



2020

CENSUS

INTEGRATED
COMMUNICATIONS

PLAN

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United States™
Census
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BACKGROUND

The U.S. Constitution mandates that a census is conducted. It is one of the very few duties of the federal government that was spelled out by the Founding Fathers in 1787. Further legislation requires a census every 10 years. The goal of the decennial census is to conduct an enumeration of every person residing in the 50 states, the District of Columbia, Puerto Rico, and the Island Areas (the Commonwealth of the Northern Mariana Islands, Guam, American Samoa, and the U.S. Virgin Islands). The decennial census, conducted by the U.S. Census Bureau, is the country's largest nonmilitary mobilization of a workforce and its data are of paramount importance to the nation, determining each state's number of representatives in Congress and the allocation of billions of dollars in funding for many federal programs, the boundaries for voting and school districts, and countless other decisions that benefit local governments in all 50 states and the territories. Businesses of all sizes depend on census data to make decisions about where to locate, hire, and invest. The widespread availability of data through the internet, as well as through third-party entities that often repackage Census Bureau data, has been important for entrepreneurs who need to make data-driven decisions to benefit their businesses.

Among all government services, the decennial census is also unique because of its constitutionally mandated public service role. The U.S. Constitution requires that the Census Bureau not just **attempt** to offer information or a service to the population (as is the case with other federal government programs like voter registration, Social Security enrollment, and the use of national parks), but that the Census Bureau actually **reach and count** every person living in the United States and its territories—of all ages, residence statuses, and locations—whether or not they desire to participate, and regardless of whether they are difficult to find, reach, and count. Core to this mission is the Census Bureau's steadfast commitment to protect the confidentiality of all data it collects. This is an obligation that remains among its highest priorities for the 2020 Census.

OVERVIEW AND KEY ASSUMPTIONS

The Census Bureau has innovative plans for the 2020 Census, including implementing methods that help achieve its goal of counting everyone once, only once, and in the right place, yet designed to deliver significant cost savings. The Census Bureau's Integrated Partnership and Communications (IPC) program is a critical component of the effort to reach and motivate individuals in different areas of the country—those whose education, literacy, language, familiarity with computers and the internet, income, and general views and interests vary greatly. The communications strategy and approach will be guided and driven by the IPC with the support of other internal stakeholders across the Census Bureau.

The 2020 Census Operational Plan identifies the goal of delivering significant taxpayer savings through four key innovation areas: reengineering address canvassing, optimizing self-response, utilizing administrative records and third-party data, and reengineering field operations. As field costs associated with Address Canvassing and Nonresponse Followup operations comprise the most expensive parts of the 2020 Census. All four innovation areas are aimed at reducing

the cost of field work. A reengineered Address Canvassing operation is expected to reduce the field workload for address updating by 75 percent. Self-response innovations, which are aimed at generating the largest possible self-response rate, coupled with the use of administrative records and third-party data, are intended to reduce the field workload associated with Nonresponse Followup. Finally, the reengineered field operations are intended to increase the efficiency of those operations, allowing managers and fieldworkers to be more productive and effective. A notable component of the operational plan is the introduction of a widely promoted online response option, which will allow people to respond using their smartphone, tablet, or computer, with or without a Census-assigned ID number. The online response option joins the traditional mail and the new telephone option for self-response.

To reduce taxpayer costs for the 2020 Census, the Census Bureau aims to maximize the percentage of the population that self-responds, without any follow-up from the Census Bureau. The Nonresponse Followup (NRFU) operation to count all remaining households are costlier than digital, telephone, and mail self-response methods, as they involve face-to-face visits. To help achieve this goal, the Census Bureau will need a strong communications component. This means the Census Bureau must:

- Educate the population on the value of the census and its importance to the nation and our democracy, as well as to every state, community, and neighborhood—particularly the impact on local schools, health care, emergency response, and other community services (Conrey, ZuWallack, & Locke, 2012).
- Explain the available means for response to make it easy for everyone to participate.
- Communicate with audiences through the communications channels and languages most appropriate for reaching them.
- Reach out to communities using trusted local voices via the partnership program.

Response Modes: The Census Bureau has developed its operational plan with an aim to reach the entire U.S. population and encourage response through the channels people are most comfortable with and prefer to use. With these preferences in mind, we are also taking into account the costs associated with various forms of response. As it is the Census Bureau’s mandate to responsibly spend taxpayer dollars, we will encourage participation through the least expensive option available to the respondent. For example, when audiences are not likely to respond to prompts to participate through the internet, another self-response mode will be encouraged. Rather than spending labor and advertising dollars to encourage response through a response mode the target audience is not likely to use, communication will be tailored to encourage them to respond via the self-response mode they are most likely to use. The cost hierarchy of response options, from least expensive to most expensive based on current assumptions, is below. For all modes of responses, the earlier the participation, the lower the cost.

- Online response with a Census-provided ID.
- Online response without a Census-provided ID.
- Mail-back paper response with a Census-provided ID
- Mail-back paper response without a Census-provided ID.
- Calls to the Census Questionnaire Assistance (CQA) toll-free hotline with a Census-provided ID.
- Calls to the Census Questionnaire Assistance (CQA) toll-free hotline without a Census-provided ID.
- Responses through in-person NRFU.

An Evolution From Previous Campaigns: The goals of both the 2000 Census advertising campaign and the 2010 Census Integrated Communications Campaign were to raise awareness of the decennial count, boost the effectiveness of the mail package that was sent to residential addresses and encourage cooperation with enumerators during NRFU. The 2020 Census provides an opportunity for a fundamental shift in communication strategy as this census provides respondents two new methods for self-response, digital and telephone, which present their own unique challenges.

The 2010 Census included limited use of non-ID response—through which people can respond to the census without an identifying code—but 2020 will mark a significant expansion of this option. The availability of non-ID response online and by telephone presents numerous opportunities to encourage self-response through digital engagement, new social media platforms, and other technologies, as well as through partnerships and events. For example, partnership and outreach events can encourage and enable immediate non-ID response, either

through respondents' mobile devices or other technology available at the events. In the past, these activities were generally focused on encouraging people to participate once they received their questionnaires in the mail. The ability to offer non-ID internet self-response at partnerships and outreach events will have unprecedented value by reducing respondent's barriers to utilizing the internet self-response option. , This has the potential to provided individuals who don't have access to the internet the ability to self-respond by that response mode,

In an increasingly crowded media landscape, breaking through the noise of countless messages to encourage individuals to participate in the 2020 Census will be vital. To accomplish a complete and accurate count in a cost-effective manner, the Census Bureau will benefit from a sophisticated, data-driven communications campaign—one that reaches our audiences with the messages most likely to appeal to them, through the channels through which they are most likely to engage. An enumeration on this scale requires the Census Bureau to engage in industry best practices, including directing communications to audiences at more granular geography levels (e.g., tract, neighborhood, ZIP code) and closely tracking results throughout the campaign. These results will be used to refine and optimize strategies and tactics, and to quickly shift and adapt communications in real time should we require a rapid response to unforeseen events during the campaign.

Hard-to-Count and Hard-to-Reach Populations: Reaching those populations that are typically less likely to participate in the census is a key priority for the Census Bureau. In this document, the Census Bureau refers to these populations as both hard-to-count (HTC) audiences and hard-to-reach (HTR) audiences. In many cases, HTC audiences are also HTR and vice versa, but these audiences are not synonymous. For example, young and digitally savvy audiences are easily reached through many forms of media but historically have low participation rates, making them HTC but not HTR. Other audiences, like recent immigrants who may not be engaged with their local government, or people in rural areas with low internet penetration rates, may be difficult to reach and therefore difficult to count—making it imperative for Census to identify the right channels for reaching them in addition to the right messaging to encourage their participation.

Because HTR groups are largely a subset of HTC audiences, most references to HTC audiences in this plan should be taken to include HTR groups as well.

Examples of HTC and HTR Audiences: While a list of likely HTC and HTR audiences for the 2020 Census will be developed based on further campaign research, the Census Bureau has identified, through its previous counts, surveys, and tests, the following factors that may lead to a person being considered HTC or HTR (National Advisory Committee, 2016a; CAPCOG, n.d.; O'Hare, 2010).

- Low income.
- Not speaking English, not speaking it fluently, or having limited English proficiency (LEP).

- Renting a residence.
- Being young and mobile (e.g., young adults who move frequently).
- Not having a high school diploma.
- Residency in rural or geographically isolated areas.
- Residency in places difficult for enumerators to access, such as buildings with strict doormen, gated communities, and basement apartments.

This list is not exhaustive; many other factors can correlate with tendencies for people to be HTC or HTR. (See Page 17 for more information on challenges facing the 2020 Census.) The Census Bureau will advance its understanding of HTC and HTR audiences by analyzing response data from past Census activities and third-party data, with plans to develop early predictors of response behavior in summer 2017. These early predictors will then be validated and updated during Census Bureau research efforts in 2018.

Importance of Traditional Outreach: While digital outreach is an effective tool for reaching many audiences, **not all people can or prefer to be reached online, and some audiences with a strong online presence may not be willing to respond to the census online.** Traditional forms of advertising outreach—through print, outdoor, and broadcast media and through partners and influencers, for example—will continue to be important, not only to reach some HTC populations but also to reach those who prefer traditional forms of media or who are less likely to trust communications delivered digitally. And because some audiences may have concerns about their data being shared with other government agencies or be distrustful of the government (see Page 19), the strong support of partners—who serve as “trusted voices” that influence individuals from diverse groups and can promote participation during events and through their own communications channels—is perhaps more important than ever before. Partners will be asked not to lead the call to participate, but rather to underscore and support the Census Bureau’s message that participation in the census is important. More research into the attitudes of various audiences toward different communications modes, as well as attitudes toward the government and media, will be performed in the following years to inform identification of the most optimal outreach strategies and advertising plans.

Continued Reliance on Mail: While the Census Bureau can have a direct impact on self-response through digital outreach and traditional communications channels, such as advertisements and partnership engagement, **the importance of mailed notices and questionnaires should not be overlooked.** In 2010, the vast majority of self-responses were returned to the Census Bureau within two weeks of the questionnaire being mailed (Letourneau, 2012). Other results from ongoing data collections, such as the American Community Survey and intercensal tests, demonstrate the impact of pieces sent to households in the mail.

Increased, Measured Use of Digital and Social Media: Digital and social media offer an opportunity to effectively track and quickly assess the results of communications efforts. The introduction of digital response and the use of digital outreach strategies will be key in driving both online and offline completion. However, **it is important not to overemphasize the role of digital outreach.** This type of outreach offers an inexpensive and often precisely targeted way of reaching many—but not all—segments of the U.S. population. A campaign that is too heavily focused on digital outreach may overlook large parts of the population (including, for example, some people ages 65 and over and rural audiences, or those who may prefer to share news by word of mouth) that are not likely to be engaged digitally, leading to increased costs during NRFU.

Continued Emphasis on Education: Educating the public about the purpose of the census, the role the public plays in the data collection effort, and uses of the data—including the Census Bureau’s commitment to protecting all collected data—will be important in fostering participation. Also, the new online response method and advanced Census Questionnaire Assistance (CQA) features offered in 2020 will require an additional educational component to introduce audiences to participating by internet and phone and to assuage concerns regarding the safety of their responses and their personal privacy. **More options means there is more to explain, not less, putting greater pressure on the Census Bureau.** In addition, raising audience awareness about the ongoing and valuable work of the Census Bureau can help combat the general declining trend in survey response rates. Promoting positive associations with the census and the Census Bureau between decennial censuses means that when the time to be counted arrives, audiences may be more likely to respond.

ALIGNMENT WITH OPERATIONS

To be effective, the Census Bureau’s communications efforts must work in concert with operational efforts. The 2020 Census Operational Plan lays the groundwork for an innovative approach to the decennial enumeration, and has been an important reference in the development of the communications approach. Throughout this document alignment with other operations are integrated into the various communication efforts. The below operations require special consideration as explained. For more detail on integration with operations, please see Page 71.

DECENNIAL AND NON-DECENNIAL OPERATIONS

While the height of data collection efforts will take place in the spring of 2020 and wind down by the end of July 2020, there are many operations that must take place well before then to ensure the success of data collection. Activities related to early enumeration efforts, as well as those completed in conjunction with or after NRFU operations, comprise other Census Bureau operations in which staff are interacting with members of the public, albeit on a more limited level than during the height of data collection efforts. In addition, other data collection efforts, such as the American Community Survey, will be underway at various points throughout the 2020 Census life cycle. These activities are important operational considerations in the development of a communications campaign.

OPERATIONS IN PUERTO RICO AND THE ISLAND AREAS

Differences in the way the census is conducted among the 50 states and the District of Columbia, Puerto Rico, and the Island Areas of Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and the U.S. Virgin Islands result in important nuances and considerations for planned communications activities in each geographic area. For the purposes of this draft, activities described in this document should be interpreted to include the 50 states, the District of Columbia, and Puerto Rico, and serve as reference for local governments responsible for conducting Island Area censuses. The Island Area census will have their own communication campaigns run by the local governments.

FULFILLMENT

The Census Bureau is currently reviewing approaches for promotional materials and items dissemination and expects to have a solution in place to support the 2020 Census. As the Census Bureau engages in more detailed planning for 2020, this plan will continue to reflect the operational components of the 2020 Census to ensure that both communications and field activities are working in tandem to support a complete and accurate count.

ABOUT THIS DRAFT

The Census Bureau has produced this first draft of the 2020 Census Integrated Communications Plan (v1.0) to identify the path forward for future communications-related efforts. It lays out the foundational steps to develop a comprehensive communications campaign and provides a high-level overview of anticipated communications strategies. The activities and strategies described within this draft are intended to reflect the planned and potential efforts of the Census Bureau as an agency; distinctions among internal Census Bureau teams and contractor roles and responsibilities will be detailed in future iterations of the plan.

This draft sets the foundation that will guide the development of a final research-based, data-driven integrated communications and partnership plan for the 2020 Census and the identification of campaign audiences, themes, and messaging. Future iterations of the plan (v2.0 to be produced in summer 2018 and v3.0 in summer 2019) will be augmented with findings from yet-to-be completed campaign research, and they will provide greater detail as 2020 approaches. This initial draft is designed to achieve three main objectives:

1. **Detail the Research- and Data-Based Approach:** A successful campaign must be based on a solid foundation of research and have strong internal systems for collecting and analyzing data to optimize performance. This draft provides an approach to using research findings and data to influence the strategy and roadmap for the 2020 Census campaign.
2. **Highlight Key Outreach Priorities:** Even in the earliest stages of planning, it is expected that the key outreach areas identified and described in this draft (e.g., partnerships and traditional advertising) will be vital parts of the campaign to reach and count all individuals living in the United States. Proposed approaches, justifications, and high-

level strategies for their use are discussed as they relate to reaching audiences, particularly HTC groups.

3. **Describe Integration With Partners and Stakeholders:** Robust coordination with partners and external stakeholders will be crucial in executing a successful campaign. This draft provides a starting point for fostering the ideas of and collecting feedback from those in a position to offer guidance and assistance in reaching audiences.

This draft is an opportunity for the Census Bureau to share ideas and plans for 2020 Census communications a year earlier in the timeline than has been done for previous censuses. By sharing these ideas, we aim to collect more input and feedback on our approach from stakeholders than was possible during previous decennial cycles—also allowing us to identify those outlets, messages, and trusted voices that are key to engaging HTC populations earlier in the enumeration process. This draft has been reviewed extensively by internal stakeholders and subject matter experts across the Census Bureau.

A key first step in the Census Bureau’s proposed approach is to conduct research to better inform our planning as we determine final strategies for promoting the 2020 Census and developing the campaign theme to be used. Each element of this draft will be further developed and adjusted as research findings and feedback become available. We anticipate significant updates to the plan upon the completion of campaign research—a key output of which will be a more detailed and nuanced understanding of key audiences. The development of a campaign theme, messaging, and creative development and testing will also contribute to a more robust plan in future iterations. In addition, we will implement periodic refinements to account for changes in the public mindset and discourse, new communications or technology opportunities or parameters, and input from internal and external stakeholders. We also anticipate updates to the plan before finalizing the execution of each campaign component.

It is important to note that activities outlined in this plan are dependent on available budget, and that this plan is scalable to fit available resources. Activities may be added, removed, or adjusted throughout the coming stages of plan development to accommodate various funding scenarios that may emerge.

AVAILABLE INFORMATION SUPPORTING THIS DRAFT

This draft has been developed based on the following background materials and inputs, among others:

Lessons Learned from Previous Censuses and Research: The Census Bureau already has a wealth of historical and data-rich information on what communications activities and messages are likely to motivate diverse audiences to take part in the census. This includes a strong understanding of public attitudes toward the government, civic engagement, online privacy, and data security. While additional research will be conducted to inform the final 2020 plan, this research will build on, not merely repeat, previous efforts. Additionally, lessons learned from the decennial campaigns in 2000 and 2010, intercensal campaigns like the American Community Survey, and other testing efforts—such as the 2016 Census Tests in Los Angeles County and the Houston area, the 2015 Census Tests in Maricopa County, Arizona, and in the

Savannah area, and the 2014 Census Test in parts of Washington, D.C., and Montgomery County, Maryland—provide rich insights into individual program-level activities and their impact on audience response.

Evolving Methods and Technologies to Reach Diverse Audiences: The Census Bureau will use best practices and the latest understanding of how diverse audiences interact with different communications media and outlets. This includes but is not limited to understanding the potential for new technology to motivate audiences. In addition to knowing about and being familiar with emerging technologies, which will be useful in reaching those who prefer to engage with digital properties, understanding the latest audience behavior with regard to traditional media as well as engagement with partners and influencers will be critical in developing the final plan.

To stay on top of available technology and changing trends across different audience groups, the Census Bureau has engaged communications contractor Team Y&R for support in the 2020 campaign, including the development of this plan. (For more information about Team Y&R, please see Appendix B.) Team Y&R includes multicultural outreach experts dedicated to working with diverse audiences. These teams stay abreast of trends by participating in conferences, panels, workshops, and other opportunities to learn about emerging technologies; serving as industry leaders through cutting-edge client work; closely tracking their target audiences' use of technology through existing and emerging outlets; and participating in other such activities.

As the United States grows increasingly diverse, the Census Bureau recognizes that its audiences are multifaceted and complex groups that cannot be defined solely by race and ethnicity. Understanding the various nuances of the country's diverse population groups, including cultural backgrounds, demographics, economic status, geography, attitudes, beliefs, and other factors, will be an important focus of our research and critical to ensuring that we are able to use the most effective strategies and technologies to reach them. As such, the Census Bureau is leveraging its expertise to best engage the following and other audiences in 2020:

- African American/Black audiences.
- American Indian and Alaska Native (AIAN) audiences.
- Asian American audiences.
- Diverse mass audiences.
- Hispanic audiences.
- Native Hawaiian and Pacific Islander (NHPI) audiences.
- Puerto Rican audiences.

As additional expertise is needed, we will add to this team and this list. For the purposes of this plan, diverse mass audiences represent anyone who consumes English language media

regardless of their race or ethnicity, reflecting a vast cross-section of the country consisting of people of all ethnicities, socioeconomic groups, and education levels

Guidance and Insights From Key Stakeholders: Congress, the National Advisory Committee (NAC), the Census Scientific Advisory Committee (CSAC), and other groups have keen insights into the needs of diverse audiences, their key barriers to census completion, and opportunities for engaging with influencers and others. The Census Bureau routinely presents to and solicits feedback from such stakeholders, using their insights to inform tactics and influence budget allocations.

Operationally, the Census Bureau is working to integrate the recommendations of the Office of Inspector General, such as their suggest using internet and administrative records to drive response in 2020 (Zinser, 2011), into the 2020 Census. Of importance to the communications activities, in the 2010 Census Preliminary Lessons Learned Testimony, the U.S. Government Accountability Office recommended that the Census Bureau assess and refine existing census operations to focus on HTC audiences (Goldenkoff, 2011). The Census Bureau will continue to concentrate outreach in areas with HTC audiences through partnership engagement, media buys, and real-time monitoring of response scores, should such data be available. Similarly, we are also aligning our work with the NAC's Administrative Records, Internet, and Hard to Count Working Group recommendations from 2016, which stress that the Census Bureau should explore outreach strategies to better enumerate those HTC groups with limited internet connectivity (NAC, 2016b). The NAC also recommended conducting concentrated outreach to HTC groups.

In an additional effort to reach HTC, the Census Bureau will work closely with our regional offices to reach populations with historically low response rates through established relationships with local organizations, continually emphasizing our commitment to protecting the confidentiality and security of individuals' data. The focus on reaching HTC populations spans both the communication and partnership elements of the IPC.

Risks as Identified in the Decennial Risk Register: Such risks include high-profile data breaches in the government and private sectors. Current risks were taken into account in the development of the plan. As the risk register is updated throughout the planning and execution phases of the campaign, changes and additions will be reflected in updated versions of this plan.

2010 Census Integrated Communications Campaign (ICC) Plan and 2010 Census ICC Lessons Learned Report: While the 2020 Census campaign will be different from the 2010 Census campaign due to changing audiences and attitudes, the expanded use of online and non-ID response, and the continued growth of digital media, many elements will remain consistent. The Census Bureau is building on what worked in 2010 and in previous years as well as applying new innovations and research to further improve outreach to the public.

Input From Regional Offices: From Nov. 9, 2016, to Jan. 11, 2017, the Census Bureau held discussion sessions with the Atlanta, Chicago, Denver, Los Angeles, New York, and Philadelphia

regional offices. The purpose of these regional office visits was to hear firsthand from regional office staff about their experiences, concerns, and challenges in preparation for 2020.

