Race and Ethnicity By the Numbers
- The Census Rules
- LUCA 98
- Veterans and the Census
- Congregational Package

## *Posters*

- Confidentiality Poster (General)
  - Confidentiality Poster (Puerto Rico)
  - Confidentiality Poster (Virgin Islands)
  - Confidentiality Poster (Pacific Islands)
  - Poster for People Without Housing (Puerto Rico)
  - Poster for People Without Housing (Virgin Islands)
  - Motivational Poster (Asian & Pacific Islander)
  - Motivational Poster (African American)
  - Motivational Poster (American Indian & Alaskan Native)
  - Motivational Poster (Hispanic)
  - Motivational Poster (Virgin Islands)
  - Motivational Poster (Puerto Rico)
  - Motivational Poster (Pacific Islands)
  - Building Awareness Poster (General)
  - Building Awareness Poster (Hispanic)
  - Building Awareness Poster (Asian & Pacific Islander)
  - Building Awareness Poster (African American)
  - Building Awareness (American Indian/Alaska Native)
  - Building Awareness Poster (Puerto Rico)
  - Poster for Migrant & Seasonal Farm Workers
  - Poster covering steps to participation (Puerto Rico)
  - Poster covering steps to participation (Virgin Islands)
  - Poster covering steps to participation (Pacific Islands)
  - Poster for Military
  - Poster for Maritime
  - Poster for College Students
  - Poster for College Students (Puerto Rico)
  - Poster for Elderly
  - Poster for Elderly (Puerto Rico)
  - Poster for Elderly (Virgin Islands)
  - Poster for Elderly (Pacific Islands)
  - Questionnaire Assistance Centers (Directing)
  - Questionnaire Assistance Centers (Marking Site)
- 
- Be Counted Form Posters
  - Countdown to Census 2000
  - Poster covering participation

## *Promotional Novelty Items*

The following core promotional items are currently planned for production (this list is subject to change):

- Plastic bags
- Bookmarks
- Circle labels
- Pencils
- Note pads
- Key chains
- Magnets
- Balloons
- Pens
- Lapel pins
- Lanyards
- T-Shirts
- Hats

#### **IV. Resource Requirements**

Promotions and special events require resources in the following areas: contracts, staffing, materials, conferences, and travel:

##### **Contracts**

Resources are required to hire Scholastic, Inc., which will conduct outreach activities under the auspices of Young & Rubicam. Their overall strategy in regards to the Census in Schools project is to mobilize the education community to become an active grassroots participant in supporting Census 2000.

A contract has been awarded to Cohn & Wolfe to manage the Census 2000 Road Tour and the "How American Knows What America Needs" campaign.

##### **Staffing**

The Promotions Branch in C2PO will develop and carry out the activities and programs dealing with promotions. These include Census in Schools, promotional novelty items and informational materials, the Census 2000 Road Tour. Resources are required to adequately staff this branch in order to effectively and efficiently carry out these very high profile and visible programs.

##### **Materials**

Resources are required to develop, print, and distribute all of the promotional materials listed in section six for Census 2000.

## **Conferences**

Resources are required for staff to attend educational conferences that will help forge relationships with educators nationwide and making presentations about the Census in Schools project.

## **Travel**

Resources are needed for staff to travel to the various educational conferences and to meet with key educators nationwide.

## **Partnership and Marketing Program for the Island Areas**

### **I. Introduction and Rationale**

The Partnership and Marketing Program will be adapted to promote the census in American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the Virgin Islands of the United States (collectively referred as the "Island Areas"). The goal of the Census 2000 Partnership and Marketing Program for Island Areas is to increase awareness and motivate individuals residing in the Island Areas to complete the questionnaire and hold it until an enumerator picks it up. As with the stateside program, the outreach strategy for the Island Areas will emphasize to individuals the direct benefit to their communities and neighborhoods, and the importance of updated data for local planning of school, health and transportation facilities.

The program combines public awareness, promotion, and outreach activities to generate clear, consistent and repeated messages about the importance of participating in Census 2000. The plan is similar to the stateside plan in that it incorporates four components designed to increase participation in the census: partnerships; paid advertising; media relations; and promotions and special events. These components are, however, tailored to suit differences in the manner in which the census will be conducted.