Each region has its own characteristics that are accompanied by unique opportunities and challenges for the 2020 Census. However, feedback from all the regional offices highlighted the following primary themes:

- **Media buying should be audience-focused.**
- **HTC and HTR audiences cross all races and ethnicities**
- **Grass-roots and hyperlocal outreach is key. **
- **Trusted voices are resources that demonstrate validity to communities. **
- **Major national partnership initiatives must begin years in advance. **
- **Recruiting is a key concern**
- **The political climate must be considered in messaging to key audiences. **
- **There is a concern with counting people in geographic areas seeing rapid population growth. \.**

EXECUTIVE SUMMARY

For more than two centuries, every 10 years the Census Bureau has undertaken the momentous task of counting every person in the United States.

As the U.S. population has grown and technology has evolved, the Census Bureau has adapted its methods for reaching these individuals. But regardless of the changes, regardless of the time, this truth has remained: The census is the nation's once-a-decade snapshot.

The decennial census is a chance for every person to be counted—giving voice to our communities and the people who comprise them. Census data are behind many aspects of our daily lives, informing decisions about roads and infrastructure, health care, schools, jobs and businesses, political representation, and so much more.

But just as it is important for individuals to take part in the census, it is also vital that we make it easy and desirable for them to do so. Since 2000, Congress has allocated funding for the Census Bureau to conduct a communications campaign that educates the population about the decennial count and urges people to participate, which has been critical to Census' success in delivering an accurate count. For the 2020 Census, the Census Bureau will again follow a communications approach to raise awareness and drive participation, with the goal of counting **everyone once, only once, and in the right place**. Core to this mission is the Census Bureau's steadfast commitment to protecting the confidentiality of all data it collects. This is an obligation that remains among its highest priorities for the 2020 Census.

This document outlines the Census Bureau's approach to planning and executing the 2020 Census Integrated Communications Campaign, aiming specifically to maximize the self-response rate before conducting outreach to those who do not respond to the census on their own. This critical focus on increasing self-response, along with other operational improvements and efficiencies, is designed to deliver as much as \$5 billion in taxpayer savings.

Over the next year, the Census Bureau will conduct research to inform, refine, and execute this communications campaign. We will then further develop that strategy in a second and third iteration of this plan, in 2018 and 2019 respectively. In the meantime, the Census Bureau is using our experience and best practices from the public and private sectors to identify the many required activities, processes, and partners that will help make this campaign a success.

The upcoming decennial census will be unlike any of the 23 that came before it. It represents perhaps the most significant change in the way the census has been conducted since the 1970 decennial count, when the Census Bureau introduced self-response by a mail-out/mail-back strategy (Hillygus, 2006). **For the first time, an online response option will be made available to much of the U.S. population and will be widely promoted as part of the 2020 Census communications campaign.** Today's digital environment offers unprecedented opportunities to reach audiences in new ways and to quickly refine our outreach and engagement during the response period itself, as results and data become available.

To engage people of all ages, socioeconomic statuses, backgrounds, and language preferences, we will need to take a nuanced approach to extensively promote the importance and relevance

of the 2020 Census. Our campaign will encompass activities within the following program-level areas:

- **Stakeholder Relations:** We will work to identify and engage a diverse group of stakeholders to solicit feedback and help raise awareness of the 2020 Census, ensuring open and effective lines of communication throughout the campaign development and execution phase.
- **Partnership Program:** Local, regional, and national partners will play a valuable role in helping us connect with the public ahead of the 2020 Census. We will prioritize our efforts through a tiered approach, and our plans for a new Partnership Experience Platform (PXP) will help transform the way we connect partners to materials and information.
- **Advertising and Media Buying:** A new digital environment will present challenges and opportunities for this crucial area, including—for the first time—the expanded ability to directly drive response through digital ads that connect viewers to the online response tool. As with many of these areas, we will use campaign data to continuously refine our approach.
- **Public Relations and Events, and Crisis Communications:** Our public relations strategy will help drive our education and awareness efforts, particularly among hard-to-count audiences. Crisis preparedness and communications will be more important than ever before, with information spreading faster in this new digital environment.
- **Website Development and Digital Activities:** We will take a mobile-first approach to developing web properties that support the campaign. Using dynamic content, we can also tailor the experience for target audiences and adjust our approach as campaign data become available.
- **Social Media:** Social media outreach offers a unique opportunity to personally engage with the public. We will leverage existing Census channels and develop innovative approaches to promote recruiting efforts, enhance customer service, support digital and on-the-ground events, raise awareness, drive response, and disseminate data.
- **Statistics in Schools Program:** We have transformed one of our most effective outreach efforts into an evergreen program focused on raising statistical literacy in classrooms across the country. We will continue to develop activities for this program that engage students and that help build awareness of the 2020 Census—in schools and at home.
- **Field Recruitment Advertising and Communications:** We will leverage various media channels, deploy hyperlocal and national campaigns, and develop one centralized recruiting resource—a 2020 Census jobs website—to hire the right people for the right geographic locations.

- **Rapid Response Activities:** The Census Bureau will build a rapid response team and develop processes for quickly approving and executing campaign changes. This will allow us to optimize our approach and respond to issues—including potential crises—once the self-response period begins and daily data points become available.
- **Data Dissemination:** The Census Bureau is building a new platform to house and disseminate data. The accurate and efficient distribution of census data will be key throughout the campaign, from driving early awareness, to thanking partners, to supporting and engaging with key stakeholders and public audiences well after the 2020 Census enumeration is completed.

The 2020 Census will constitute the nation’s largest peacetime mobilization, producing rich data that will ultimately inform congressional representation and the allocation of billions of dollars to state, local, and tribal governments. It will also involve engaging every person in the United States, while showing effective use of taxpayer dollars and respect for each individual’s time and confidentiality.

While specific tactics and needs for program elements differ, three common threads run through all our proposed activities. The 2020 campaign must be:

- **Audience-Focused:** The Census Bureau is working, and will continue to work, in close collaboration with stakeholders to ensure an accurate count, and to devote the resources to engage those who may be hard to count. Our approach includes particular care to understand the needs and interests of diverse groups to inform a campaign that resonates with a large and nuanced populace.
- **Research-Based:** A program of research will enable the Census Bureau to develop a campaign that can reach audiences with relevant, culturally sensitive, and effective messages. The research for the 2020 Census will also inform media planning, partner outreach, the distribution of promotional materials, and other communications activities to effectively and efficiently deploy communications that promote prompt responses from audiences.
- **Data-Driven:** The scale of the 2020 Census requires communications that reach and resonate with individuals at the most targeted level possible. This can be made possible through research data and the ability to closely track and aggregate census questionnaire response trends in real time throughout the campaign. If available, such data will be used to produce findings that allow the refinement and optimization of the 2020 Communication Plan.

Keeping in mind these three attributes, we have developed this initial approach to reaching and engaging all audiences—particularly those who may not readily self-respond and therefore may require heavy outreach and persuasion. In the coming years, we will continually improve on and refine this draft, keeping audience findings as well as efficient execution at the forefront of our efforts.

STRATEGIC INPUTS TO THE PLAN

The Census Bureau is building on our strong history of research to develop a communications campaign that reaches and resonates with varied audiences, encourages self-response, and reduces taxpayer costs. By leveraging advances in communications technology, we will also be able to manage advertising and outreach activities for the 2020 Census with greater precision and responsiveness than in previous campaigns.

To seize these opportunities, we fully acknowledge the challenges and barriers that may hinder response or otherwise affect response behavior. Preliminary inputs are included below and will be validated, expanded on, and refined based on campaign research.

INSIGHTS, OPPORTUNITIES, AND BARRIERS

OVERALL CHALLENGES FOR THE 2020 CENSUS

The highly successful 2010 Census Integrated Communications Campaign was one of the most robust and extensive federal government outreach program at that time. During a period when it was suspected that the mail response rate would decline, the 2010 Census matched the rate achieved in 2000 (Morello, 2010). But even with such success in 2010, the Census Bureau did not receive a response from approximately 47 million addresses to which it sent a questionnaire (Williams, 2011). To ensure an accurate and thorough count, data collectors were sent to those addresses. By far, the costliest components of the decennial census are in-person data collection through nonresponse followup (NRFU). An increase in self-response rates will help reduce the need for such labor-intensive follow-up efforts and save millions of dollars during the 2020 Census (Williams, 2011).

The Census Bureau is tasked with executing an engaging and effective campaign to drive self-response against a difficult backdrop—one that includes declining response rates across the field of survey research (Obenski & Squires, 2012), a cluttered media landscape, and concerns about information security and privacy in the wake of breaches in both the public and private sectors (e.g., the Office of Personnel Management breach of 2015 and the Target breach of 2013, among others). Amid these challenges, the Census Bureau remains committed to conducting a count that is both accurate and cost-efficient. This will require strong planning and integration between communications and operational efforts—particularly among mail packages, web properties, and partner and other outreach materials—to present a compelling, consistent case for why it is in each individual’s best interest to complete the census questionnaires.

MINDSET OF THE PUBLIC

Trying to capture the collective mindset of the large and diverse U.S. population has always been a challenge. But the Census Bureau can benefit from insights gleaned from past research; these insights highlight considerations to keep in mind and to examine through further research, ultimately informing our understanding of the 2020 Census campaign environment.

All the issues that may have had an impact on census participation in the past—such as a decline in survey response in general; growing distrust of government, authority, and the media; and data security concerns—will likely be as common in the near future as they are today. To address these issues with compelling, relevant, and effective messaging, the Census Bureau will aim to fully understand the mindset of the public and consider the impact of changes in public attitudes and perceptions before developing and executing communications for the 2020 Census. Upcoming research efforts will uncover more insights into key concerns and barriers. However, at this preliminary stage, Census is able to identify several issues that are likely to be top of mind for potential respondents in the years to come. The following have been identified as key barriers to census participation:

- **Overall Survey Response Decline:** Although decennial census participation has been legally mandated since the first census in 1790—with response rates remaining steady from the 2000 Census to the 2010 Census—participation in other types of surveys and questionnaires in the public and private sectors has declined in recent decades. Factors contributing to this decline could include the growth and diversity of the U.S. population, language barriers, and challenges reaching individuals in face-to-face surveys. Other elements to consider include increases in the number of surveys overall and a misunderstanding or lack of education about the role and function of the census. Additional barriers to survey response decline are described below.
- **Misunderstandings About the Census:** As illustrated in 2010 Census research, while most people in the United States have some knowledge of the purpose of the census (NORC, 2012), many are confused about what the census is, what it does, and how it benefits them. Others may not have a clear understanding about the difference between the decennial questionnaire and other Census activities, such as the American Community Survey. In addition, some people may not understand how to complete the census.
- **Concerns About Data Security:** Recalling events like the Target security breach of 2013, the Office of Personnel Management breach of 2015, and the Yahoo user accounts breach of 2016, as well as the attention surrounding WikiLeaks during the 2016 elections, it is possible that concerns about data security will be key issues for audiences in the years ahead. Pew Research Center reports that only “6 percent of adults say they are ‘very confident’ that government agencies can keep their records private and secure” (Madden & Raine, 2015). Individuals may fear that their census responses will be accessed and used for nefarious purposes. Additionally, previous exposure to scammers and phishers may make people wary of any online data collection efforts, lest they be victims of a scam. The introduction of the limited use of administrative records in 2020 could foster further speculation that the information that individuals share could be passed around among federal government entities—of particularly concern for those with unclear legal residency or housing status.
- **Distrust of Government:** Trust of the federal government has declined since 2010 and is at its lowest point since 1950, as demonstrated by a Pew Research Center study

published in 2015 (Pew Research Center, 2015). This ongoing distrust has caused what has been characterized as “frustration” with the government to transform into “anger” with the government in recent years (Organisation for Economic Co-operation and Development, 2016). Fears about data-sharing among agencies such as the U.S. Department of Housing and Urban Development and the Internal Revenue Service, and a divide between some segments of the population and law enforcement agencies, may make it particularly difficult to foster support for the count in 2020. Younger people are more likely than their elders to hold the federal government in higher esteem, but distrust exists across all demographic groups, underscoring the need for careful messaging. And while—unlike some other sectors of the federal government—the Census Bureau enjoys strong positive associations among the public, our research must be designed to ensure that our messages are motivating (Proprietary BAV® Research, 2016).

- **Changes in the Media Landscape:** We also must consider new challenges from the media landscape, including concerns related to fake news (Mitchell, Barthel & Holcomb, 2016), changing perceptions of the media and journalism (Reilly, 2013), and the role of social media in news distribution (Gottfried & Shearer, 2016).

THE CHANGING FACE OF AMERICA

American Values: It was noted in the 2010 Census Integrated Communications Campaign plan that there was a “significant shift in the country’s core values unfolding.” However, research underscores that there is common ground in the values that Americans believe are important to instill in their children, and that responsibility, hard work, helpfulness, good manners, community-mindedness, and independence are still core American values that appear to be important across ideological, ethnic, and demographic spectrums (Parker, 2014). Assumptions related to these core values will be important inputs to the communications plan as Census further develops communications strategies and messages.

Family and Living Arrangements: Complex households have long been a consideration for the Census Bureau, as they can be difficult to count accurately (Schwede, 2003). The proportion of complex households—commonly understood as households containing relationships beyond one nuclear family (e.g., a married couple with or without biological children)—increased between 2006 and 2010 (Elliot, Young, & Dye, 2011). The multigenerational household, in particular, continues to be a popular living arrangement, with Census Bureau-reported data showing that its prevalence has returned to nearly 1950s levels (Cohn & Passel, 2016). This trend began in earnest during the 2007–2008 financial crisis, but immigration also appears to be fueling its continued growth, with the Hispanic population and Asian American population—the latter being the fastest-growing racial group in the United States (U.S. Census Bureau Public Information Office, 2013)—most likely to live in a multigenerational household. The modern multigenerational and complex households are different from those of the past, which saw older parents living with their adult children. Now, compared with the 1980s, more young adults live with their parents (U.S. Census Bureau Public Information Office, 2013). Research suggests that these complex and multigenerational households, especially non-English-speaking households, may lead to undercount young children (ages 0 to 5) more than other households

(U.S. Census Bureau, 2014c)—a vitally important consideration for the development of communications strategies and messages.

Expanding Diversity Within Families: Family units themselves are becoming more diverse, with an increase in interracial marriages and relationships and a growing number of multiracial children born. In 2013, a record-high 12 percent of newlyweds married someone of a different race (Pew Research Center, 2015c). And in 2013, 6.3 percent of all marriages (not just newlyweds) were between spouses of different races, up from less than 1 percent in 1970 (Wang, 2015).

ELECTIONS IN 2016 AND 2020

The census is not conducted in a vacuum, and the national political environment—including the media atmosphere surrounding elections—has a strong impact on public attention and attitudes. The 2016 presidential election, with a crowded primary field, created a powerful media scenario that pushed much other news out of focus.

Communications and messaging about the 2020 Census will have to compete directly with a presidential election, whose primary season will overlap with much of the count, as well as local and state elections. The last time a census and a presidential election overlapped was in 2000, and the current media landscape is vastly different from the one of 17 years ago. The Census Bureau will be faced with the challenge of channeling political discourse to apolitical discussion of the purposes of the decennial census and its importance to the whole country. And we will need to facilitate such a discussion in an atmosphere where paid media will likely be more expensive than usual—because of the eagerness of political campaigns to buy available advertising inventory—and where candidates for federal office may have an advantage over the Census Bureau in purchasing these spots. The Census Bureau will also likely have to compete with an increased volume in direct mail related to the election (Printing Impressions, 2016). We will have to acknowledge that the primary message much of the population will be hearing around that time is that voting is important, so our messaging must stress the importance of census participation without “competing” with messaging on the importance of voting.

ROBUST DATA AND THE MEANS TO ACT ON THEM

The Census Bureau and our partners have access to a comprehensive set of data that inform our understanding of audience members’ propensity to self-respond to the census as well as their preferred modes of communication, language preferences, living arrangements, interests, and other characteristics. With advances in digital media technology, the Census Bureau can use these data to improve communications with different individuals and groups across the country, sending targeted messages to small clusters as various communications channels allow. The proliferation of owned media—the properties that the Census Bureau directly controls, such as our social networks—and the low costs associated with developing webpages and digital content for distribution empower the Census Bureau to create electronic materials and notices in many forms and to share them through the channels preferred by various audiences. Such advances and cost-saving potential are not restricted to the digital sphere; the strategic use of data will also allow for a better understanding of, for example, which neighborhoods to target with outdoor and print ads and which interest groups to reach at

which events. Data will also help in identifying the strongest influencers to persuade hard-to-count (HTC) audiences to participate.

USE OF BRANDASSET VALUATOR® (BAV®)

BrandAsset Valuator® (BAV®) is a proprietary tool of the Census Bureau’s communications contractor and is considered the world’s largest brand equity model and database of brand ratings. This tool will help identify overarching existing perceptions of the Census Bureau brand. It will not provide specifics about decennial-driven messaging to educate and motivate people during a response period, but it can help the Census Bureau understand the context for messaging and inform us about perceptions of the brand imagery to help us set the tone for creative development.

The U.S. BAV® survey measures approximately 3,500 brands, across about 200 categories, on four key measures of equity and a consistent set of brand imagery attributes. The four key measures of equity measured are:

1. **Differentiation:** a brand’s unique meaning and momentum.
2. **Relevance:** how a brand fits into people’s lives.
3. **Esteem:** how well a brand is regarded and liked.
4. **Knowledge:** how well people know and understand a brand.

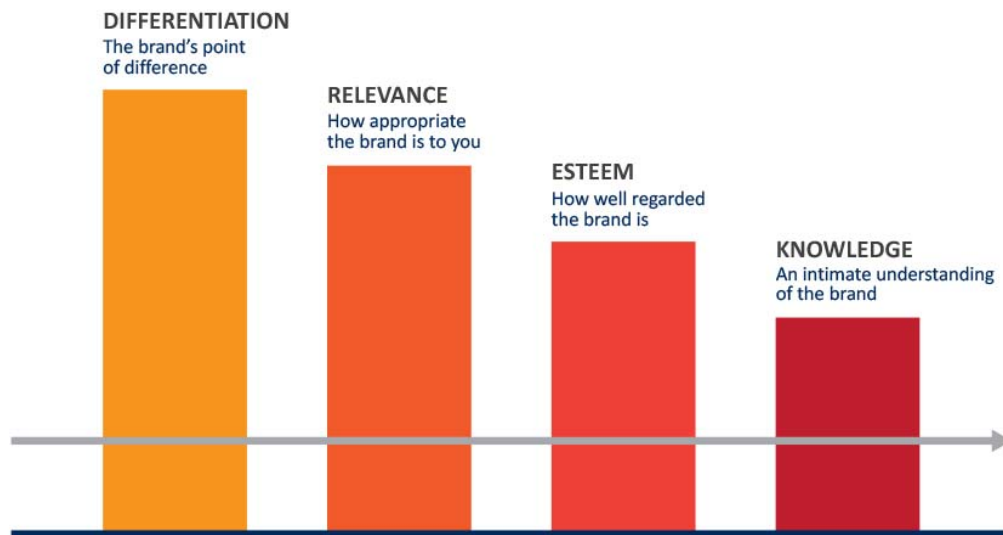


Figure 1: BAV Measures of Equity

The wide range of brands measured using BAV® allows for a comparison of the Census Bureau brand with other government brands as well as with some successful and well-established commercial brands. These insights can suggest communications brand personalities and tones that we may want to explore for the 2020 Census campaign.

INFLUENCERS DRIVING MEDIA CONSUMPTION

The range of individuals and organizations that influence people on major national or world issues has evolved dramatically in the past decade—as have the ways in which they reach their followers. These days, news consumption is more specific to a show, network, or individual than to a platform (e.g., TV, radio, or website) (Norman, 2016). Influencers like Tomi Lahren, Sean Hannity, and Rachel Maddow are found not simply on a daily broadcast but also on the radio, YouTube, Facebook, Snapchat, podcasts, branded apps, SoundCloud, and more. Even large media organizations like CNN, Fox News, and NPR have adjusted to a landscape where people follow one organization or person across many channels. And social media influencers are not always just news personalities. They can specialize in areas like sports, makeup techniques, and gaming, therefore reaching more diverse audiences. These channels can have millions of followers who observe the influencers’ behaviors and listen to their opinions and recommendations in areas that go far beyond their specialties.

People may say they are not loyal to any one organization or influencer, but their behavior says otherwise (Mitchell, Gottfried, Barthel, & Shearer, 2016). With the advent of algorithms driving what we see online, many Americans never have to encounter media points of view outside of their own. In addition, penetrating these spheres of influence may prove more difficult than in previous censuses, creating barriers that the Census Bureau has not yet encountered. Understanding the impact of these influencers on U.S. audiences will be important to the communications strategy for the 2020 Census.

CHANGES IN THE MEDIA ENVIRONMENT AND AVAILABLE CHANNELS

The media landscape, particularly the digital media landscape, is constantly shifting as new technologies are developed and refined, and as customer interest grows and fades. The proliferation of available new media platforms—and the increased amount of media that many people encounter in their daily lives—makes it vital for the Census Bureau to identify those channels that will break through the clutter and engage disparate audiences in 2020, when the landscape could be far different from how it was in 2010 or how it is currently.

Social Media Channels and Outlets: Since 2010, many new social media platforms and media outlets have risen to prominence, and the walls between social and traditional media outlets have been broken down. As of 2016, most Americans get at least part of their news from social media, making it important as a source of information they can trust (Gottfried & Shearer, 2016).

Here are just a few of the social media channels that have launched since 2010:

- **Instagram** (2010) is a free online photo- and video-sharing platform. It allows users to upload, edit, and share photos with other members through the Instagram website, email, and other social media sites. Instagram reported having more than 500 million monthly active users as of 2016.
- **Pinterest** (2010) is a social platform for users to share and categorize images and other media content they find online, using collections or “boards.” It has more than 150 million monthly users (Addady, 2016).
- **WhatsApp** (2010) is a cross-platform instant messaging application that allows users to send and receive messages, calls, photos, videos, documents, and voice messages. It reported having more than 1 billion users worldwide (WhatsApp, 2016).
- **LINE** (2011) is a messaging app that was launched in Japan in the wake of the 2011 earthquake. It is the most popular social app in Japan and many East Asian countries, and it is seeing adoption in Spanish-speaking countries (LINE, 2012). LINE was introduced in the United States in 2013.
- **WeChat** (2011) is a cross-platform instant messaging app launched in China in 2011 with strong adoption by many people living in the United States who are from mainland China. It has more than 700 million monthly active users globally (BI Intelligence Staff, 2016).
- **Snapchat** (2011) is an image-based messaging and content/news app that stores posts for brief periods of time. The app has more than 60 million daily active users in the United States and Canada (Kokalitcheva, 2016) and is very popular with people younger than 34 (Novet, 2017).
- **Medium** (2012) is a blogging, social networking, and community-oriented platform with 25 to 30 million monthly visitors. Its content ranges from personal blog posts to pieces from top-tier media, government, and nongovernment organizations (Segall, 2016).
- **Whisper** (2012) is a website and app where more than 30 million active monthly users (Swant, 2016) share secrets anonymously. It is most popular with people younger than 18 (Williams, 2015). Whisper has partnered with the Ad Council and Anti-Defamation League on anti-bullying and anti-hate campaigns (Ad Council, 2016).
- **Musical.ly** (2014) is a video creation and sharing app, with 20 million daily active users in the United States (Pham, 2016). More than 50 million of its users are younger than 21 (Friedlander, 2016).
- **Periscope** (2015) is a livestreaming video app, owned by Twitter, with approximately 1.9 million daily active users (Ghergich, 2017).

Even major platforms that were used by the Census Bureau during the 2010 Census, such as Facebook and Twitter, are evolving. For instance, Facebook Messenger (2011) and Facebook Live (2016) continue to shape the way diverse audiences communicate online.

Social Sharing Through Private Channels: Social sharing that occurs without a direct, measurable click-thru for web and app links—primarily the copying and pasting of links into social media and messaging platforms—is known as “dark social.” This activity represents about 70 percent of all social sharing (Beck, 2014). It is important to note that dark social is difficult to track because of the limitations of web analytics tools in capturing how links are shared. As a result, marketers need to monitor them carefully, considering how reach is measured on these channels. The Census Bureau is watching such activity closely to glean relevant insights and ideas for engaging diverse audiences.

The Census Bureau is committed to monitoring rapidly evolving advertising and social media platforms and trends, such as mobile advertising and digital streaming services, to identify those that are the most advantageous for the 2020 Census campaign. Further, we will assess the latest media buying trends and options to identify the most effective (and cost-efficient) outlets available.

AUDIENCE-BASED INSIGHTS

An accurate and nuanced understanding of the U.S. population will be crucial for a successful 2020 Census campaign. The demographic and cultural makeup of the U.S. population continues to increase in complexity, resulting in a growing number of households and individuals of diverse backgrounds (U.S. Census Bureau, 2015). By the time the 2020 Census is conducted, more than half of the nation’s children are expected to be part of a minority race or ethnic group. The overall U.S. population is expected to follow a similar trend, becoming majority-minority in 2044 (U.S. Census Bureau, 2014a).

A key component of campaign research will be to better understand and characterize audiences based on key factors such as likelihood to respond, attitudes, and demographics—including non-racial demographics such as geographic location, education level, and age. These audiences will not be limited to race- and ethnicity-based groupings, and their characteristics will be detailed in future iterations of the plan.

INPUTS FROM MULTICULTURAL OUTREACH AND COMMUNICATIONS PARTNERS

A research-driven, audience-centered approach to campaign strategy, creative development, and execution involves multicultural agencies and specialized communications partners from the start. The Census Bureau’s multicultural outreach partners contribute established best practices and critical insights that have informed our initial understanding of key audiences, which will be enhanced by campaign research activities. The insights in the following sections

have been developed by these partners’ subject matter experts, who have an intimate understanding of each community outlined.

Table 1: Target Audience and Contractor Expertise

Target Audience Served	Census Bureau Contractor
African American/Black Audiences	Carol H Williams is a full-service marketing agency with offices across the United States and expertise in leading national and local campaigns to reach African American audiences. The agency is a member of the American Association of Advertising Agencies and the American Advertising Federation, and experts at the agency attend digital conferences led by groups like AdAge and Digiday to keep up with technology trends and how they affect the African American market. Carol H Williams also participates in numerous multicultural conferences, such as ADCOLOR, ColorComm, and other broadcast and print journalism conferences. These activities keep the agency acutely aware of industry trends and the ever-changing emerging media and research landscapes.
American Indian and Alaska Native (AIAN) Audiences	G+G Advertising has been a leader in AIAN advertising and in outreach to AIAN audiences for more than 20 years, and the firm was a team member for the 2000 and 2010 Census campaigns. G+G Advertising consistently stays up to date on new and current media as well as trends within the AIAN market. Through its client work and ongoing environmental scans, the firm remains attuned to the best modes of communication for reaching its target audiences. G+G Advertising is represented on the executive board of the Rocky Mountain Tribal Leaders Council and was recognized as the 2016 Rocky Mountain Indian Chamber of Commerce National Business of the Year.
Asian American Audiences	TDW+Co is a cross-cultural agency providing support in more than 24 languages, with more than two decades of experience in reaching Asian American audiences. TDW+Co participates in digital communications-focused webinars and workshops such as Centro 3T, Quantcast Programmatic Academic, Facebook Blueprint modules, and Google DoubleClick trainings. As a member of the Asian American Advertising Federation, the agency has access to the latest industry insights, including ethnic and digital media trends. The agency also regularly attends media conferences, including those of the Asian American Advertising Federation and Association of National Advertisers, and also subscribes to media source information to closely observe the interests and behaviors of the audiences it serves.
Hispanic Audiences	Culture ONE World is an integrated communications agency that has developed nearly 100 fully integrated Hispanic market campaigns in almost every branch of federal government. Culture ONE World manages the Hispanic media portions of some of the largest annual federal government campaigns, including a national campaign to prevent distracted driving for the National Highway Traffic Safety Administration, as well as those for nongovernmental and private sector organizations such as AT&T. Culture ONE World’s work involves maintaining contact with media industry representatives and participating in industry conferences—and the use of the latest digital platforms affords the company insight into evolving media outlets and technologies. The agency sits on the Google Public Sector Advisory Council and has been asked to speak at the last two annual VidCon events, which bring together thousands of digital and video industry influencers.

Target Audience Served	Census Bureau Contractor
Native Hawaiian and Pacific Islander (NHPI) Audiences	A leader in reaching NHPI audiences, The Kālainmoku Group is an agency based in Hawaii with offices in Guam, the Northern Mariana Islands, and American Samoa. The principals of The Kālainmoku Group sit on nonprofit boards and provide contract work for major organizations that continuously monitor and use outlets and technologies that resonate with its audiences—including Kamehameha Schools, the Native Hawaiian Legal Corporation, Office of Hawaiian Affairs, Department of Hawaiian Home Lands, and Hawaii Tourism Authority.
Puerto Rican Audiences	Y&R San Juan is a creative agency and member of the Y&R Advertising family with experience reaching Puerto Rican audiences through compelling advertising campaigns. A partner in the 2000 Census campaign, Y&R San Juan is completely immersed in its key audience of Puerto Rican residents, having worked with MMM, a local Medicare Advantage plan, for more than 10 years. Y&R San Juan has access to the same marketing and consumer behavior information used by Y&R Advertising for reaching diverse mass audiences.

Additional Audience Considerations: While the Census Bureau is working with partners that have expertise in reaching major segments of the U.S. population, we recognize that there are numerous and nuanced population groups that must be addressed as our research and planning progresses. In addition to the audiences listed above, future drafts of the 2020 Census Integrated Communications Plan will include additional consideration of how the Census Bureau can reach many varied audiences, including:

- Diverse mass audiences, including audiences of varying levels of education, income levels, and geographic areas.
- Middle Eastern or North African (MENA) audiences.
- Veterans and members of the military.
- The population ages 65 and over.
- The homeless population.
- Migrant and/or transitory populations.
- Parents of young children (ages 0 to 5), who are important audiences when considering the undercount of young children.
- Lesbian, gay, bisexual, transgender, and questioning (LGBTQ) audiences.

Additional audience groups and agency partners may be included at later stages of plan development.

INITIAL AUDIENCE INSIGHTS

The information described in the following tables, developed with our multicultural outreach and communications partners, offer initial insights into our understanding of important multicultural audiences.

Table 2: Insights on African American/Black Audiences

Audience	African American/Black
Overview	<p>African Americans are an incredibly heterogeneous group. The Black diaspora in the United States includes foreign- and native-born individuals from many different countries and backgrounds. Among present-day foreign-born individuals, immigrants from Egypt, Ethiopia, Ghana, Haiti, Jamaica, Kenya, Nigeria, Tobago, and Trinidad are highly represented. Native-born African Americans and those of mixed ethnicity trace their lineage to numerous other countries and backgrounds.</p>
Audience Profile by Cluster	<p>Detailed audience profiles will be developed from rich behavioral and demographic segmentations as part of campaign research activities.</p>
Insights	<p>General Makeup:</p> <p>According to the 2011–2015 American Community Survey 5-Year Estimates:</p> <ul style="list-style-type: none"> • Those who identify as one race, African American, make up 12.6 percent of the U.S. population. Those who identify as African American alone or in combination with one or more other races make up 13.8 percent of the U.S. population (U.S. Census Bureau, 2011–2015, Table: DP05). • Among African Americans, 19.5 percent have a bachelor’s degree, compared with 29.8 percent of the general U.S. population (U.S. Census Bureau, 2011–2015, Table: S1501). • The median age of African Americans in the United States is 33.2 (U.S. Census Bureau, 2011–2015, Table: B01002B), compared with the general population’s median age of 37.6 (U.S. Census Bureau, 2011–2015, Table: S0101). • The median household earnings in the past 12 months for African Americans were \$35,695, compared with \$53,889 among the general population (U.S. Census Bureau, 2011–2015, Table: S1903). • Renters account for 57.6 percent of African Americans (U.S. Census Bureau, 2011–2015, Table: B25003B), compared with 36.1 percent of the general population (U.S. Census Bureau, 2011–2015, Table: B25003). <p>Detailed Makeup:</p> <ul style="list-style-type: none"> • African Americans are the fastest-growing indigenous population in the United States; This population’s growth is outpaced only by Asian and Hispanic immigrants. • Foreign-born Africans come from all over the continent, but the largest countries of origin for African immigrants are Nigeria, Ethiopia, Egypt, Ghana, and Kenya. These five countries accounted for half the foreign-born African population in the United States in 2015 (Anderson, 2017). • The United States has also seen an influx of migration from the Caribbean and Central and South American regions, with many immigrants seeking the opportunity for work and safety from rising conflicts in those areas.

Audience	African American/Black
	<ul style="list-style-type: none"> • Many people from impoverished nations also seek to migrate to the United States for a better education. The Diversity Visa program, implemented in 1990 for legal migration into the United States, quickly increased the number of immigrants, especially those from Nigeria, Egypt, Ghana, and Kenya. • The African American population skews younger than the general population, with more than half the segment younger than 35 and two-thirds younger than 50 (U.S. Census Bureau, 2010d). <p>Finance and Education:</p> <ul style="list-style-type: none"> • In 2015, African Americans controlled almost \$1.2 trillion in buying power, 8.6 percent of the nation’s total—a 21 percentage point increase over 2010, according to the Selig Center for Economic Growth (Weeks, 2015). <p>Attitudes and Beliefs:</p> <ul style="list-style-type: none"> • While African American/Black populations are varied, with different attitudes, behaviors, and beliefs, ethnic pride carries across these diverse groups. A large majority of this group agrees that ethnicity is a significant part of their identity (Charmaraman & Grossman, 2010). • This ethnic pride carries over into what this audience expects from media and advertisements. Eighty-seven percent of African Americans report believing that ethnic recognition is important, compared with 59 percent of the general population (Nielsen, 2014a). • Compared with the general population, African Americans are 30 percent more likely to believe diversity in advertising is important, and 38 percent are more likely to make a purchase when the advertisements include African American people (Nielsen, 2014). • African Americans are markedly more religious on a variety of measures than the U.S. population as a whole—including level of affiliation with a religion, attendance at religious services, frequency of prayer, and the importance of religion in life (Pew Research Center, 2009). • Historically, the Black church has been equated with helping communities as a source of support, resources, civic engagement, and bare necessities, when not otherwise provided. This institution provides support at various levels across social classes within the African American community (Shuck, 2015). • While most of the African American/Black population in the United States is Protestant, 40 percent of native-born Muslim Americans identify as Black (Pew Research Center, 2011). <p>Media Habits and Consumption:</p> <ul style="list-style-type: none"> • African American consumers are deliberately seeking providers and services that meet their needs culturally (e.g., stores that carry beauty products that are right for their skin type). These consumers also spend more money on quality products that work well for their skin, hair, etc., meaning that they do not waste money on products that are not effective for them. • This audience spends 44 percent more time on education and career websites than does the population as a whole (Curry, 2013).

Audience	African American/Black
	<ul style="list-style-type: none"> Seventy percent of Black individuals own a smartphone, compared with 64 percent of the total U.S. population (Smith, 2015). This audience is 65 percent more likely to listen to a local radio station online compared with the general market (Nielsen, 2013). From a consumer perspective of how African Americans choose their brands, values encompassed by the top African American brands include authenticity, connectivity, and continuous improvement. African Americans have historically been and remain a driving force behind urban culture and influence. Urban influence is exhibited through fashion, music, food, sports, show business, and media—all key avenues for reaching the urban African American market. Targeting African Americans through messaging generates return on investment within the segment itself and can have a broad-reaching impact within the total market (Latinum Network, 2016).
Possible Factors Impacting Likelihood to Respond	<p>Based on the experience of our multicultural expert partners, the lower-income, less educated segment of this population may be less likely to respond because of several factors, including:</p> <ul style="list-style-type: none"> High distrust of government as a result of historic and consistent disenfranchisement. Unequal distribution of and limited access to educational resources, schools, hospitals, roads, and jobs. <p>In addition, African American Muslims and immigrants are likely to be hard to count. It may be more likely that educated, less socially conscious, middle class, or transcendently wealthy African Americans will respond more readily, considering that they make more money and thus are able to participate in the economy in a way that benefits them and may feel less disenfranchised by regulations.</p>
Paid Media Considerations	<p>Both digital and traditional media will be important, provided the selected channels align with audience interests. Although African American audiences over-index on a great deal of media, they are very deliberate in their choices. Content that speaks to their unique experiences will be prioritized over generalized expressions targeted to larger audiences.</p> <ul style="list-style-type: none"> Social TV—the act of live-commenting on an awards show or highly rated show during its first run—is a great example of the connection and interaction that many African Americans look for from their media activity. Relevant and critical digital paid media to use in reaching the African American market include paid social media, digital retargeting, streaming radio, and culturally relevant digital publishers (including legacy print media available in digital formats, podcasts, and posts by influential bloggers). Digital media is a highly efficient way to engage African American audiences on platforms where they spend most of their time. Among African Americans, 91 percent own and access the internet with their smartphones, which allows for real-time engagement, content-sharing, and storytelling (Nielsen, 2016c). Sixty-two percent of African Americans are more likely than other populations to think that advertising content accessed through mobile phones and devices is useful (Nielsen, 2014). Fifty-three percent of African Americans have agreed that TV ads provide useful information about new products and services (Nielsen, 2014).

Audience	African American/Black
	<p>For traditional paid media, television is still an effective medium for reaching African American consumers, as on average they watch 10 hours of programming per week, which is 1.2 times more than the overall U.S. population (Cohen, 2015b). If TV maintains its current trend of offering more diverse programming, such as FX’s “Atlanta,” Fox’s “Empire,” OWN’s “Greenleaf” and “Queen Sugar,” and ABC’s slate of shows featuring Shonda Rhimes, the Census Bureau can count on opportunities to reach African American consumers through both networks and national cable channels.</p> <ul style="list-style-type: none"> • Multiscreen usage in the age of connected TV and digital video (DV) continues to increase as more consumers—particularly millennials—become “cord cutters.” • Connected TV services, such as Roku and Amazon Fire TV, have benefited from this shift, as have DV services like Hulu, Netflix, Crackle, and Amazon. • African Americans continue to over-index on time spent watching linear TV (network and cable). However, eroding audience size and ratings make it necessary to include DV to extend the reach of messaging (Nielsen, 2014). <p>Social media considerations include the following:</p> <ul style="list-style-type: none"> • African American/Black consumers are sharing more third-party content that mimics their personal views. • Consumers are looking for more ways to communicate with friends and family members privately, while still maintaining access to the native tools available through their smartphones (i.e., emojis, stickers, and GIFs).

Table 3: Insights on American Indian and Alaska Native (AIAN) Audiences

Audience	American Indian and Alaska Native (AIAN)
Overview	<p>AIAN individuals live in all 50 states within various populations. The total AIAN population (AIAN alone, or in combination with one or more other races) is 5.3 million, or 1.7 percent of the U.S. population. Those included represent various tribal backgrounds and speak more than 250 languages (although English is usually understood) (Tribal Court, 2016).</p> <p>About 28 percent of the AIAN population is younger than 18 (based on data for those who identify as AIAN alone) (U.S. Census Bureau, 2011–2015, Table: B01001C), compared with only 23.3 percent of the total population that is younger than 18 (U.S. Census Bureau, 2011–2015, Table: S0101). The median age for members of the AIAN population living on reservations is 26, compared with 37.6 for the entire nation (NCAI, 2017).</p> <p>The AIAN population under age 25 makes up 39.8 percent of the total AIAN population (based on data for those who identify as AIAN alone) (U.S. Census Bureau, 2011–2015, Table: B01001C), whereas the U.S. population under age 25 is only 33.1 percent of the total population (U.S. Census Bureau, 2011–2015, Table: S0101).</p> <p>The states with the highest proportion of AIAN individuals are Alaska (19.5 percent), Oklahoma (12.9 percent), and New Mexico (10.7 percent) (U.S. Census Bureau, 2011–2015, Table: S0101).</p>
Audience Profile by Cluster	Detailed audience profiles will be developed from rich behavioral and demographic segmentations as part of campaign research activities.

Audience	American Indian and Alaska Native (AIAN)
Insights	<p>General Makeup:</p> <p>According to the 2011–2015 American Community Survey 5-Year Estimates:</p> <ul style="list-style-type: none"> • Those who identify as one race, AIAN, make up 0.8 percent of the U.S. population. Those who identify as AIAN alone or in combination with one or more other races make up 1.7 percent of the U.S. population (U.S. Census Bureau, U.S. Census Bureau, 2011–2015, Table: DP05). • Among the AIAN population, 13.8 percent have a bachelor’s degree, compared with 29.8 percent of the general U.S. population (U.S. Census Bureau, 2011–2015, Table: S1501). • The median age of AIAN individuals in the United States is 32 (U.S. Census Bureau, 2011–2015, Table: B01002C), compared with the general population’s median age of 37.6 (U.S. Census Bureau, 2011–2015, Table: S0101). • The median household earnings in the past 12 months for AIAN individuals were \$37,408, compared with \$53,889 among the general population (U.S. Census Bureau, 2011–2015, Table: S1903). • Renters account for 46.9 percent of the AIAN population (U.S. Census Bureau, 2011–2015, Table: B25003C), compared with 36.1 percent of the general population (U.S. Census Bureau, 2011–2015, Table: B25003). <p>From experience working on the 2010 Census, it is known that AIAN populations are not likely to be persuaded solely by an advertisement, partnership, public relations, grass-roots effort, or poster to complete and return their census questionnaire. It is a combination of these strategies—engaging and enlisting critical partners, the right media, community relations, new technology, special events, traditional advertising, and more—that can encourage behavior change and, ultimately, drive results.</p> <p>Motivating personal action requires tapping a complex combination of beliefs and supports. Responders must be aware of the action, believe that the benefits of that action outweigh the risks or costs, view the action as easy to do, believe that it conforms to their cultural and social beliefs, know that others are doing it, be fully aware that there are consequences associated with failing to act, and have the skills and access to take the action.</p> <p>Housing and Infrastructure:</p> <ul style="list-style-type: none"> • American Indians are increasingly becoming homeowners; their homeownership rate has grown by 40 percent over the last 10 years. • Indian Reservation Roads (IRR) comprise more than 104,000 miles of public roads and are owned by the Bureau of Indian Affairs, Indian tribes, states, and counties. More than 65 percent of the system is unimproved earth and gravel, and approximately 24 percent of IRR bridges are classified as deficient (NCAI, 2017). • While the number of fatal crashes per year in the nation declined by 2.2 percent over the past 25 years, the number of fatal motor vehicle crashes per year on Indian reservations increased by 52.5 percent (NCAI, 2017). <p>Education:</p> <ul style="list-style-type: none"> • The number of AIAN students enrolled in colleges and universities and the number of postsecondary degrees awarded have more than doubled in the past 30 years (DeVoe, Darling-Churchill, & Snyder, 2008).