#### **Partnerships**

Unlike the Partnership Program conducted stateside and in Puerto Rico, the Islands Areas will not have regional field staff assigned to identify and foster partners to support Census 2000 awareness activities. Each island area's Census 2000 Memorandum of Agreement provides for funding to hire "Partnership/Media Specialists," who will work under the supervision of the Census Coordinator/Manager appointed by the Governor of each Island Area. Their responsibilities will be similar to stateside/Puerto Rico partnership and media specialists. The Census Bureau will also appoint Census Advisors whose duties will include helping to develop partnerships and promote the census in their appointed area. A Census Liaison will be identified in each Island Area early in the planning process to provide input on developing the questionnaire content, determining the best enumeration method to use based on the area's characteristics, and other Census 2000 operations.

The Census Bureau will encourage each governor to establish a Complete Count Committee (CCC) with representation from all segments of the community, including businesses, community groups, religious organizations, businesses. The CCC will serve as a key vehicle in planning and implementing local, targeted efforts that will uniquely address the special characteristics of each area. The role of the CCC would be to plan and implement a locally-based promotions campaign to publicize the importance of Census 2000. The Partnership/Media Specialists will provide support to the CCC and also will establish and maintain liaison with local government agencies, businesses, religious and community organizations. Additionally, the Census Bureau will provide a Complete Count Committee Handbook for the Island Areas with

information on when and how to establish the CCCs, suggested names and schedules for the committees, and examples of activities the CCC can sponsor.

### **Paid Advertising**

The Census Bureau has contracted with Young and Rubicam Miami, a subsidiary of Young and Rubicam, Inc., to develop and implement the paid advertising program for the Island Areas.

Since the decennial census is conducted by a contractual agreement between the Census Bureau and each Island Area governor, the Census Bureau will work with them to encourage the development and implementation of partnerships with the various local government agencies, business, religious and community groups, as well as with the local media. The paid advertising campaign will not only combine Y&R's expertise, but also include local knowledge to help increase awareness and participation in Census 2000.

The primary focus of the advertising campaign is aimed at increasing participation in the census with the objective of reaching the right people with the right message, at the right time, through the right media vehicle. These messages will be integrated with the other components of the marketing effort. The paid advertising campaign will use available media outlets such as TV, radio, and newspapers in each area.

Young & Rubicam has developed an advertising strategy based on a "likelihood spectrum." This model segments the public based on how likely a person is to participate in a civic activity such as the census. There are three segments to the model: 1) mostly likely to respond; 2) undecided; and 3) least likely to respond.

Based on qualitative research, Y&R is proposing that the messages and creative concepts used for the Census 2000 paid advertising campaign show the public "what's in it for me." Research has proven that demonstrating the benefits of participating in the census, as well as the benefits missed if one does not participate, to be quite motivating.

The main goal of the paid advertising is to motivate the public in the Island Areas to complete the questionnaire and hold it until a census worker picks it up. With this in mind, the advertising will launch early in 2000. The other components to the Island Area Partnership and Marketing Plan will help support this effort.

### **Media Relations**

For Census 2000, media relations for the Island Areas will be decentralized with the Partnership/Media Specialist assigned directly to the Local Census Office to cultivate local press contacts and to respond to media inquiries. The Island Areas' Partnership/Media Specialists will have several functions:

- Coordinate with the Census Advisor and the Census Coordinator/Manager to establish a system of links to the local media;

- Provide background materials and background press briefings about Census 2000 to local media;
- Coordinate day-to-day contact with the local media; and
- Coordinate the dissemination of Census 2000 messages and themes with the Census Bureau's Puerto Rico and Island Area staff.