Audience	American Indian and Alaska Native (AIAN)
	<ul style="list-style-type: none"> Only 5 percent of AIAN Americans have received graduate or professional degrees, compared with 10 percent of the U.S. population. Only 13.8 percent of the AIAN population have earned bachelor’s degrees, compared with 29.8 percent of the U.S. population (Census, 2011–2015, Table: S1501). <p>Media Habits and Consumption:</p> <ul style="list-style-type: none"> Mass media will provide the venue for building awareness among most members of the AIAN population, but for others—such as those who distrust or mistrust the government; are homeless, disabled, or poorly educated; live on a reservation or in a remote island area or temporary housing; or worry that their personal data might not be safe with the Census Bureau—the support of a program that embraces a combined communications strategy will be critical to move from awareness, to intention, to action.
Possible Factors Impacting Likelihood to Respond	<p>Based on the experience of our multicultural expert partners, it is possible that specific groups within the AIAN population share views and opinions that may discourage response. Some of these viewpoints could include:</p> <ul style="list-style-type: none"> A disbelief that the count will provide personal benefits. A historical belief that past interaction and experiences include broken promises. An increasing mistrust and distrust of government and misperceptions about the census and its purpose. An inherent intention to avoid being counted. An increasing sensitivity about releasing personal information. The misconception that “my tribe/government or corporation already counts me.” <p>Contrarily, some motivating factors may include:</p> <ul style="list-style-type: none"> Family involvement in decision-making, for generations. Classification of tribes. Value of the census to tribes. Funding for needed tribal services.
Paid Media Considerations	<p>Based on the experience of our multicultural expert partners, a paid media approach to reach AIAN audiences should aim to increase the legitimacy of the Census Bureau and offer opportunities to communicate through multiple channels. A sample proposed media mix follows:</p> <p>Television: Cable and network television can reach a large proportion of AIAN communities, offer some selectivity in reaching the target audience, and have a high level of impact and audience recall. Among AIAN populations, TV is an inexpensive form of entertainment for the whole family. We would buy ad spots in markets that have high populations of target audience segments.</p> <p>Radio: Benefits of spot radio include the immediate delivery of the message and high frequency. Radio is highly available and targets local audiences, both off and on reservations. Radio would be purchased on and off reservations, and in both AIAN and border towns.</p>

Audience	American Indian and Alaska Native (AIAN)
	<p>Billboards: In the experience of our AIAN cultural partners, billboards provide the greatest reach among all media and the lowest cost per thousand exposures. Billboard advertising offers location selectivity and a very high frequency of reach among these populations. Billboards purchased would be on and off reservations and near high migration patterns of these target audiences.</p> <p>Newspapers: In the experience of our AIAN cultural partners, newspaper ads rank highest for believability among all media among these populations. Newspapers offer large amounts of local coverage and immediate (daily) delivery of the message. This type of outlet is effective for reaching mass audiences, and it offers ways to target specific audiences. There are currently more than 100 AIAN newspapers or border town papers that specifically target AIAN populations throughout the United States, including Alaska.</p> <p>Magazines: Magazines are a viable tool for reaching this audience and, in the experience of our AIAN cultural partners, are generally found in many of the Indian Health Service waiting rooms throughout Indian country. In addition, the costs of magazine advertisements have gone down.</p> <p>Internet: In the experience of our AIAN cultural partners, the internet is becoming an increasingly important communications tool among AIAN populations, both at home and in schools. This channel should be considered for its reach across AIAN websites and local AIAN online newspapers and information-based sites, as well as on social media sites.</p> <p>Promotions/Events: Promotional tactics for a grass-roots approach will be tied to AIAN events. The focus will be to spread the message of the census through community gatherings and larger, national AIAN events—including powwows like the Gathering of Nations. This will be achieved with local street teams, Census booths, banners, and promotional items.</p>

Table 4: Insights on Asian American Audiences

Audience	Asian American
Overview	<p>The Asian American population is 16,235,305 (Census, 2011–2015, Table: DP05). It is diverse, but it shares a rich culture. The culture of Asian Americans is reflected in the common Asian heritage, embodied in arts and artifacts, language, and eating habits. The environment and surroundings also shape Asian Americans’ identities. In the experience of our Asian American cultural partners, first-generation Asian Americans have a more culturally ingrained mindset than the second generation, reflecting important cultural values and mores that need to be considered when reaching this audience.</p> <p>The Asian American audience is growing, having jumped 25 percent from 2009 to 2014 due to immigration and births. The largest growth is expected for 2014 to 2019 in the West and South (Nielsen, 2016a).</p> <p>Asian Americans tend to have higher incomes than the population as a whole, and they are often well-educated (Nielsen, 2016b). Asian Americans are also often perceived as the “model minority,” a myth that stereotypes all Asian Americans as well-off and successful and that neglects to acknowledge diversity and disparity within the population (Wingfield, 2016).</p>

Audience	Asian American
Audience Profile by Cluster	Detailed audience profiles will be developed from rich behavioral and demographic segmentations as part of campaign research activities.
Insights	<p>General Makeup:</p> <p>According to the 2011–2015 American Community Survey 5-Year Estimates:</p> <ul style="list-style-type: none"> • Those who identify as one race, Asian American, make up 5.1 percent of the U.S. population. Those who identify as Asian American alone or in combination with one or more other races make up 6.1 percent of the U.S. population (U.S. Census Bureau, 2011–2015, Table: DP05). • The median age of Asian Americans in the United States is 36.3 (U.S. Census Bureau, 2011–2015, Table: B01002D), compared with the general population’s median age of 37.6 (U.S. Census Bureau, 2011–2015, Table: S0101). • The median household earnings in the past 12 months for Asian Americans were \$74,245, compared with \$53,889 among the general population (U.S. Census Bureau, 2011–2015, Table: S1903). • Renters account for 42.1 percent of Asian Americans (U.S. Census Bureau, 2011–2015, Table: B25003D), compared with 36.1 percent of the general population (U.S. Census Bureau, 2011–2015, Table: B25003). <p>Detailed Makeup:</p> <ul style="list-style-type: none"> • The Asian American audience (alone or in combination with one or more other races) grew by 18.3 percent between 2010 and 2015 (U.S. Census Bureau, 2015). • Asians make up 30 percent of the nation’s immigrants, with China and India replacing Mexico as the top countries of origin for immigrants in the United States (Zong & Batalova, 2016a). • Asian Americans are on pace to become the largest foreign-born group in the country by 2055 (Zong & Batalova, 2016a). • Nearly 75 percent of Asian Americans reside in 10 states (U.S. Census Bureau, 2012). • The largest group of Asian Americans is Chinese or of Chinese descent, followed by Asian Indian, Filipino, Vietnamese, Korean, and Japanese populations. Migrants and refugees are also members of this group, and emerging groups within the Asian American communities include the Bangladeshi, Cambodian, Hmong, Indonesian, Laotian, Malaysian, Pakistani, Sri Lankan, Taiwanese, and Thai communities (U.S. Census Bureau, 2015). <p>Language:</p> <ul style="list-style-type: none"> • The Asian American population speaks a range of languages. Many Asian American population segments have multiple languages that break down into even more dialects. For example, within the United States, there are eight dominant languages and dialects within the Chinese segment: Cantonese, Formosan, Fuchow (Fuzhou), Hakka, Hsiang (Xiang), Kan (Gan), Mandarin, and Wu (U.S. Census Bureau, 2013). • Aside from the spoken languages in the United States, the Chinese segment also has two written languages: simplified and traditional Chinese. The choice of spoken and written language can be a good indicator for how the individual self-identifies in terms of cultural background (Tabouret-Keller, 1997).

Audience	Asian American
	<p>Finance and Education:</p> <ul style="list-style-type: none"> Asian Americans are the wealthiest of U.S. populations on a per-household basis. They have a median household income of \$74,245, 38 percent higher than the national median household income of \$53,889 (U.S. Census Bureau, 2011–2015, Table: S1903). With 51.4 percent having earned a bachelor’s degree or higher, Asian Americans over-index the national rate of 29.8 percent (U.S. Census Bureau, 2011–2015, Table: S1501). The number of businesses owned by Asian Americans grew by 24 percent between 2007 and 2012 and saw the highest percentage sales increase among businesses owned by any population segment. Of the 87 U.S. startup companies valued at more than \$1 billion, 19 were founded by Asian Americans (Nielsen, 2016b). Spending patterns indicate that on average Asian Americans spend more than Americans as a whole on housing, groceries, transportation and travel, clothing and apparel, and child care (Nielsen, 2016b). Asian Americans’ total current buying power is \$825 billion and is expected to increase to \$1.1 trillion by 2020 (Nielsen, 2016b). <p>Attitudes and Beliefs:</p> <ul style="list-style-type: none"> Faith-based organizations are an important bridge among the Asian American community. Christians are the largest religious group among Asian American adults, and the unaffiliated group is the second-largest. Other religious groups include Buddhists, Hindus, Muslims, and Sikhs (Pew Research Center, 2012). Respect for elders is a trait shared by many Asian American families, as is recognizing the importance of family. Acknowledgement and respect for the family unit is prominent, relying on extended family members as support systems. Asian Americans turn to family and friends first as a trusted resource (Guillermo, 2014). More than any racial or ethnic group, the vast majority of Asian Americans (73 percent), compared with 49 percent of the general population, believes that caring for parents is expected of them (Guillermo, 2014). A study also found that 42 percent of Asian Americans ages 45–55—nearly twice the percentage of the total population—were helping to care for their elders (Guillermo, 2014). A significant number of Asians come to the United States to pursue higher education. The pursuit of a college degree or other advanced degree leads to professional jobs—then the individual typically becomes the anchor in the United States and family members are brought over through family visas (U.S. Department of State, 2017). Academic achievement and hard work are mindsets instilled in many Asian American children at a young age (Breitenstein, 2013). International students from Asia represent a large potential hard-to-count (HTC) population because of their lack of knowledge about and awareness of the census. China is the single biggest source of foreign college students in the United States, and most of the increase in the number of foreign college students over the past 15 years can be attributed to Chinese students (Desilver, 2015). Asian American parents frequently see their children’s academic success as a ticket out of the toil and sacrifice that they experienced in their own adult lives. Many of them view hard work in schools as a small price to pay for a lifetime of security (Yang, 2015).

Audience	Asian American
	<p>The “Model Minority” Myth:</p> <ul style="list-style-type: none"> Asian Americans are seen as a group “whose hard work, initiative, personal responsibility, and success” make them a “model minority” in the United States. But certain groups within the general population skew the data. This myth is problematic for Asian Americans because it implies that the population does not require assistance, experience discrimination, or face challenges similar to those experienced by other minority groups (Wingfield, 2016). While incorrect headlines portray all Asian Americans as wealthy, the appropriate use of disaggregated economic data will provide an accurate portrait of this population’s status and correct the misconceptions about the “model minority” (Nam, 2015). This stereotype plays an important role in the intense pressure to perform felt by many Asian American students, contributing to negative outcomes such as depression and even suicide within this group (Lee, 2009). <p>Media Habits and Consumption:</p> <ul style="list-style-type: none"> While most Asian Americans consume media in both English and non-English, there are nuanced differences in media content usage among different Asian segments (Asian American Federation, 2016). Fifty-one percent of Asian Americans say they are receptive to advertising on tablets or mobile phones if it means they can access content for free, and 35 percent prefer ads that contain geographically relevant information (Nielsen, 2013). Familiarity also leads to clicks among Asian Americans, as 35 percent said they would be willing to click on an ad for a brand they already know about (Nielsen, 2013). Asian American audiences may be well-served by outreach through the latest technology, as they are often early adopters. Asian Americans tend to be tech-savvy, and they over-index in smartphone usage, online video consumption, and internet connectivity (Nielsen, 2016b). Ninety-three percent of Asian American households have high-speed internet access. Asian Americans agree, at a higher rate than the total population, that going online is one of their favorite pastimes, is a main source of entertainment, and keeps them connected to their friends (Nielsen, 2016b).
Possible Factors Impacting Likelihood to Respond	<p>Based on the experience of our multicultural expert partners, portions of this audience may be hard to count or hard to reach because of cultural and language barriers. They also may lack familiarity with the census and may not understand or support its purpose. In addition, they may not understand the potential benefits of participating.</p> <p>Specific HTC segments within the Asian American audience include young and mobile individuals, renters, refugees, immigrants, adoptees, undocumented immigrants, international students, English language learners, low-income individuals, older people in retirement homes/home care, and nonimmigrant workers and their families. Education about the census and the benefit of being counted, as well as clear non-English instruction on how to respond, will be key to improving the response rate.</p>

Audience	Asian American
Paid Media Considerations	<p>Given Asian Americans’ diverse cultural backgrounds, there are limited national media vendors from which the Census Bureau can buy in large scale. The majority of appropriate media is made up of smaller “mom-and-pop shops” that are locally operated in each market by ethnic segment (Nielsen, 2016b).</p> <ul style="list-style-type: none"> • The majority of Asian Americans consume print media—whether in print, online, or from a mobile device—on a weekly basis as their primary source of local news (Asian American Advertising Federation, 2016). • Asian American viewers are moving toward broadband-only TV access at nearly twice the rate of the general population. Subscription video on demand is now found in 68 percent of Asian American households, outpacing adoption among households in the general population by 21 percent (Asian American Advertising Federation, 2016). • Non-English-language programming will be a strong venue for reaching those who prefer languages other than English. Most Asian American viewers consume non-English news, weather, sports, and entertainment programming on free local TV and radio stations from local broadcasters, since these platforms provide an authentic cultural connection (Asian American Advertising Federation, 2016). • Many Asian Americans look to traditional radio for news and music and to the internet and satellite radio primarily for music (Asian American Advertising Federation, 2016). • In the experience of our cultural partners, reaching this tech-savvy HTC population through non-English, in-culture digital outlets (e.g., WeChat, LINE, Weibo) will be an effective approach. • The Asian American HTC population also includes other underrepresented groups that may not be tech-savvy. The Census Bureau will consider using non-English media outlets, traditional media, and grass-roots efforts through community organizations and events to raise awareness and participation.

Table 5: Insights on Hispanic Audiences

Audience	Hispanic
Overview	<p>The U.S. Hispanic/Latino population is the nation’s largest ethnic or racial minority in terms of population (Census, 2016). This group has long been characterized by its rapid growth and by its wide dispersion to parts of the country that historically have had few members of this audience (Stepler & Lopez, 2016).</p> <p>Each country of origin is considered a subgroup within the Hispanic market in the United States. That does not take into account subgroups like Afro-Latinos, indigenous groups, and others. To add to the complexity of this population, there are multigenerational considerations, with different generations having their own levels of acculturation and language preferences. As immigration slows and the number of U.S. births increases, bicultural and acculturated Hispanics are beginning to make up the majority of this population (Stepler & Brown, 2016c).</p> <p>This section considers Puerto Ricans living on the mainland U.S. as members of the Hispanic audience. Puerto Ricans who live outside the island, mainly in the United States, may see themselves as minorities while they are on the mainland, but as differing from some other Hispanics, because Puerto Ricans are born American citizens. The current—</p>

Audience	Hispanic
	and quite large—migration from Puerto Rico to the mainland may result in a distinct audience that has stronger ties to the island and whose members think of themselves as temporary residents of the mainland. For more information about individuals living in Puerto Rico, see Page 45.
Audience Profile by Cluster	Detailed audience profiles will be developed from rich behavioral and demographic segmentations as part of campaign research activities.
Insights	<p>General Makeup:</p> <p>According to the 2011–2015 American Community Survey 5-Year Estimates:</p> <ul style="list-style-type: none"> • Hispanics (of any race) make up 17.1 percent of the U.S. population (U.S. Census Bureau, 2011–2015, Table: DP05). • Among Hispanics, 14.3 percent have a bachelor’s degree, compared with 29.8 percent of the general U.S. population (U.S. Census Bureau, 2011–2015, Table: S1501). • The median age of Hispanics in the United States is 28.2 (U.S. Census Bureau, 2011–2015, Table: B01002I), compared with the general population’s median age of 37.6 (U.S. Census Bureau, 2011–2015, Table: S0101). • The median household earnings in the past 12 months for Hispanics were \$42,651, compared with \$53,889 among the general population (U.S. Census Bureau, 2011–2015, Table: S1903). • Fifty-four percent of Hispanics rent their homes (U.S. Census Bureau, 2011–2015, Table: B25003I), compared with 36.1 percent of the general population (U.S. Census Bureau, 2011–2015, Table: B25003). <p>Detailed Makeup:</p> <ul style="list-style-type: none"> • The U.S. Hispanic population totals 54.2 million, accounting for 17.1 percent of the U.S. population (U.S. Census Bureau, 2011–2015, Table: DP05). Hispanics comprise more than 25 percent of the U.S. population ages 9 and under and more than 20 percent of the population ages 10 to 39 (U.S. Census Bureau, 2011–2015, Table: B01001I; U.S. Census Bureau, 2011–2015, Table: S0101). • Despite slowing population growth, Hispanics still accounted for more than half (54 percent) of the nation’s population growth between 2000 and 2014 (U.S. Census Bureau, 2011–2015, Table: S0101). • A Pew Research Center analysis of Census Bureau data found that the growth and dispersion of the U.S. Hispanic population has slowed since 2007 (when the Great Recession started), immigration from Latin America has decreased, and Latino fertility rates have declined sharply (Stepler & Lopez, 2016). • The projected Hispanic population of the United States is expected to reach 119 million in 2060. According to this projection, the Hispanic population will constitute 28.6 percent of the nation’s population by that year (U.S. Census Bureau, 2016). • In 2015, the majority (63.4 percent) of Hispanic people in the United States were of Mexican origin or descent, with 9.5 percent of Puerto Rican, 3.8 percent of Salvadoran, 3.7 percent of Cuban, 3.3 percent of Dominican, and 2.4 percent of Guatemalan descent. The remainder were of some other Central American, South American, or another Hispanic or Latino origin (Census, 2016). While this was the case for the country as a whole, these percentages varied in individual cities, towns, and communities.

Audience	Hispanic
	<ul style="list-style-type: none"> • According to Pew Research Center data, in 2014, 65.1 percent of the Hispanic population were born in the United States, while 34.9 percent were foreign-born (Stepler & Brown, 2016a). • Forty-five percent of all U.S. immigrants in 2015 reported having Hispanic or Latino origins, and 27 percent were from Mexico. More than half the 2014 immigrant populations of New Mexico (71 percent), Arizona (57 percent), and Texas (55 percent each) were foreign-born Mexicans (Zong & Batalova, 2016b). • Hispanics are the youngest racial or ethnic group in the United States, with one-third, or 17.9 million, of the Hispanic population under 18 years old. Fifty-eight percent of U.S. Hispanics are millennials or younger, compared with half of the African American population and 46 percent of the Asian American population (Patten, 2016). • With young children having a highest net census undercount rate than any other age group, Hispanic children account for more than 36 percent of the total net undercount for all children younger than 5. Much of the undercount is concentrated in California, Texas, Florida, Arizona, and New York. Some potential contributing factors to the high net undercount of young Latino children are noted below (O'Hare, Mayol-Garcia, Wildsmith, & Torres, 2016): <ul style="list-style-type: none"> – The fact that hard-to-reach places, like areas with multiunit buildings and those with a high proportion of renters, are more likely to house Hispanics than non-Hispanics. – The fact that Hispanics are more likely than non-Hispanics to be part of multigenerational and highly mobile families. – The possibility that some Hispanic respondents may not realize that children are meant to be included in the census. <p>Language:</p> <ul style="list-style-type: none"> • According to the Pew Research Center 2013 National Survey of Latinos, 36 percent of U.S. Hispanics were bilingual, 25 percent mainly used English, and 38 percent mainly used Spanish. Age and country of origin are two important factors in language preference: Only 22 percent of adults ages 18 to 29 self-identified as mainly using Spanish, compared with 47 percent of those ages 65 and older. Sixty-three percent of Hispanics from El Salvador self-identified as using mainly Spanish, compared with 51 percent of Cubans, 40 percent of Mexicans, and 16 percent of Puerto Ricans (Krogstad & Gonzalez-Barrera, 2015). • The survey also showed that Hispanic adults valued the ability to speak both English and Spanish. Eighty-seven percent said Latino immigrants need to learn English to succeed; at the same time, nearly all (95 percent) said that it is important for future generations of Hispanics to speak Spanish (Taylor et al., 2012). • While there are many considerations regarding language preferences and levels of acculturation among U.S. Hispanics, one trend to note is that English language proficiency is rising among Hispanics ages 5 and older, with 68.4 percent of Hispanics saying they speak only English or speak English “very well” at home, compared with 59 percent in 1980 (Stepler & Brown, 2016a; Stepler & Brown, 2016b). • The growth in English language proficiency is driven primarily by Hispanics born in the United States (71.9 percent in 1980; 89.4 percent in 2014). The rate has been much more stagnant among foreign-born Hispanics (34.4 percent in 2014; 30.7 percent in 1980) (Stepler & Brown, 2016c).

Audience	Hispanic
	<p>Attitudes and Beliefs:</p> <ul style="list-style-type: none"> • According to a Pew Research Center survey, Hispanics are a religiously observant group, with 83 percent claiming a religious affiliation (slightly higher than the percentage of the general public, 80 percent) (Taylor et al., 2012). • While Roman Catholicism remains the majority religion within Hispanic communities, membership is on the decline and Evangelical Christian churches are gaining popularity within Hispanic communities (Pew Research Center, 2014). • Identity among Hispanics continues to vary greatly within the community. Most members of this group (51 percent) prefer to use their family’s country of origin to describe their identity, while 24 percent use the terms “Hispanic” or “Latino” most often. Of the latter group, 51 percent have no preference between either term; those that do have a preference prefer “Hispanic” over “Latino” (33 percent vs. 14 percent) (Taylor et al., 2012). <p>Income and Education:</p> <ul style="list-style-type: none"> • According to Census Bureau data, the average Hispanic household income increased from \$40,946 in 2009 to \$42,396 in 2014, and the percentage of Hispanics with a household income greater than \$50,000 increased from 30 percent in 2000 to 43 percent in 2014. Additionally, income levels for both households of Hispanics born in the United States and households of foreign-born Hispanics have increased; U.S.-born households with incomes exceeding \$50,000 increased from 33 percent in 2000 to 48 percent in 2014, while foreign-born households with incomes exceeding \$50,000 increased from 26 percent in 2000 to 38 percent in 2014 (Nielsen, 2016). • Between 2009 and 2014, the percentage of Hispanics ages 25 and older with a high school diploma or higher education rose from 61 percent to 66 percent. Female Hispanic educational attainment also increased, from 62 percent to 67 percent. Between 2000 and 2013, the high school dropout rate among 18- to 24-year-old Hispanics decreased, from 32 percent to 14 percent (Nielsen, 2016). • Hispanic women have made the most dramatic gains in education, as their college enrollment rate for high school graduates now outpaces the rates for both non-Hispanic Whites and African Americans. Seventy-four percent of Hispanic women who graduated from high school between 2012 and 2014 are enrolled in college, higher than the percentage of non-Hispanic Whites (73 percent) and African Americans (65 percent), according to the National Center for Education Statistics (Nielsen, 2016). • In 2015, Hispanics controlled a total of \$1.3 trillion in buying power, expected to reach \$1.7 trillion by 2020 (Nielsen, 2016d). • More than 20 percent of U.S. Hispanics ages 25 and older have an educational attainment level below ninth grade, which is greater than for any other demographic group. That rate is also much higher among foreign-born Hispanics (31.9 percent) (Stepler & Brown, 2016a). • Only 14.4 percent of all Hispanics in the United States (and more specifically, 18.8 percent of Hispanics born in the United States, and 10.8 percent of foreign-born Hispanics) have a bachelor’s degree or higher. These percentages are lower than for any other demographic group (Stepler & Brown, 2016a). <p>Media Habits and Consumption:</p>

Audience	Hispanic
	<ul style="list-style-type: none"> Hispanics are more likely to use social media (80 percent) than the rest of the U.S. population (72 percent overall) (Sass, 2014). Specifically, Hispanics are more likely to use Facebook (73 percent of online Hispanic users, compared with 71 percent of White non-Hispanic users and 67 percent of Black non-Hispanic users) (Duggan, Ellison, Lampe, Lenhart, & Madden, 2014). Hispanics are the most avid smartphone users in the United States, averaging 658 minutes of smartphone use on their mobile plans per month—significantly more than the average of 510 minutes per month for all consumers. When broken down by Hispanic subgroups, bilingual Hispanics use the highest number of minutes, spending more than 762 minutes per month on their mobile devices (Nielsen, 2015). Hispanic consumers lead the way for social media use in general, as well as for the use of smartphones and online video streaming (Schoon, 2015).
Possible Factors Impacting Likelihood to Respond	<p>Based on the experience of our multicultural expert partners, recent, less acculturated Hispanic immigrants may have a lower propensity to respond to the census. The top reasons why people in this audience may not participate include a lack of awareness about the benefits of participation, language barriers, and a fear of government intervention—particularly regarding immigration and other privacy issues.</p> <p>According to a study from the Pew Hispanic Center, overall, 70 percent of Hispanics said the census was good for the Hispanic community. The next-generation, bicultural segments may be more inclined to respond because of their understanding of the process and benefits. This also holds true for the burgeoning middle and wealthy classes of U.S. Hispanics, as many of them have higher education levels and/or own businesses (Lopez & Taylor, 2010).</p> <p>A particularly HTC segment of the U.S. Hispanic population resides in “colonias,” unregulated settlements that are considered semirural subdivisions of substandard housing and that lack basic physical infrastructure, potable water, sanitary sewers, and adequate roads. It is estimated that 500,000 Hispanics live in nearly 2,000 of these colonias, mostly in Texas but also in Arizona, California, and New Mexico (U.S. Department of Housing and Urban Development, 2014).</p>
Paid Media Considerations	<p>Due to the diversity within the various segments of the U.S. Hispanic population, paid media will cover a variety of platforms using broadcast, digital, and print media.</p> <ul style="list-style-type: none"> Broadcast and cable TV are more popular with Hispanics ages 35 and older than with millennial Hispanics. These outlets have the greatest reach for overall online activity—including online radio and cable TV online—when comparing Hispanics ages 35 and older and non-Hispanic Whites (Cablefax Staff, 2016). In terms of time spent using media, however, both Hispanics ages 35 and older and millennial Hispanics spend the most time watching TV (Cablefax Staff, 2016). When it comes to all self-reported online activity, usage by Hispanics ages 18 to 34 is greater than that of older Hispanics and non-Hispanic Whites, which includes going to websites for broadcast TV, internet radio, and local radio stations, and listening to the radio online (Cable Staff, 2016). For all media, 40 percent of Hispanic adults prefer reading only in English, 20.3 percent prefer reading only in Spanish, and 36.2 percent prefer some combination of both languages (Simmons National Hispanic Consumer Study, 2013).

Audience	Hispanic
	<ul style="list-style-type: none"> • As for TV, 31.4 percent of Hispanic adults prefer watching only in English, 13.5 percent prefer watching only in Spanish, and 48.7 percent prefer a combination of both (Simmons National Hispanic Consumer Study, 2013). • For radio, 27.6 percent of Hispanic adults prefer listening only in English, 18.7 percent prefer listening only in Spanish, and 46.4 percent prefer a combination of both (Simmons National Hispanic Consumer Study, 2013). • Hispanics ages 18 and older listen to the radio 13 hours and 15 minutes per week on average (Simmons National Hispanic Consumer Study, 2013). • Digital media, particularly on mobile devices, is an effective outlet for reaching Hispanic audiences: <ul style="list-style-type: none"> – Sixty-six percent of U.S. Hispanics say they pay attention to online ads—almost 20 percentage points more than the general online population (Murillo, 2016). – U.S. Hispanic consumers are going online, and they are increasingly turning to search engines. More than three-quarters of those surveyed (79 percent) said they use search engines every day (Murillo, 2016). – U.S. Hispanics use online sources at a higher rate than the general online population (54 percent vs. 46 percent) throughout the many micromoments in the purchase journey from inspiration to purchase (Murillo, 2016). – Compared to all U.S. adults, a higher percentage of Hispanic adults use cellphones to make purchases. – Hispanics watch 62 percent more digital video than do non-Hispanics (Ruiz, 2013). – Multiplatform multitasking also fits the Hispanic profile, with a 21 point difference between the percentage of the overall Hispanic population visiting websites on mobile phones while watching TV compared with the percentage of non-Hispanics (Simmons & Nielsen, 2013). – When online, 44 percent of Hispanics say they prefer English only, 12.5 percent prefer Spanish only, and 28.5 percent prefer a combination of both (Simmons National Hispanic Consumer Study, 2016). • Print continues to be a valuable platform for reaching many Hispanics. While the three main daily Hispanic newspapers have experienced declines in readership, the audiences for weekly and semiweekly Hispanic newspapers—representing a large portion of the Hispanic print media market—have grown by 2 percent. These small papers are largely free and widely available in communities (Alliance for Audited Media, 2016). • The daily newspapers have good brand recognition among older, less acculturated Hispanics, and the digital space presented better prospects for these dailies in 2015. Two of the three saw the average numbers of monthly unique visitors for their total digital readership increase from the fourth quarter of 2014 to the fourth quarter of 2015. These increases were driven largely by traffic from mobile devices, while desktop traffic remained about the same (Alliance for Audited Media, 2016). • Fiesta Broadway in Los Angeles, Calle Ocho in Miami, Houston’s Latin Fest, and Dia de los Muertos celebrations across the country are just a few of the large-scale event opportunities for disseminating information, but thousands of smaller events provide opportunities to engage with Hispanics at the grass-roots level.

Table 6: Insights on Native Hawaiian and Pacific Islander (NHPI) Audiences

Audience	Native Hawaiian and Pacific Islander (NHPI)
Overview	<p>The 2020 Census will include NHPI people living in the 50 states, the District of Columbia, and Puerto Rico; The 2020 Census of the Island Areas and corresponding communications campaigns will be conducted through partnerships with local government agencies in American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the U.S. Virgin Islands. For the purposes of this plan, the information below reflects NHPI people living in the 50 states, District of Columbia, and Puerto Rico—the audiences that will fall under the purview of the 2020 Census communications campaign that this plan describes.</p> <p>The NHPI population within the 50 states, District of Columbia, and Puerto Rico who identify as one race (NHPI) and those who identify as NHPI in combination with one or more races, totals more than 1.2 million (Census, 2011–2015, Table: DP05). The category comprises several groups, including people of Hawaiian, Samoan, Tongan, Tahitian, Fijian, and Chamorro descent. Micronesians from Saipan Chuuk, Pohnpei, Yap, Palau, Kosrae, and the Marshall Islands would also respond in this category.</p> <p>Languages vary throughout all the Pacific Island groups, but most who enter the United States speak and understand English well. Micronesian Pacific islanders who have recently arrived in the United States may struggle with English, but most of them have a basic understanding of the language.</p>
Audience Profile by Cluster	<p>Detailed audience profiles will be developed from rich behavioral and demographic segmentations as part of campaign research activities.</p>
Insights	<p>General Makeup:</p> <p>According to the 2011–2015 American Community Survey 5-Year Estimates:</p> <ul style="list-style-type: none"> • Those who identify as one race, NHPI, make up 0.2 percent of the U.S. population. Those who identify as NHPI alone or in combination with one or more races make up 0.4 percent of the U.S. population (U.S. Census Bureau, 2011–2015, Table: DP05). • A majority of the NHPI population reported being of multiple races (56 percent) (Census, 2010b). • Among NHPI individuals, 15.3 percent have a bachelor’s degree, compared with 29.8 percent of the general U.S. population (U.S. Census Bureau, 2011–2015, Table: S1501). • The median age of NHPI individuals in the United States is 30.3 (U.S. Census Bureau, 2011–2015, Table: B01002E), compared with the general population’s median age of 37.6 (U.S. Census Bureau, 2011–2015, Table: S0101). • The median household earnings in the past 12 months for NHPI individuals were \$52,936, compared with \$53,889 among the general population (U.S. Census Bureau, 2011–2015, Table: S1903). • Sixty percent of NHPI individuals rent their homes (U.S. Census Bureau, 2011–2015, Table: B25003E), compared with 36.1 percent of the general population (U.S. Census Bureau, 2011–2015, Table: B25003). <p>Additional insights:</p> <p>The movement for Native Hawaiians to achieve federal recognition in 2017 is still a large story in the community. They are the last of the indigenous populations to create a government-to-government relationship with the United States.</p>

Audience	Native Hawaiian and Pacific Islander (NHPI)
	<p>When fostering partnerships and relationships with influencers, the Census Bureau will keep in mind that family members and religious figures will hold the most sway among members of this population. However, NHPI entertainers, activists, community leaders, and government officials will also be important in sharing messages encouraging participation.</p>
Possible Factors Impacting Likelihood to Respond	<p>Based on the experience of our multicultural expert partners, appealing to NHPI pride and culture may be beneficial in fostering response. To encourage response, the Census Bureau will need to overcome challenges including:</p> <ul style="list-style-type: none"> • Resentment or fear of the government. • Lack of understanding of the impact of the census. • Apathy about civic engagement. <p>In particular, certain segments of the population may be less likely to participate in the census, including:</p> <ul style="list-style-type: none"> • Migrants who have recently arrived in the United States. • Those living on the Hawaiian home lands. • A large number of recent migrants from the Marshall Islands and the Federated States of Micronesia who are homeless and may have limited English proficiency. • Millennials.
Paid Media Considerations	<p>Special events and community partnerships will be important in reaching the NHPI audience.</p> <p>Traditional media—including radio and outdoor—will be an effective outlet for reaching this population. While there is no single ethnic media outlet serving the entire NHPI population, there are a few ethnic newspapers, radio stations, and programs that can reach small but important audiences. They are also consumers of English-language traditional and digital media.</p> <p>There are large annual media opportunities and programs that will reach the NHPI population in Hawaii and the mainland United States through broadcast television and live streaming.</p> <p>Digital media may be an outlet for NHPI individuals within the United States, especially in conjunction with large NHPI gatherings or events.</p> <p>An important consideration for the Census Bureau is to minimize any possible spillover of 2020 Census messaging into the Island Areas audiences, as those individuals will receive tailored messaging that is more relevant to Island Area operations. The collateral and marketing materials created by the Census Bureau for the NHPI audience as part of the 2020 Census campaign within the 50 states, the District of Columbia, and Puerto Rico will be created in a way that allows the Island Area governments to incorporate them into their own census campaigns. The Census Bureau will provide the materials and guidance to the local government agencies that are then responsible for recruiting and hiring the staff to lead the data collection phase. For more information about integration with Island Area operations, see Page 73.</p>

Table 7: Insights on Puerto Rican Audiences

Audience	Puerto Rican
Overview	<p>The majority of residents in the Commonwealth of Puerto Rico are ethnic Puerto Ricans (Lopez & Velasco, 2011). Population segmentation will likely be based on socioeconomic aspects, which can make significant differences in terms of lifestyle, consumer habits, usage of English, and familiarity with technology, among other factors.</p> <p>An increasingly large group has relatives living on the mainland, especially in Florida and the New York metropolitan area, and is therefore knowledgeable of the differences between Puerto Rico and the mainland in lifestyle, benefits, and government (Lopez & Velasco, 2011; Acevedo, 2016). As we conduct further research to determine how to best reach Puerto Rican audiences living in Puerto Rico and on the mainland, we will need to be aware of the nuances of these distinct audiences and their attitudes about the areas in which they will be counted.</p>
Audience Profile by Cluster	<p>Detailed audience profiles will be developed from rich behavioral and demographic segmentations as part of campaign research activities.</p>
Insights	<p>General Makeup:</p> <p>According to the 2010 Census, the population in Puerto Rico is 3,725,789 (U.S. Census Bureau, 2010c).</p> <p>Detailed Makeup:</p> <ul style="list-style-type: none"> • Puerto Rico is likely to experience a substantial downsizing in its demographic and economic base, with higher percentages of older people and a challenging labor market (U.S. Census Bureau, 2010). • Coupled with a decade-long deep economic contraction, these changes will have multifaceted repercussions on the economy (Lopez & Velasco, 2011). • Among the total population, 80.5 percent are White (mostly Spanish origin), 8 percent are Black, 0.4 are percent Amerindian, 0.2 are percent of Asian descent, and 10.9 percent are mixed and others (Welcome to Puerto Rico, 2014). • Spanish is the language of choice (Welcome to Puerto Rico, 2017). • The unemployment rate is around 12 percent, according to recent Census Bureau data (Bureau of Labor Statistics, 2017). • The people of Puerto Rico represent a cultural and racial mix. That includes those who migrated from Africa, Cuba, the Dominican Republic, and Spain, which has been ongoing since the early 1960s (Immigration to the United States, 2011). A large sample of Puerto Ricans tend to self-identify as White (Acevedo, 2016). • The U.S. territory of Puerto Rico has seen its population decline at an increasing rate for several years (Puerto Rico Report, 2015): <ul style="list-style-type: none"> – 2010: 3,721,527. – 2011: 3,686,771 (-34,756 from 2010). – 2012: 3,642,281 (-44,490 from 2011). – 2013: 3,595,839 (-46,442 from 2012). – 2014: 3,548,397 (-47,442 from 2013).

Audience	Puerto Rican
	<p>Finance and Education:</p> <ul style="list-style-type: none"> The median household income was \$19,518 during the post-recession period of 2010 to 2012, statistically unchanged from 2007 to 2009. This is the lowest household income in the United States and its territories (U.S. Census Bureau, 2014b). The official poverty rate is 46.2 percent (Chappatta, 2016). <p>Attitudes and Beliefs:</p> <ul style="list-style-type: none"> Federal government benefits are different for Puerto Ricans living on the island compared with benefits they receive when they move to the mainland. For example, Social Security and Medicare benefits are substantially lower for those living in Puerto Rico; once a person moves to the mainland, the benefits increase. Though this has always been the case, the current economic crisis makes it more relevant. As long as Puerto Ricans are treated differently from other American citizens living on the mainland, the outmigration can be expected to continue (Puerto Rico Report, 2015). The major categories of religion are Catholic (85 percent), Protestant (8 percent), nonreligious (2.3 percent), and others (3 percent) (Welcome to Puerto Rico, 2014). <p>Media Habits and Consumption:</p> <ul style="list-style-type: none"> Music is important to this group. Both salsa and reggaetón have their origins in Puerto Rican culture. This is a source of much pride (Welcome to Puerto Rico, 2005). The Puerto Rican population is aging more quickly than the general U.S. population; 18.5 percent of Puerto Ricans are over age 60 and 3.5 percent are over age 80 (PR51st, 2014). Based on the experiential knowledge of our expert multicultural partners, the digital literacy of this older population is likely to affect the media required to reach the overall Puerto Rican population.
Possible Factors Impacting Likelihood to Respond	<ul style="list-style-type: none"> Those who live in poverty are less likely to respond to the census because of (Chappatta, 2016): <ul style="list-style-type: none"> Complete distrust of both local and federal government. Lack of hope that anything will get better. The fact that they move residences and are, for a variety of reasons, harder to find. These reasons could be related to moving to properties that have been subdivided and are not as easily identifiable as separate units, younger generations moving among family members' houses, or individuals intentionally becoming difficult to find (to avoid collectors, for example). Undocumented Dominican populations will be difficult to convince to respond (Dominican Consulate in San Juan PR, 2016).
Paid Media Considerations	<p>Traditional and digital media will be important in reaching all population segments.</p> <ul style="list-style-type: none"> For traditional media, TV is still the most cost-effective medium, especially for the growing older population (Rivera Cruz, 2016). While cable TV penetration is at about 50 percent, local TV stations are dominant and their programming is in Spanish (Rivera Cruz, 2016). Newspaper circulation numbers have dropped, but there are still two paid circulation papers and three that are distributed for free at traffic stops. Because not everyone on the island has internet access, many prefer print materials (newspapers and/or

Audience	Puerto Rican
	<p>handouts) to get “the full story” with background and contextual information (Rivera Cruz, 2016).</p> <ul style="list-style-type: none"> • Social media is increasingly relevant to younger population segments (98 percent of 18- to 24-year-olds identify as internet users), while usage rates decrease with older segments (15.7 percent of those ages 65 and older identify as internet users) (Rivera Cruz, 2016). • Among the 2.68 million people who have a cellular device, 90 percent use the internet and have smartphones. In addition, 94.7 percent prefer to access the internet by smartphone, and 34 percent prefer access by computer (Connected Puerto Rico, 2011). • Internet usage and attitudes among Puerto Ricans include the following: <ul style="list-style-type: none"> – Ninety-three percent of internet users have a social media presence or profile (Facebook and YouTube are the top two) (Rivera, 2016). – Fifty-four percent of local page visits are to classified ad sites (Rivera Cruz, 2016). – The top three sites with the most global page visits are Google, Facebook, and YouTube (Alexa, 2009). – Video is the top type of content consumed, and 38 percent of internet users shop online (Rivera, 2016).

Table 8: Insights on Lesbian, Gay, Bisexual, Transgender, and Questioning (LGBTQ) Audiences

Audience	LGBTQ
Overview	<p>The LGBTQ community is a diverse horizontal audience that includes people who identify as not only lesbian, gay, bisexual, and transgender but also queer/questioning, intersex, asexual, and two-spirited, covering a broad spectrum of sexuality and gender identification. Members of this community are members of all ethnic, socioeconomic, and geographic groups.</p> <p><i>NOTE: Insights about LGBTQ subsets within multicultural audiences will be included in future versions of this document.</i></p>
Audience Profile by Cluster	<p>Detailed audience profiles will be developed from rich behavioral and demographic segmentations as part of campaign research activities.</p>
Insights	<p>Makeup:</p> <ul style="list-style-type: none"> • According to a recent Gallup poll, the LGBTQ community makes up an estimated 4.1 percent of the U.S. population, with about 10 million adults and 7.3 percent of the millennial generation identifying as LGBTQ. Previous estimates have suggested that the LGBTQ community makes up 3.4 to 3.8 percent of the population (Gates, 2017). • Within specific HTC audiences, the rate of identification varies among Blacks (4.6 percent), Hispanics (5.4 percent), Asian Americans (4.9 percent), and other racial and ethnic groups (6.3 percent) (Gates, 2017). <p>Finance and Education:</p> <ul style="list-style-type: none"> • Groups of all education levels and economic statuses have seen increases in the number of those identifying as LGBTQ in the past four years (Gates, 2017). • LGBTQ consumers spend 20 percent more on annual music festivals, and are 17 percent more likely to see movies on an opening weekend, compared with those outside the LGBT community. These consumers are also more likely to shop at specialty retail stores. (Marketing Charts Staff, 2015a) <p>Attitudes and Beliefs:</p> <ul style="list-style-type: none"> • While social acceptance for the LGBTQ community has been growing in recent years, many members still face deep stigmatization and have not told their families how they really identify (Pew Research Center, 2013). • Four in 10 LGBTQ youths do not believe that they live in a supportive community (Human Rights Campaign, 2016). • Apple, Starbucks, and Target top the list of brands that LGBTQ community members recall consciously purchasing from because of their LGBTQ community support (Marketing Charts Staff, 2015b). <p>Media Habits and Consumption:</p> <ul style="list-style-type: none"> • LGBTQ websites and blogs are popular with the millennial members of the community (Marketing Charts Staff, 2015). • Engagement with LGBTQ-specific websites and blogs is on the rise, while engagement with print outlets has been steady in recent years (Marketing Chart Staff, 2015).