Effective media relations reinforces the positive messages the public will be getting from the partnership efforts, the paid advertising campaign, Census in Schools, and other national or regional promotional efforts of the Census 2000 marketing strategy. As with the stateside media strategy, media will be managed in the following stages:

Stage One:	<i>Early Preparation</i>	04/01/97 to 06/30/99
Stage Two:	<i>Building Media Partnerships/Pre-Awareness</i>	07/01/99 to 12/31/99
Stage Three:	<i>Building Awareness</i>	01/01/00 to 03/15/00
Stage Four:	<i>Motivating Response/Call to Action</i>	03/16/00 to 04/15/00
Stage Five:	<i>Motivating Cooperation for Enumerator Visits</i>	04/16/00 to 07/31/00
Stage Six:	<i>Wrap-up and Evaluation</i>	08/01/00 to 12/31/00
Stage Seven:	<i>Data Release and Distribution</i>	01/01/01 to 12/31/01

The Census Bureau has been producing the *Island Areas Newsletter* since 1996, which provides up-to-date information on geographic programs, status of questionnaire content development, and other issues related to Census 2000.

## **Promotions and Special Events**

### ***Census in Schools***

An important component of the Island Areas Partnership and Marketing Program is the Census in Schools Project. Census in Schools offers educators the opportunity to acquire colorful, hands-on, high interest, grade level appropriate lessons for the students in the Island Areas to help introduce them to Census 2000. This project strives to help students learn what the census is and why it is important to them, their family and the community; increase participation by engaging the parents through the involvement of the children; galvanize students, teachers, administrators, and families to support Census 2000; and recruit teachers and parents to work as census takers and other support jobs.

Scholastic, Inc., a publisher of educational materials for more than 75 years, will develop these materials for the Census Bureau. The Bureau will work with the Island Areas liaisons to develop a distribution plan for these materials which should be available in the Fall of 1999.

### ***Promotional Materials***

The Census Bureau will also produce external promotional materials to help increase awareness of Census 2000, and educate the public about its benefits, increase participation, and improve cooperation among respondents.

Promotional materials include: fact sheets, posters, handbills, instructional manuals, drop-in articles, newsletters, videos, and promotional novelty items such as pencils, mugs, and book markers. These materials will help support the Island Area governments in developing and maintaining partnerships in the Island Areas, and in turn, support their partners in doing outreach on their behalf, particularly at conferences, exhibits, and presentations. Promotional materials give participants something to carry away with them, effectively extending the "shelf life" of the Census 2000 message.

All promotional materials will be distributed through each Island Area LCO or through Census Bureau Headquarters.

### ***Special Events***

Special events promoting Census 2000 in the Island Areas will range from a Governor's proclamation to parades and other local events. These events may be co-sponsored by Complete Count Committees, local government agencies, or businesses or community groups to motivate people to participate in the census. The partnership/media specialists will work with these organizations in the Island Areas to develop and initiate a variety of activities that emphasize the importance of participating in Census 2000.

## **II. Roles and Responsibilities**

The DMD PRIA Office will be responsible for the overall management and integration of Census 2000 operations as it relates to the Island Areas. PRIA will ensure that program goals are clearly defined, and that all participating divisions are aware of them. With input from each of the participating divisions, PRIA will set policy and guidelines for the budget and time line necessary to implement these operations, and make sure program objectives are implemented according to plan. Specifically, PRIA's role within the program will be to:

- Coordinate, integrate and document the development of program requirement for all components of the Partnership and Marketing Program in relation to the Island Areas, with input from participating divisions.
- Formulate and monitor the budget for assigned activities.
- Ensure that the Master Activity Schedule is current and complete and that activities are finished on schedule and within budget.
- Perform analysis of problems and modifications needed within the program based on changes in the budget, schedule, or operational challenges.
- Coordinate response to inquires/requests from bodies providing external oversight (e.g., the Monitoring Board, Congress, GAO, IG, etc...).
- Facilitate problem-solving, interdivisional consensus on policy, and change control.
- Ensure evaluation of the Partnership and Marketing Program in the Island Areas.
- Provide overall coordination for all activities related to the components in the Partnership and Marketing Program in as they related to the Island Areas in accordance with the Census Bureau's agreements with each area's respective governments. Activities in the Island Areas will be coordinated through a Census Manager and a Partnership Specialist.

## **III. Evaluation**

The Island Areas Partnership and Marketing Program will be included as part of the general Partnership and Marketing Program evaluation.

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September 2000

# REINVENTING GOVERNMENT

## Status of NPR Recommendations at 10 Federal Agencies



Accountability • Integrity • Reliability