Audience	LGBTQ
Possible Factors Impacting Likelihood to Respond	<ul style="list-style-type: none"> • In preparing for the 2010 Census, a substantial effort was made to target the LGBTQ community and gain its participation in the decennial census, yielding the following results (Gates, 2010): <ul style="list-style-type: none"> – Awareness within the LGBTQ community of the importance and relevance of the census improved. – More than one-quarter of individuals in same-sex couples (26.5 percent) saw some type of Census outreach targeting the LGBTQ community, and 9.1 percent received some type of Census LGBTQ outreach material. – More than 90 percent of same-sex couples completed and mailed their surveys back; this is higher than the general population’s mail-back rate of 70 percent of households. • Since 2010, a campaign led by the National LGBTQ Task Force called “Queer the Census” has been raising interest in the census (National LGBTQ Task Force, n.d.). The campaign acknowledged that gay couples but not individuals were counted. As recently as June 2016, transgender actress and activist Laverne Cox was advocating to formally include the LGBTQ community in the census enumeration (Steinmetz, 2016). This task force has developed sophisticated outreach and communications channels to advocate for important social issues and can be a powerful group to engage with for the 2020 Census.
Paid Media Considerations	<ul style="list-style-type: none"> • LGBTQ communications should not be limited to LGBTQ media outlets and channels. While TV channels like Logo cater specifically to the LGBTQ community, others like Comedy Central, HBO, BBC America, AMC, and MSNBC index highly with people interested in LGBTQ issues (YouGovProfiles, 2016). • The same goes for print media, with LGBTQ-specific magazines like The Advocate indexing highly along with general interest publications like Time magazine, Rolling Stone, Entertainment Weekly, and Psychology Today (YouGovProfiles, 2016).

As described previously, this section provides only a preliminary overview of the various key audiences that the Census Bureau will engage during the 2020 Census. Additional audiences will be added in future iterations.

OUR APPROACH TO COLLABORATING ON THE 2020 CAMPAIGN

TIMELINE

As described on Page 7, the Census Bureau will refine and update this plan in the years ahead. The timeline of the proposed evolution of this document, including a sample of key inputs to and stakeholder involvement with the plan, is detailed below.

Information Gathering and Foundational Efforts October 2016 – June 2017 (Plan V1.0):	Advanced Planning and Research Efforts July 2017 – May 2018 (Plan V2.0):	Ongoing Refinement and Optimization June 2018 – November 2019 (Plan V3.0):
Initial Insights Efforts: <ul style="list-style-type: none"> • Gathering of data and findings from previous censuses and surveys. • Investigation of privacy and security requirements for development of internal communications systems. • Preparation of Office of Management and Budget (OMB) submissions and plans for initial research. • Setup of server space for modeling activities. • Incorporation of operational plans into initial communications approach. 	Research and Analysis Efforts: <ul style="list-style-type: none"> • Landscape analyses. • Census Barriers, Attitudes, and Motivators Study (CBAMS) 2020. • In-depth interviews, focus groups, and stakeholder consultations for qualitative insights. • Data analysis and modeling. • Begin creative brief development and creation of key messages and creative concepts. 	Creative Development, and Review, Optimization, and Initial Execution: <ul style="list-style-type: none"> • Qualitative and quantitative testing of messages/themes/creative elements. • Media and landscape monitoring and appropriate adjustments. • Purchase of media based on best value and reach.
Stakeholder Involvement: <ul style="list-style-type: none"> • Meetings and data gathering from regional offices and regional directors. • Meetings and data gathering from internal Census researchers. • Field recruitment meetings and requirements gathering. • Tribal consultations. • State Data Center/Census Information Center engagement. • National Advisory Committee (NAC) consultation. • Census Scientific Advisory Committee (CSAC) engagement. • Funders Census Initiative meeting participation. • Other efforts as identified. 	Stakeholder Involvement: <ul style="list-style-type: none"> • Presentation of initial approach to and collection of feedback from NAC, CSAC, regional offices, and others including the 2020 Census Advisory Committee. • Hosting of approach overviews (e.g., Media 101 Workshop) with internal Census personnel and external influencers and partners. 	Stakeholder Involvement: <ul style="list-style-type: none"> • Creative workshops with Census stakeholders. • Internal and external stakeholder reviews of creative elements and messaging. • Leveraging of stakeholder/partner resources for initial outreach.

Figure 2: 2020 Census Integrated Communications Plan Evolution Timeline

PHASED COMMUNICATIONS APPROACH

The strategic inputs to the communications plan inform the timing and structure of communications activities in the buildup to and execution of the 2020 Census, as well as follow-up communications once the enumeration has been completed. The Census Bureau’s vision of ensuring an efficient and complete count, using existing and new modes of data collection, relies on several key dimensions:

- Being able to access, analyze, interpret, and act on robust data throughout the campaign.
- Understanding and being able to capitalize on the rapidly changing media environment, including available media and outreach channels.
- Recognizing the changing face of America and the similarities and differences in how and when distinct audiences want to receive information.

All these considerations play an important role in making sure the right message is delivered to the right audience, at the right time, through the right channel.

Based on historical activity and initial considerations for the 2020 Census, it is anticipated that campaign communications will be segmented into six phases: strategic early education, awareness, motivation, reminder, thank-you, and data dissemination.

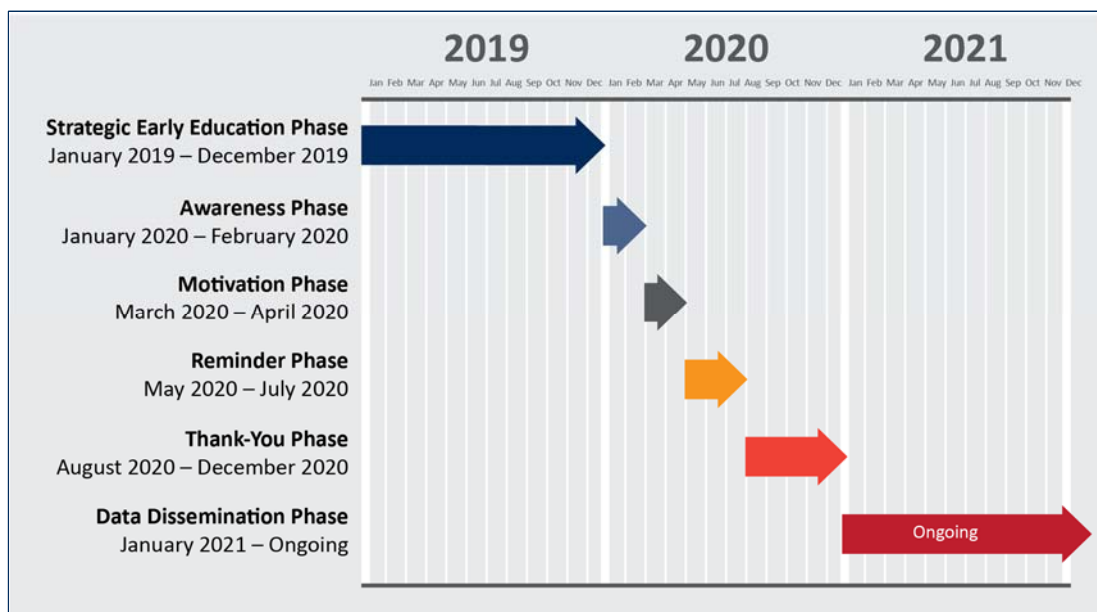


Figure 3: Phased Communications Approach

The initial proposed six phases are described below; however, extensive campaign research will be used to determine the final delineation and timing of the phases.

- **Strategic Early Education Phase (January 2019 – December 2019):** A key lesson learned from the 2010 Census suggests that developing a base of understanding about the

Census Bureau and the upcoming 2020 Census will be beneficial for all audiences (U.S. Census Bureau, 2010a). Building public trust of the Census Bureau by educating key audiences about the Census Bureau, the decennial census, and why it is important that everyone participate will be especially important among hard-to-count (HTC) audiences—and the partners, stakeholders, and trusted voices who have the ability reach them—will need to start prior to broader public engagement. These audiences (to be identified through campaign research) may include people who face barriers to responding to the census online, like those who lack frequent or strong internet access, who have limited digital literacy, or who are otherwise not comfortable using the internet to respond. They also may include those who have strong concerns about privacy, who are distrustful of the government, or who are recent immigrants with little knowledge of the purpose of the census. These groups will need to be notified of all questionnaire response options to avoid spreading the false idea that participation is possible only online.

Ongoing and planned activities through the Census Bureau’s National Partnership Program, Community Partnership and Engagement Program (CPEP), Statistics in Schools (SIS) program, and Field Division work, as well as public relations outreach for decennial and other data collection efforts, will be critical during this phase to reach and engage audiences and markets that will require early education.

Recruitment activities will also be important considerations for this phase. While the specific objectives of the recruitment effort will differ from those of the broader 2020 Census campaign, the effort may offer an opportunity to bolster early education efforts for the upcoming 2020 Census by establishing early communication channels and relationships with HTC audiences—and the partners that represent those HTC audiences. For more information about field recruitment outreach and advertising, see Page 172.

The Census Bureau recognizes that not all audiences will need very early education, and that we must avoid asking too much of audiences through direct calls to action (e.g., downloading campaign materials multiple times) during such outreach. As campaign research progresses, we will be able to better define the appropriate timing of these activities, focusing efforts first on those audiences that will benefit the most from additional education about the Census Bureau and the 2020 Census.

- **Awareness Phase (January 2020 – February 2020):** During this phase, the Census Bureau will begin notifying broader audiences about the upcoming 2020 Census, building on messaging from the previous communications phase to educate them about the purpose of the census and its importance to the country and their communities. Communications will also explain how they can participate and why they should encourage others to participate. We will inform audiences of the available means for completing the census, where they can access additional information and resources, the additional communications they can expect from the Census Bureau and other stakeholders and partners, and perhaps the opportunity to sign up to receive more information when it becomes available.

Because enumeration starts earlier in some regions (e.g., remote Alaska, in some group quarters settings, in areas around college and university campuses) than in the rest of the country, awareness-building and outreach to the population in these areas will begin in advance of other efforts, including through some community partnership engagement efforts that are already underway.

- **Motivation Phase (March 2020 – April 2020):** The motivation phase is when the Census Bureau will turn its attention to driving self-response by informing the public that the 2020 Census has begun and that people should participate using one of the available response modes. During this phase, we will deliver general and audience-specific messages that motivate individuals not only to complete their own census questionnaires, but also to encourage others to do the same. These messages will primarily emphasize online completion of the census.

Once the census enumeration has started, individuals will be able to immediately respond online, including through non-ID response. Given this important feature, this phase may devote a greater share of funding for reaching audiences who are comfortable on the internet but may not immediately complete their questionnaires. These “fence-sitters” might benefit from extra encouragement that reminds them how easy the census is to complete right from their computers or smartphones. Reaching this group at a time when they can act and complete the census, rather than during previous phases before the census questionnaire is available, offers an opportunity to bring in a larger pool of self-respondents, particularly through digital channels. Outreach to this digitally savvy audience may involve digital advertising, partners, or local events—all with a push to fill out the census online.

It is important to note that some early enumeration efforts, including early nonresponse followup (NRFU) operations, will take place beginning in March and April; during these operations, individuals may receive mailings or visits from enumerators. Messaging to these audiences should reflect these operations to reduce potential confusion about how they are supposed to respond to the census.

- **Reminder Phase (May 2020 – July 2020):** At this point in the campaign, the census questionnaire will have been available for a few months, but some individuals may not have completed it. During the reminder phase, individuals will be reminded that the census is taking place, and they will be encouraged to participate if they have not done so already. It will be important to underscore the message that if individuals in a household do not self-respond to the census, they may receive visits from Census Bureau employees. These messages will offer people another chance to complete their census questionnaires in a manner convenient to them, and also encourage cooperation with enumerators and reduce any potential surprise that a visit from the Census Bureau could cause.
- **Thank-You Phase (August 2020 – December 2020):** The census could not happen without the support of partners and respondents nationwide. During the thank-you phase, the Census Bureau will share our gratitude with respondents, partners, and stakeholders through focused communications designed to maintain engagement with key audiences that will be targets for the subsequent data dissemination phase. It is important to note that while focused messages thanking respondents for completing the census may be delivered during the motivation and reminder phases, in this phase the campaign will focus more heavily on thank-you messaging.
- **Data Dissemination Phase (January 2020 – ongoing):** The Census Bureau will complete its review of the count in November 2020 and will deliver the final numbers to the U.S. president in December 2020. Beginning in January or February 2021 and continuing through March, total population numbers will become publicly available, followed by state population counts to be delivered by March 31, 2021. During this phase, the Census Bureau will promote results of the census using materials and data that are of particular interest to different partners and audience groups and that encourage audiences to continue to interact with the Census Bureau and use the data. (For more information on data dissemination efforts, see Page 189.)

In addition to 2020 Census communications, the Census Bureau conducts ongoing awareness and education through other activities, including non-decennial census collections and dissemination. As we ramp up activities for the 2020 Census, it will be important to consider how these ongoing non-decennial census communications activities integrate with the 2020 Census campaign for a seamless public-facing Census presence. The Census Bureau will account for these ongoing operations, messaging, and communications when developing communications focused on the decennial census.

RESEARCH AND ANALYTICS

KEY CONSIDERATIONS IN RESEARCH PLANNING

The 2020 Census communications campaign approach will be built on previous research and analyses of Census Bureau's communication efforts. Research activities planned in the coming years will also guide the approach used for the 2020 Census.

In planning for the 2020 Census campaign and preparing for upcoming research initiatives, the Census Bureau will apply the following guiding principles:

Research will be coordinated and designed to provide actionable results. The Census Bureau's approach to campaign research and creative testing is designed to produce tangible findings that can be acted on leading up to and during the communications campaign. Because different research methods (including online and offline) best answer different research questions, our approach will include several complementary initiatives—each to support focused objectives—that collectively contribute to an understanding of an increasingly diverse population while ensuring budget and time efficiency.

The Census Bureau's approach to the 2020 Census campaign is designed to prevent a situation in which the campaign does not resonate with a particular audience group. Our strategy, creative development, and campaign execution involve multicultural agencies and specialized communications partners working with Census Bureau communications experts from the early days of campaign formation. This means cross-team input is integrated into the overarching plan, and allows multicultural communications experts to further develop meaningful creative executions for diverse audiences—including emerging and newly recognized audiences that will be important to engage with as 2020 approaches.

Leading up to the 2020 count, all communication elements (including advertising, earned media, collateral, and other items designed for public dissemination) will be pretested and refined. Throughout the planning and execution process leading up to the 2020 Census, we will make use of more robust quantitative and qualitative creative and materials testing that investigates how materials resonate with audiences of varying attitudes, languages, and races and ethnicities.

Communications and messaging research will be tailored to specific audiences, especially HTC groups, such as renters; rural audiences; isolated populations, and young, single, mobile people. Research and audience segmentation for the 2020 Census campaign will delve specifically into understanding groups that had lower response rates in previous data collections and determining new means for mitigating some of the barriers that prevent these important groups from responding. Using findings from the 2010 Census and the American Community Survey (ACS)—for example, that there is a relationship between knowledge of the census and participation in the census for all audiences except the Hispanic population—the Census Bureau will identify audiences and themes to focus on in 2020 Census research studies to most effectively drive self-response (NORC, 2012).

BUILDING ON EARLIER RESEARCH EFFORTS

A key input in planning for the 2020 Census campaign encompasses the activities and findings from research efforts for previous decennial censuses. While the Census Bureau plans to build on these past efforts—including the HTC score and low response score (LRS) efforts described below—for the upcoming decennial census, there will also be a key change for the 2020 Census: use of data at the household level to inform communications planning. This will provide the Census Bureau with the ability to aggregate response data at the neighborhood, ZIP code, Designated Market Area (DMA), state, and other geographic levels, providing unprecedented targeting abilities. For the purposes of this communications plan and research efforts, a household is considered an address in the Master Address File (MAF); individuals living at these addresses are those that the Census Bureau intends to count as part of the decennial census.

2000 AND 2010 SEGMENTATION AND FACTORS DRIVING RESPONSE

Segmentation, which means categorizing audiences based on demographics, sentiments, geography, and more (rather than treating the U.S. population as a monolithic block), is not a new concept for the Census Bureau. We have used this tactic to deploy communications campaigns over the last two decennial enumeration cycles. However, prior efforts involved segmenting audiences at the tract level; within a tract, audience members were communicated to in the same way—despite any significant differences among them.

Previous Census Bureau research efforts point to household-level characteristics—which may vary greatly within a single tract—as key to identifying, understanding, and targeting audience groups, particularly those that have been hard to count in the past. Self-response propensity is driven by such household-level characteristics, and the characteristics and their impacts on response have remained remarkably stable over time (Bates & Mulry, 2007). For example, analysis of the 1990 Census reveal that renting a home, being nonmarried, and living in a mobile home were additive factors in a culminating pattern of nonresponse (Word, 1997). These factors are still relevant today.

The Census Bureau has identified a set of demographic and housing-related characteristics that have consistently predicted low census response rates and has used this information to develop segmentation for tract-level communications planning. For example, in 2010, tracts were characterized into the following audience segmentations (Bates and Mulry, 2011):

- All-around average I (homeowner skewed).
- All-around average II (renter skewed).
- Economically disadvantaged I (homeowner skewed).
- Economically disadvantaged II (renter skewed).
- Ethnic enclave I (homeowner skewed).
- Ethnic enclave II (renter skewed).
- Young/mobile/single.
- Advantaged homeowner.

In 2020, this approach will be expanded to inform more targeted communications where possible, taking into account demographic, language-related, cultural, and other types of information that will help us serve the most appropriate content to audiences through the most appropriate channels.

The Census Bureau is using three key aspects of 2000 and 2010 research as the foundation for the 2020 segmentation approach:

1. 2000 HTC score.
2. 2010 LRS.
3. 2010 mail return rates.

2000 HTC Score: This input helps us understand what makes someone hard to count (Bruce & Robinson, 2000). The majority of the predictors of the HTC score, established in 2000 through tract-level research, have remained consistent predictors since then—and will continue to inform our approach to predicting response behavior among audiences.

2010 LRS: In the 2010 response rate assessment report, the Census Bureau used respondent-provided data to analyze patterns of nonresponse after the enumeration. In planning for the 2020 Census, we will build on these findings to identify areas in which we expect low response. The Census Bureau’s assessments of previous counts and related research efforts have identified a number of factors that can correlate with an area having a high LRS (i.e., a lower likelihood to self-respond than an area with a lower LRS). Some of the top factors include (Erdman & Bates, 2016):

- Percentage of renter-occupied units.
- Percentage of female-headed households.
- Percentage of households with a child under age 6.
- Percentage of married family households.
- Percentage of vacant units.

- Median household income.
- Number of people per household.
- Percentage of the population that is Hispanic.

2010 Mail Return Rates: Other findings from the 2010 Mail Response/Return Rate Assessment report reinforce the importance of household-level characteristics. The mail response rate is defined as the number of unduplicated nonblank mail returns divided by the number of housing units in the mailback universe. The mail return rate is defined as the number of unduplicated nonblank mail returns divided by the number of housing units in the mailback universe that were not deleted, identified as vacant, or had an address identified as undeliverable as addressed. The following tables include comparisons with the average response rates for the 50 states and District of Columbia. In these tables, we present the findings as of April 19, 2010, when the households for enumerators to visit as part of NRFU were identified. Mail return rates by race and ethnicity is important to consider as there can be unique communication considerations when tailoring messages to these groups.

Table 9: Mail Return Rates for the 2010 Census by Home Status and Householder Age

Characteristic	Home Status		Householder Age				
	Owner	Renter	15–17	18–24	25–44	45–64	65+
Mail Return Rate*	82.6%	62.6%	27.4%	50.7%	66.2%	79.6%	88.3%
Percentage Points +/- Nat. Average (75.8%)	+6.8	-13.2	-48.4	-25.1	-9.6	+3.8	+12.5

*Mail return rates as of April 19, 2010. Source: 2010 Census Mail Response/Return Rates Assessment.

Table 10: Mail Return Rates for the 2010 Census by Race and Ethnicity

Characteristic	Householder Race							Ethnicity	
	White	Black	AIAN	Asian	NHPI	Other	Two or More Races	Hispanic	Non-Hispanic
Mail Return Rate*	79.3%	65.4%	65.0%	71.0%	55.0%	52.0%	66.6%	65.2%	77.1%
Percentage Points +/- Nat. Average (75.8%)	+3.5	-10.4	-10.8	-4.8	-20.8	-23.8	-9.2	-10.6	+1.3

*Mail return rates as of April 19, 2010. Source: 2010 Census Mail Response/Return Rates Assessment.

The Census Bureau has an opportunity to apply this insight to achieve more precise segmentation and outreach for the 2020 enumeration, as described in the next section.

SELF-RESPONSE PROPENSITY APPROACH

Building on tract-level data from previous research efforts, described above, as well as from the ACS, the Census Bureau will construct household-level models using both internal Census Bureau and external data sources. These models will be focused on determining the self-response propensity for each household to help plan communications activities. Specifically, we will be able to predict a household's likelihood to self-respond to the census (before being reached through NRFU), the household's likely mode of response, and the expected timing of the response.

Given the finite budget of the communications program, these models will enable us to prioritize outreach efforts and most effectively reach the U.S. population. The precise segments coming from these models will then be analyzed and examined based on geographic location and the outreach channels most likely to drive response.

Rather than replacing the approach used for previous decennial censuses, the self-response propensity approach for 2020 will build on it by introducing new possibilities. With household-level models, the team will have the ability to deploy communications to a specific block, ZIP code, cable zone, municipality, county, or media market—not just to a Census tract—depending on the level of granularity with which we can deliver communications through the most effective media or partnership channel.

While this self-response propensity approach increases flexibility in adjusting communications activities based on real-time response data and insights, the Census Bureau also recognizes that a critical part of this approach includes the expertise and insights of our partners. Their experiential and community-based knowledge will greatly augment and help validate this data-driven approach to reaching audiences.

This method of conducting the communications campaign will extend our historical targeting practices, marking a strategic step forward in the smart use of data to drive action. Building and acting based on household-level models that predict audience behavior has become increasingly common in recent years, and this practice will allow the Census Bureau to identify and efficiently engage with the entire U.S. population, tailoring messages to geographic areas and/or segments comprising households with similar characteristics. It will be used to identify the most effective allocation of resources to drive census response, measure impact, and allow for adjustments that reserve appropriate funding for other activities (including required and more expensive NRFU and other operational activities). In sum, the household-level self-response propensity approach provides the following benefits:

- **Precise Targeting:** More precise delivery in media buying, social media promotion, and other outreach efforts will allow the Census Bureau to continually concentrate resources on the right geographic areas and levels of targeting.
- **Audience-Specific Messaging:** The Census Bureau can apply a proven iterative process to produce and place content and other communications elements that connect with key audiences in all multicultural groups, while maintaining a strong, coherent brand across all communications channels. This allows for tailoring messaging to the different




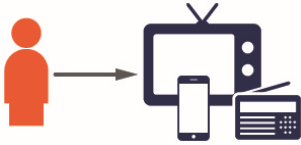




needs and interests of diverse audiences—using modeling activities to identify those priority audiences based on their predicted response propensity—while speaking to all people about one, unified census in the way that is most likely to appeal to them.

- **Efficiency:** By understanding propensity to respond at a household level, we will be able to design an advertising strategy that reaches geographic areas that need to be targeted. Similarly, we will know which areas we do not need to target, preventing unnecessary outreach and expense. In addition, this approach helps us to appropriately scale or reduce the delivery of advertisements based on actual response data. Without an understanding of household-level self-response propensity, the Census Bureau would be left with more general media buying approaches based on demographic characteristics (e.g., age, race/ethnicity, and geographic location), and not on survey response behavior and other factors. Using such a general approach would make it more likely that communications would target some geographic areas where they were not needed to motivate their populations, decreasing the efficiency of the communications effort.
- **Responsiveness:** Our approach includes the ability to continually optimize campaign activities. By continually updating our modeling projections based on current conditions, we can react to changes in participation in the census and rates of engagement with Census Bureau communications so that we can more easily and effectively deliver the messages most likely to interest audiences.
- **Actionable Insight:** This approach ensures that the data, analyses, and modeling produced through ongoing assessment can be translated into decision-making for the 2020 Census and activities across the Census Bureau. The Census Bureau and our partners—including experts at parsing data and motivating diverse audiences—will use these insights to refine and improve our efforts during the data collection cycle.
- **Informed Tactics:** Because household-level data can be aggregated at various geographic levels (e.g., block or DMA), we will be able to identify larger areas of predicted low self-response. This will inform how we approach partner identification, enumerator recruitment, Statistics in Schools outreach, stakeholder engagement, paid and earned media communications, and other tactics, making it possible for partners and influencers to engage in ways that drive participation. Using modeling activities and insights from expert partners, we can prioritize the activities that are most likely to result in self-response. For example, some audiences may be more easily persuaded to participate if their children hear about the census at school, while others may respond more enthusiastically to a paid media campaign.
- **Transparency:** The Census Bureau will generate frequent and thorough reports on media spend focused on target audiences, reached through each medium, with the supporting data to inform recommendations and decisions. Such transparency will allow stakeholders to observe the Census Bureau’s commitment to responsibly spending taxpayer dollars and reaching diverse groups, including HTC audiences.

- **Assessment:** Accurate, frequently updated estimates of response rates—according to socioeconomic information, language preference, geographic area, and other categories—will offer detailed insight into the progress and results of the campaign.

The following table illustrates the way this approach could be used for a hypothetical segment.

Table 11: Self-Response Propensity Approach Steps

	<p>Step 1. Predictive models will estimate a household’s self-response propensity, the likely response mode, and the timing of response. Using Census Bureau and third-party data, we will be able to predict each household’s probability to respond, enabling us to predict where low-response households are located, aggregate this information to larger geographic areas, and tailor outreach accordingly.</p>
	<p>Step 2. Census Barriers, Attitudes, and Motivators Survey (CBAMS) 2020 activities will help us understand the barriers, attitudes, motivators, and knowledge gaps that the communications campaign will need to address. The survey will be structured so that the findings can be integrated with communications tailored to small geographic areas.</p>
	<p>Step 3. We will group the households into segments based on their propensity to self-respond, their demographic characteristics, and our understanding of their attitudes based on responses to the CBAMS 2020 survey.</p>
	<p>Step 4. We will plan ways to reach each audience based on the segmentation data. For example, to reach a segment that is geographically concentrated, we can use local tactics like spot television, radio, events, out-of-home advertising, Spanish-language media, or earned media to reach them.</p>
	<p>Step 5. We will design ads to specifically reach each audience. We will develop an overarching campaign platform and then tailor initial designs for creative based on what we know about our audiences. Then, with our robust creative pretesting, we will improve ads based on real feedback from a sample of people in that audience group.</p>
	<p>Step 6. We will deliver the advertising, carefully monitoring the early results compared with predicted behaviors to identify geographic areas, audience segments, or demographic groups where response patterns are a concern.</p>
	<p>Step 7. As households complete the census questionnaire, we will revise our models and gain efficiency by shifting resources to areas predicted to have the highest amount of remaining households that have not yet responded and limiting resources expended on geographic areas with high response rates. We will use data to identify the best messages and modes to reach the segments.</p>
	<p>Step 8. The rapid response team will address real-time issues. We will review a daily response report among key demographic and geographic groups. We will coordinate with Field and Partnership teams to prioritize audiences and align messages.</p>

The communications strategy and rapid response approach relies on paid advertising targeted toward small geographic areas of similar households, which will enable us to prioritize areas that most need outreach about the census, both during the initial campaign and through rapid response activities. The Census Bureau, with input from across the organization and multicultural and communications partner firms, is carefully planning the proposed research and analytics projects that will support this approach. In particular, we are obtaining the permissions and data sets necessary to develop useful models. This will ensure not only that the initial foundational models can be developed, but also that they can be refreshed and enhanced over time, taking into consideration new research as it becomes available and responding to any other changes.

FOUNDATIONAL RESEARCH TO GUIDE CREATIVE DEVELOPMENT

Conducting research before creative development is critical to not only ensuring that the work builds on lessons learned from previous censuses, but also is updated with current insights, allowing us to start from an informed point of view. This research-driven approach ensures that the creative campaign and messaging are tailored to our audiences' needs and preferences.

Research for 2020 Census creative development will be centered on CBAMS, which for the 2020 Census may include both a quantitative component (the survey itself) and a qualitative component (additional study activities to glean further needed insights). The quantitative component is designed to provide maximum coverage in English and Spanish but is not expected to yield as many insights from audience who speak other languages, which is why the qualitative component is needed to supplement the quantitative component. While the CBAMS quantitative component will receive a full Spanish protocol, the Census Bureau anticipates receiving more responses from English speakers than from Spanish speakers—adding to the importance of collecting qualitative insights from audiences that speak Spanish and other languages via CBAMS qualitative.

The qualitative component of CBAMS research will be used in gathering knowledge and insights from additional critical, and smaller, audiences. The results of this work will inform the creative brief, platform, messaging, and ultimately the materials for all segments, particularly those with a low probability of response.

The following is a summary of planned CBAMS research.

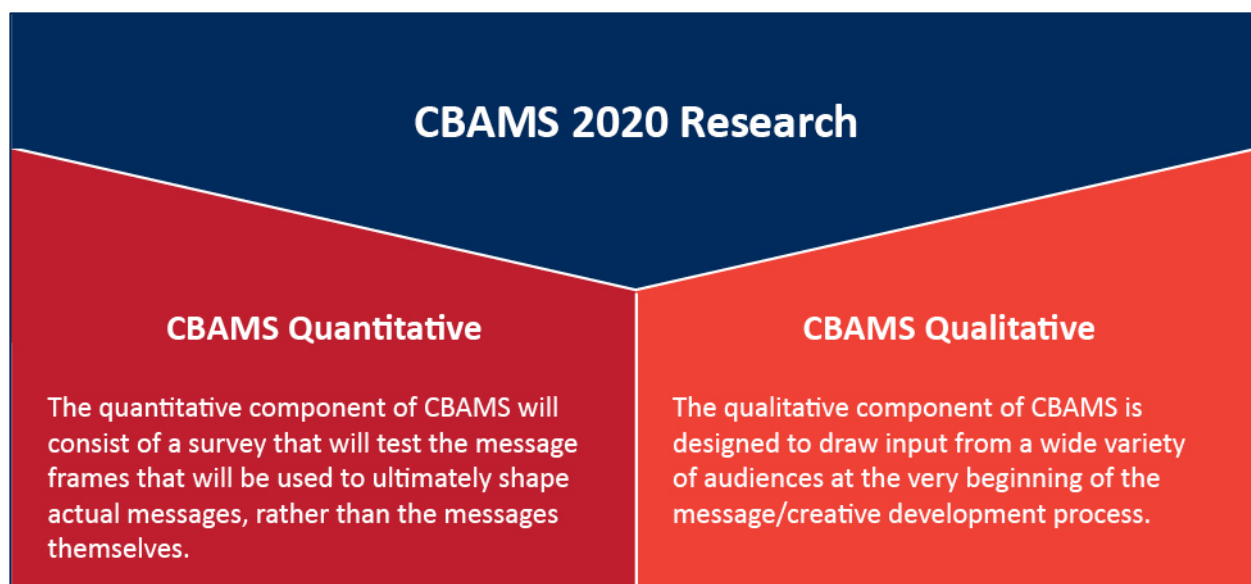


Figure 4: CBAMS 2020 Research

CBAMS 2020 – Quantitative Survey: As mentioned in the eight-step example above, the CBAMS 2020 messaging survey will help us understand the attitudes and knowledge gaps that we need to address for each audience segment at the household level. As with other research elements, the results will be used in forming the creative brief, platform, messaging, and other materials for all audience segments, particularly those that are not as likely to respond.

CBAMS Qualitative Research: While the quantitative survey will provide a depth and breadth of insight across English- and Spanish-speaking HTC and hard-to-reach populations, the qualitative component will allow us to hear directly from people who do not speak English or Spanish; have low literacy levels in those languages; or are otherwise unlikely, unwilling, or unable to respond to the quantitative survey. The Census Bureau will draw from its team of multicultural and research experts to plan the design and fielding of the research projects, which will be carefully selected as a set of complementary techniques. These projects include:

- **Community Leader In-Depth Telephone Interviews:** Providing broad geographic coverage, we will conduct in-depth telephone interviews with a selected set of leaders in communities around the country who have insights into reaching HTC populations. The Census Bureau’s partnership programs and multicultural partners will help identify appropriate community leaders, giving us an opportunity to build our communications plan based on insights from leaders of civic organizations, local governments, and other community groups. When possible, the Census Bureau will hold face-to-face interviews with those influencers who are likely to be more responsive to in-person conversations.
- **Focus Groups:** These will serve as the “workhorses” of our qualitative research to reach populations with limited English proficiency and other key HTC groups that are less likely to respond to the quantitative survey, augmenting findings on key audiences. Focus groups will be fielded in a broad range of regions to ensure diverse representation. The number and makeup of the focus groups to be conducted will be based on preliminary

modeling activities to determine priority audiences and will depend on available funding and recommendations from the Census Bureau’s multicultural partners. We recognize the need to hold numerous focus groups with participants of different backgrounds (e.g., age, language, race/ethnicity, sex, and technology and media usage). We will carefully consider the optimal number of focus groups based on funding to achieve the most useful results.

- **Weeklong Online Discussion Communities:** These moderated online discussions will allow us to solicit views from people living in areas that we would not typically reach with an in-person focus group or sample quantitatively through CBAMS. For example, during the 2015 Census Test, online discussion communities were used to interview participants who were in rural counties at the edges of the DMA. As part of research for the 2020 Census, we will use online discussion groups to gather insights from individuals in nearly every state in the country to help us in building the creative brief and developing preliminary ideas for messaging for the 2020 Census campaign.
- **Ethnographic Research:** In-person ethnographic research will allow for engagement with very specific audiences that are not easily reached through any of the other techniques. Ethnography serves to uncover a more detailed understanding of audience perceptions—based on exposure to life as it is lived. In the communications industry, there is heightened interest in making emotional connections with audiences to drive response, and neuroscience has shown that people tend to make decisions emotionally and justify them rationally (Ariely, 2010). By using interviewers from multicultural partners who reflect the background of the subjects, we will be able to increase comfort and prompt strong engagement that yields fruitful insights, some of which may be unexpected and therefore impossible to plan for through other research activities and questions.
- **Social Intelligence:** Trained members of the communications team will use state-of-the-art “listening” and analytics tools to glean insights from public social media posts (not from private user posts or discussions). This is how we learn what people think when they are just engaging in everyday conversation online—for instance, when contributing to public discussions surrounding news articles or promotions for upcoming events. Like ethnographic research, there is also a component of unexpected discovery that provides insights about questions we never thought to ask. With social intelligence, we balance seeking answers to specific questions with simply observing online conversation.

COLLABORATIVE AND MULTICULTURAL RESEARCH APPROACH

Audience research needs to be conducted in a way that elicits useful and actionable findings. The Census Bureau will take a collaborative approach, working with a diverse team of multicultural and research experts to develop an overall campaign research strategy to capture critical insights across audiences. This team of experts will provide input on moderator choices, discussion guides, questions, and other research materials that will reflect the language-related and cultural considerations of each key audience. This team will also allow the Census Bureau to conduct in-person research activities with trained multicultural and research professionals

(e.g., focus group moderators and ethnographic interviewers) who reflect the backgrounds of the audiences that are the focus of their qualitative research.

Ethnographic interviewers will receive standard training to ensure that research activities are working to uncover common insights and lessons learned across all audiences, using interviewers' experience and expertise to more deeply connect with audiences and gather richer information.

As part of the research planning process, the Census Bureau will work to identify the most appropriate research methods and best practices for capturing information from each audience, which will vary by size, geographic location, and self-response propensity. For HTC audiences, especially those that may be difficult to engage digitally, best practices such as bringing testing opportunities to individuals at familiar community gathering locations and in nontraditional spaces; encouraging partners and research participants to recruit even more participants; and relying on visual, graphics-focused research stimuli—rather than text-based stimuli—will be used to facilitate audience participation in research. Through a combination and balance of quantitative and qualitative methods, research will produce insights for each audience group.

We are developing our research plan based on lessons learned from both the 2000 and 2010 Censuses but also optimizing it for the complex data, media, and marketing environment that we will encounter in 2020. The ability to communicate at small geographic levels with customized messaging and modes of delivery requires a research plan capable of providing insights that are richer, deeper, and more specific than ever before.

CAMPAIGN AND CREATIVE DEVELOPMENT

The process for creative development for the 2020 Census campaign—for web content, promotional materials, paid advertising, and all other communications—will ensure that all creative pieces are strategically sound and derived from the comprehensive research described in the sections above and in the Communications Research and Analytics Roadmap. This will yield actionable insights that can help in driving the highest possible self-response rate. Census plans to maximize partner engagement by involving creative and multicultural firms from the earliest stages and engaging in continuous collaboration with Census Bureau stakeholders. The following is an overview of the key steps in our creative development process:

1. **Creative Insights:** Relevant findings from research-based strategic inputs to the 2020 Census Integrated Communications Plan, as well as findings from BAV and CBAMS, as described earlier in this document.
2. **Overarching Creative Brief:** A shared document that strategically sets the foundation for the creative work.
3. **Creative Workshop:** An event initiating the process by which creative ideas start to come to life.

4. **Platform Testing and Selection:** Choosing the creative platforms or overarching creative ideas that will move forward for further creative development and robust testing.
5. **Creative Testing and Execution:** Building out materials that will be tested further, validated, and finalized before being deployed in the field for campaign use.



Figure 5: Creative Development Process

Beyond the comprehensive campaign research conducted through CBAMS, described earlier in this plan, we will conduct campaign pretesting before the public use and airing of creative materials and advertising. Real-time results during the execution of the campaign will provide ongoing in-market, real-world insights into the effectiveness of advertisements and other communications elements. Engagement data observed each day—such as metrics that indicate which creative and messaging are or are not driving audience actions—will allow us to understand what is working, what is not, and what can be refined for better performance.

Each creative design phase will build on the previous one, providing the Census Bureau with a solid strategic pathway for arriving at a common creative platform that will serve as the basis of campaign materials. It will be important to avoid developing campaign-specific materials prematurely, before the final creative platform is developed and approved. In the past, doing this to fulfill requests for materials by stakeholders has caused confusion, with different campaign concepts being used before the final selection of an approved theme. For any materials needed before a final campaign platform is selected, the existing style guide for the Census Bureau will be used along with the approved 2020 Census logo.

Core Creative Review Team: The participation of a Census Bureau group with the authority to provide direction on and ultimately approve creative materials will be important in the development process, particularly in the early stages. As was done in 2010, a Census Bureau Core Creative Review Team—made up of Census Bureau personnel representing key entities within the Census Bureau tasked with collecting internal feedback and approving creative materials—should be assigned to work closely with campaign creative teams. This team should be agile enough to review initial ideas as well as collateral adjustments during the fielding of the campaign. The team should also include representatives who are highly familiar with different communities and regions—particularly in reviewing materials designed to appeal to HTC populations in those areas. If possible, team members should have experience with creative development and refinement processes; however, to ensure an effective process and informed participants, the Census Bureau communications team will lead a “Creative Development 101” workshop before the first review session.

THE CREATIVE PROCESS

CREATIVE INSIGHTS

The first phase of our creative development process will synthesize and incorporate lessons that we learn from the strategic inputs to the 2020 plan, including findings from BAV as well as CBAMS qualitative and quantitative research. These foundational insights will be used to help craft an overarching creative brief that, upon approval by the Core Creative Review Team, will inspire all creative teams to begin developing potential campaign platforms.

Creative team members will work with the Census Bureau's Core Creative Review Team, and other research-oriented teams as required, to ensure that this research solicits views from people and community leaders throughout the United States. This allows the idea-generation process to be diverse and inclusive of perspectives from across the country, involving voices of numerous age, gender, ethnic, and socioeconomic groups.

The Census Bureau will work with a team of multicultural and channel experts to disseminate the findings of all research and to collect insights that will fuel the creative brief. This specific approach is currently being developed in collaboration with those experts. The approach will focus on ensuring that all campaign communications—not just the platform—are data-driven and audience-focused.

OVERARCHING CREATIVE BRIEF

The foundational insights garnered from research and analytics will be used to craft a campaign creative brief that allows all creative teams to start developing platforms for the campaign. A platform is an overarching creative idea that is at the center of a communications program. It is initially expressed as a short statement and description of the key promise or message that is going to be communicated.

The creative brief will take the form of an OCTA Brief, which details an objective, challenge, truth, and answer, and incorporates proof points based on the findings and insights collected in the previous phase.

- **Objective:** What do we want to achieve, and how will we measure success?
- **Challenge:** What is the key barrier to achieving our objective?
- **Truth:** What do we know about people that will help us overcome the challenge and meet the objective?
- **Answer:** What do we need to do, not just say, to meet the objective?
- **Proof:** What research findings offer proof for this approach?

The Census Bureau communications team will work closely with the Core Creative Review Team, and other teams as appropriate, to ensure that the creative brief is aligned with the Census Bureau's strategic goals.

CREATIVE WORKSHOP

Upon approval of the creative brief, the Census Bureau’s communications contractors will host a collaborative cross-agency creative workshop involving all partner creative agencies and core creative reviewers from the Census Bureau. This workshop will ensure that these partners are fully involved in the creative development process. It will also give the Census Bureau an opportunity to provide early and frequent input on the creative direction. The process will result in the creation of finished platforms—deliverables that illustrate possible “centers” for our ultimate creative campaign.

We will kick off the workshop by sharing key insights from CBAMS research to make sure all participating creative teams have internalized those lessons. We will engage in a workshop exercise that helps participants think beyond their own cultural and social frames of reference, with the goal of developing a range of more differentiated ideas built from diverse perspectives.

Communications strategists will brief the creative teams—which will be composed of cross-agency and multicultural partners as well as multichannel experts—and ask them to form ideas of platforms to be expressed with words, pictures, taglines, or other ad-like elements. Census Bureau communications staff and contractor partners will share a range of these platforms with the Core Creative Review Team to gauge their alignment with the creative direction, allowing for course correction from the very beginning of the process. For this review phase during the creative workshop, the platforms will be fleshed out in several formats, including TV scripts, out-of-home media, mobile ads, and website landing pages.

PLATFORM TESTING AND SELECTION

After the initial review of platforms as part of the creative workshop, there will be several rounds of internal Census Bureau review and corresponding revisions. Then, the Census Bureau will choose the platforms that move forward to iterative research testing (including online quantitative surveys, online discussion groups, and in-person focus groups), stakeholder feedback, and additional revisions—ultimately arriving at one campaign for the 2020 Census.

CREATIVE TESTING AND EXECUTION

Once the Census Bureau has approved possible platforms that should move forward, the resulting creative materials will be further developed, tested, validated, and finalized before being deployed in the field. This process will involve multiple rounds of qualitative and quantitative testing as well as numerous touch points for receiving internal and external stakeholder feedback:

- **Qualitative and Quantitative Testing of Campaign Materials:** The comprehensive testing plan will be constructed to balance the desire to get efficient feedback across the spectrum of racial and ethnic groups with our knowledge of the limitations of different techniques for reaching different audience segments. It will be beneficial to perform appropriate levels of qualitative and quantitative testing on draft versions of creative materials among various audiences—especially non-English speakers.

Testing will be conducted when materials are in both concept and early-stage formats, allowing adequate time for course correction should they not resonate with audiences. This means, for example, that a TV ad may be tested in concept form, as a preproduction animated storyboard and again as a postproduction rough cut, before being finalized. (Testing on postproduction rough cuts would be performed as a last effort to ensure there are no previously unidentified issues with a piece that make it unsuitable for promotion of the census, rather than to identify small refinements, which will be made earlier in the process.)

We will use a variety of methods to conduct this research. One potential method is through an online group discussion designed for the overall evaluation of campaign concepts and messaging. Online discussion groups can be helpful in reaching some HTC populations—especially those that are geographically isolated—and can offer insight into not only which ads work, but also why they work. These online discussions also allow for customized metrics that we can use to investigate specific learning objectives. We will also use an online quantitative testing tool to produce statistically sound, reliable, and detailed findings to help us validate or improve our creative materials. Other research methods, including but not limited to in-person or face-to-face conversations, will engage other HTC populations that may be difficult to reach through online testing channels.

As the appropriate mix of testing methods is determined, a core focus will be ensuring that the process allows Census Bureau researchers to identify priorities for improvement in a particular ad and to draw comparisons between different concepts in multiple dimensions.

- **Feedback from Internal and External Census Bureau Stakeholders:** The Census Bureau’s internal and external stakeholders will be critical partners in a successful census and can offer valuable insights during creative development and execution. The communications team will outline key milestones requiring feedback and approval from internal Census Bureau experts. As the production process moves forward, the communications team will work with the Core Creative Review Team to refine the review process and assemble broader teams of Census personnel who can provide feedback on and approval of various topics.

The Census Bureau communications team will also identify the appropriate feedback and briefing opportunities to keep external stakeholders and partners engaged with and informed about the creative development process. This will be a key activity of the Core Creative Review Team and may involve creating an executive committee of stakeholder reviewers, like the Joint Advisory Advertising Review Panel (JAARP) used in 2010.

This review group will be most successful if its members are operating from a common knowledge base and have clear and early direction about the purpose of the group. To optimize its efficiency, the creative team will hold a “Creative Development 101” workshop to educate participants about the processes for developing materials, making

alterations, and identifying next steps. The workshop will provide participants with clear guidance on the types of materials they are reviewing, the type of feedback that will be most valuable, and the most efficient way to deliver that feedback.

- **Final “Go”/“No-Go” Validation of Audience Materials:** As a last safeguard, the Census Bureau will conduct final audience validation testing of public-ready campaign materials—using online discussion communities (or in-person discussions when necessary)—before deployment. This testing is designed to identify any red flags, inflammatory items, incorrect translations, or other errors in the creative materials before they are disseminated to the public. At this phase, the materials will have been through several rounds of audience testing, as well as internal and external stakeholder review, during which the most glaring issues will have been addressed. A key assumption during this phase is that unless audiences involved in validation flag a major issue, the materials will “go live.”

The creative development and execution process needs to fulfill three key objectives:

- **Consistent Application of Brand Identity:** The strength of the Census Bureau brand is in its consistent application. As possible creative platforms begin to move forward, creative teams will develop branding and identity guidelines to ensure that all materials developed for testing and feedback (e.g., social media posts, web properties, print ads, and others) are visually consistent, speak in the same voice, and adhere to a common set of guidelines and tone. Once a final platform is selected for deployment in 2020, the team will formalize the guidelines to ensure that the Census Bureau and 2020 Census campaign brands are consistently and appropriately applied in all creative materials.
- **Cross-Team Participation:** Multicultural and small business creative team involvement will be critical in making sure the 2020 Census campaign reaches broad and diverse audiences. In addition to their upfront involvement in the creative development process, the Census Bureau’s multicultural contractors will be the primary drivers in the build-out, testing, and production of audience-specific materials. Multicultural and small business creative teams will provide key inputs for and co-develop the common theme that will be designed to resonate with all audience groups. We will then work to build out and test the theme with diverse audiences and prepare materials for production.

Throughout the creative development and execution process, there will be frequent opportunities for sharing and receiving feedback from different creative partners in the form of check-ins, debriefs, all-staff meetings, and presentations. For example, we expect to engage in cross-team preproduction meetings to ensure consistent application of the brand across all productions.

- **Coordination with the U.S. Government Publishing Office (GPO):** The Census Bureau will coordinate with GPO to ensure quality in the production of all print materials and promotional items related to the campaign. The creative development teams will factor in the timing and logistical considerations required to facilitate successful materials and items orders.

DEVELOPMENT OF STRATEGIC PLANS

Upon the completion of campaign research, the 2020 Census Integrated Communications Plan will lay out ways to strategically reach each audience, through which channel, and with what message. This body of knowledge will guide the creation of additional strategic plans detailing how to customize the Census Bureau's communications strategy at both the program and audience levels (for initial audience-level insights, see Page 27; for program-level plans, see Page 80).

The campaign research and creative development process will identify basic elements of the campaign, including target audiences (e.g., multicultural and HTC audiences such as renters, those in group quarters or complex households, and young children) and communications channels (e.g., events, social media, or out-of-home ads), as well as key tactics and relevant messages for each. These findings will form the basis of more detailed audience and program-level plans, and will allow us to identify the required resources to meet audiences where they are likely to be engaged.

Efficient use of each communications channel will require data at varying geographic levels, and the ability to target communications by audience size will determine the size of each audience unit. For example, broadcast television and earned media strategies will be developed using DMA-level audience data, partnership outreach and event strategies will be determined using county-level audience data, and digital advertising will be based on neighborhood or tract-level audience data.

While our goal is to motivate everyone to respond, we will prioritize HTC groups that may need the most encouragement and/or outreach. We will also consider on-the-fence audiences who may be encouraged to participate through lower-cost communications strategies, resulting in more resources available for communications with HTC groups.

INTEGRATION WITH OPERATIONS

So that each audience and program plan will be part of a cohesive 2020 Census approach, it is critical to ensure that communications delivered to the public and stakeholders are aligned and integrated with the operational aspects of the decennial census.

Coordination with operations and program staff can also shape communications activities by allowing the Census Bureau to anticipate call or web traffic spikes or adjust activities to better balance the Census Bureau's workload on the back end. Especially for rapid response during census data collection, messaging and communications support must be clear and consistent across the Census Bureau, with an effective feedback loop from Census Questionnaire Assistance (CQA) and Field Division staff to the partnership and communications teams. Specific focuses of integration efforts include the following areas:

EARLY OPERATIONS

While the height of data collection efforts will take place in March and April 2020 and wind down by the end of July 2020, there are many operations that must take place well before then to ensure the success of data collection. The Census Bureau’s Geographic Programs, Local Update of Census Addresses (LUCA), and Address Canvassing operations—as well as recruitment and hiring efforts for enumerators and field staff—include efforts through which field representatives and other Census Bureau staff will be active in state, local, and tribal governments and communities nationwide before the launch of the 2020 Census campaign. Accurate and timely messaging about these operations will serve as important foundations for the broader public campaign.

MAIL STRATEGY

While the availability of online non-ID completion will make it possible for non-mail communications to drive immediate response, direct mail through the U.S. Postal Service will continue to provide a crucial communications element in 2020 (as supported by the results of previous Census Bureau campaigns and research efforts).

The Census Bureau anticipates using two mailing strategies for the 2020 Census. The first strategy is the “Internet First” strategy, which will be used with most households. These households will receive an initial letter inviting the respondent to go online to complete the census, followed by multiple mailed reminders. Households that do not respond online will get a paper questionnaire that can be mailed back. The second strategy is the “Internet Choice” strategy, in which households initially receive a paper questionnaire, to be mailed back, that also offers the choice of online response.

As of current planning, most households in mail-out areas (the primary type of enumeration area in which households receive mail packages) will receive the Internet First strategy; the others will receive the Internet Choice strategy, primarily in areas that have low levels of internet access.

Helping audiences understand the action they are encouraged to take when they receive a Census Bureau mailing will be an important function of the communications campaign, and thus the mailing strategy used will be a key input into the development of more detailed program-level and audience plans, and we will explore opportunities to integrate elements of the communications campaign into the mail package design. The two-way flow of information between operations staff—specifically the Census Bureau’s Field Division—and communications and partnership staff will be instrumental in identifying potential opportunities or challenges that may arise when sending pieces to diverse populations.

OTHER ENUMERATION TYPES AND ACTIVITIES COMPLETED AFTER ENUMERATION

The Census Bureau understands that not all members of the population are effectively reached through mail, and so we will undertake other enumeration strategies to reach these people. Enumeration type will also help in determining our communication segmentation strategy; for example, for some households, the primary enumeration strategy may be through a direct visit from an enumerator. People in this type of enumeration area may see different advertisements

stressing that the Census Bureau will bring the questionnaires directly to their houses, so that individuals are not surprised by a visit from an enumerator. Other enumeration activities related to early enumeration, group quarters, and transitory locations will require nuanced communications so that individuals in those types of enumeration areas understand what to expect as they are counted as the national campaign will not apply to their enumeration experience

Other activities completed after NRFU, including but not limited to respondent reinterviewing and coverage measurement, comprise additional Census Bureau operations in which staff are interacting with members of the public, albeit on a more limited level. These activities are important operational considerations in the development of a comprehensive communications campaign.

OPERATIONS IN PUERTO RICO AND THE ISLAND AREAS

The Census Bureau will directly conduct the 2020 Census in the 50 states, the District of Columbia, and Puerto Rico; however, the 2020 Census of the Island Areas (the Commonwealth of the Northern Mariana Islands, Guam, American Samoa, and the U.S. Virgin Islands) will be conducted through partnerships with local government agencies in those areas. The questionnaires for these populations will likely be longer than the questionnaires completed stateside and in Puerto Rico, and will also only be available in paper form. These operational aspects are important for the Census Bureau to consider as we develop campaign strategies and messaging to reach broad audiences.

In developing an overarching campaign theme and messaging, the Census Bureau will consider the need to reduce and mitigate potential confusion among the populations of the Island Areas in the event they receive communications about the stateside census. The Island Areas communication program is separate from the stateside communication program. The Census Bureau communication efforts will be limited to providing materials and guidance to the local government agencies that are responsible for enumerating the Island Areas, which includes recruiting and hiring staff to lead data collection and conducting communications campaigns to promote engagement with the census. Thus, the Census Bureau's communications materials must be able to be tailored and customized by the local Island Area governments to ensure that they meet the needs of those distinct enumeration efforts.

COMMUNICATIONS SUPPORT FOR OPERATIONS

As the Census Bureau introduces non-ID online response, innovative data collection process, and the use of administrative records for the 2020 Census, it will be crucial for Census Bureau staff who are interacting with members of the public to have accurate and appropriate messaging about operations, innovations, policy and legal issues likely to come up, and so on. Teams across the Census Bureau will work in close coordination to identify stakeholder questions and concerns, which will allow us to develop guides and educational materials about the purpose of the count, the various ways in which people are counted, and the use of census data. Operational staff and Decennial and Census Bureau leadership will receive key messages, tested and validated by research, taking into account anticipated questions and concerns from individuals, reporters, and partners. Additional sample materials include:

- **Use Cases for Different Response Modes:** Groups like State Complete Count Commissions and Complete Count Committees, along with other partners (see Partnership Program on Page 90), are key drivers of census participation, particularly among audiences that are typically hard to count. We will provide these groups with use cases on different modes of census response, based on their audiences’ literacy levels, language preferences, and preferred communications methods, so that they are best able to encourage response among their constituents.
- **Materials for CQA and Field Division Staff:** To support CQA and Field Division staff, the Census Bureau will create—and in some cases expand on existing—briefs, talking points, frequently asked questions documents, and promotional materials for addressing various scenarios that respondents may face, such as technical difficulties, privacy and security concerns, or questions about the Census Bureau’s use of administrative records. These materials and messages will tie back to overarching campaign themes and audience-specific messages. We also will establish regular communications with CQA and Field Division staff to share information, collect their input on the materials, and identify areas of need for additional materials and talking points.
- **Privacy Protection Guidelines:** While non-ID and online response options will make it easier to participate in the census, these options could result in partners and supporters inadvertently violating privacy policies. We will provide and encourage the use of communications guidelines among partners and supporters to minimize this possibility.

PROMOTIONAL MATERIALS AND ITEMS DEVELOPMENT

The Census Bureau is working with external stakeholders to identify the necessary campaign materials that we and our partners will need throughout the campaign. The Census Bureau plans to develop a Partnership Experience Platform (XP) to make it easy for partners to browse available materials and items, make some customizations, print materials on demand, and place orders for shipments.

As campaign research progresses, especially interviews with key internal and external stakeholders, Census Bureau staff will continue to assess and plan the extent and type of materials to be developed. Key considerations for these recommendations will include:

- **Success of Materials in 2010 or in Other Data Collection Efforts:** Materials that were successful in 2010 and in other data collections should be emulated in 2020. Understanding how template-based materials were received by audiences, which production and distribution methods worked, and the impact of niche products is important in planning the future development of such materials and items.
- **Potential for Customization:** Materials will be more appealing to audiences if they reflect the communities they aim to reach. We will develop a campaign with an overarching idea to create messaging and imagery that can be used to adapt materials for diverse audiences.
- **Appeal to HTC Populations:** While materials will be developed to reach all audiences, extra care will be taken to appeal to HTC audiences. Building on campaign research, we will work with influencers and potential partners to identify and develop those materials that are most likely to be desired—and used—by HTC populations.
- **Cost, Storage, and Origin:** The materials and items ultimately developed must represent the most effective use of taxpayer dollars. The Census Bureau will act as a good steward of taxpayer funds—selecting the lowest-cost options that meet the required quality standards, and not producing multiple different pieces or items that fulfill the same need. All print materials will be produced by the U.S. Government Printing Office, and any items purchased will be made in the United States. Additionally, unlike in 2010, there is not likely to be available funding for stakeholders to access in-kind dollars for materials production, which is another factor behind our plan to develop materials that stakeholders can customize and deploy themselves. (It may be possible for partners and other stakeholders to provide funding for promotion; the Census Bureau will engage these groups and support their efforts, when appropriate, to encourage census participation.) The Census Bureau is currently developing a fulfillment strategy for storage and distribution of promotional materials and items and expects a solution to be in place in time for the 2020 Census.

REACHING AUDIENCES IN MULTIPLE LANGUAGES

The Census Bureau plans to deploy a language program for the 2020 Census that expands on what was done in 2010. While final plans will depend on the budget, resources, and system capabilities, the current plan would support the development of an internet questionnaire in about 10 languages, Census Questionnaire Assistance interviews in about 10 languages, and video and paper Language Assistance Guides (LAGs) in about 60 languages, including a number of smaller language groups. To meet the needs of remaining language groups, we will use Partnership Specialists and Assistants, who provided language capabilities in 145 languages during the 2010 Census.

Historically, the following languages have been most commonly integrated into Census Bureau communications activities, listed below in order of prominence:

- English
- Spanish
- Chinese
- Vietnamese
- Korean
- Russian
- Arabic
- Tagalog
- Polish
- French
- Portuguese

While the languages supported in the 2020 Census campaign will be finalized after research is completed, the languages used for paid media and promotional materials in 2010 can help in understanding which of them may be used for this purpose in the future. In the 2010 Census, initial funding covered English and 13 additional languages for paid media and promotional materials:

- English
- Spanish
- Mandarin
- Cantonese
- Vietnamese
- Korean
- Tagalog/Taglish
- Russian
- Polish
- Arabic
- French Creole
- Japanese
- Hindi/Hinglish
- Khmer (Cambodian)

Subsequent and substantial funding provided by the American Recovery and Reinvestment Act (ARRA) in 2009 was used in part for the production of materials in 14 additional languages:

- Portuguese
- French
- Italian
- German
- Yiddish
- Farsi
- Armenian
- Ukrainian
- Greek
- Hmong
- Laotian
- Thai
- Urdu
- Bengali

However, it is important to note that an infusion of additional funding, like that provided by ARRA in 2010, is not anticipated for 2020.

While it may not be cost-effective to produce materials for all languages, we will use a robust network of Partnership Specialists to focus on small language groups, including geographically concentrated language groups. We plan to support the effort to recruit partnership staff with as much language capability as possible and provide them with the resources needed to engage all respondents in their preferred language. Many non-English-speaking respondents may be best encouraged to respond by direct interaction with Partnership Specialists in their communities and engagement with the trusted voices who partner with the Census Bureau.

Communications in non-English languages may be produced for some outlets or channels but not others, depending on the impact of that particular channel among language populations. The following graphic illustrates the prioritization of the number of languages by channel:



Figure 6: Quantity of Languages Supported by Channel

For instance, it is not likely to be cost-effective to produce video content in a language that is spoken by a small group population. However, printed partner content—such as one-page sheets and web copy—could be produced in many non-English languages at a far lower cost and with much greater impact, should audience research indicate that such communications would be beneficial. Partners could also volunteer to produce videos and other digital and print materials in non-English languages.

The Census Bureau and its partner multicultural communications agencies will be heavily involved in the overall creative development process (as described on Page 70), from conception and initial strategy through design, ensuring that we emphasize concepts and truths that resonate with each audience. The Census Bureau’s Communications and Language Office staff will use the results of extensive mid-decade research, testing, and consultation to determine the specific cultural, educational, economic, and language barriers that must be considered and accommodated to encourage census completion, obtaining early input from the

appropriate advisory committees and experts. This will ensure consistent use of common terminology translations and fitting cultural references—resulting in meaningful communications materials appropriate for diverse audiences.

METRICS AND TRACKING

FINDINGS AND CONSIDERATIONS

The Census Bureau has set the objective of maximizing the self-response rate among households in the United States, prior to NRFU activities. Based on preliminary Census Bureau predictions, a higher response rate will enable us to streamline NRFU activities and contribute to as much as \$5 billion in government savings of taxpayer dollars.

The Census Bureau is developing specific goals for methods of response and among key populations as the operational and communications planning is solidified. Based on previous Census Bureau research, we will move toward setting and evaluating metrics with two considerations in mind:

- **Evaluation metrics and studies should be developed earlier in the planning process to better identify the true impact of various communications activities.** Because of the timing of the contract award, both of the major 2010 evaluation studies were designed after key decisions about the timing of field and communications activities had been made. As a result, both studies faced challenges in identifying the impact of various communication, partnership, and outreach activities. Where possible, without hindering the campaign’s execution and effectiveness, 2020 Census campaign evaluation projects will take into account experimental design considerations upfront to mitigate such challenges.
- **Integrated communications activities, including partnerships and paid media, could also be evaluated based on which combinations of components work—rather than evaluating activities in isolation.** The 2010 Integrated Communications Campaign (ICC) was designed to reach the U.S. population through multiple channels with reinforcing messages that would have a greater impact than individual messages on one channel. The ICC design was intended to make the total effect of the integrated campaign greater than the effects of the individual communications components. The Census Bureau will build on these ideas by aiming to evaluate the integrated impact of communications, asking, for example, “What combination of communications components is most effective?”

Capturing Lessons Learned for Future Use: Lessons learned from previous censuses are immensely valuable and have been considered in the development of this communications approach to the 2020 Census. Similarly, the Census Bureau expects that what we learn during the upcoming campaign will produce a strong body of knowledge for use during the 2030 Census and in the Census Bureau’s ongoing data collection activities. Throughout the planning for and execution of the campaign—including the ultimate thank-you and data dissemination

phases—we will monitor and record lessons learned surrounding the following activities for each major element and programmatic aspect of the campaign, where applicable:

- Coordination and communications with partners and stakeholders.
- Processes and policy.
- Individual tactics and results.
- Engagement with target audiences.
- Value obtained in labor hours and from outside direct costs.
- Risk management and performance monitoring.
- Optimization and improvements.
- Program area findings (e.g., paid media successes, partnership coordination).
- Program management.
- Integration among campaign components.

The Census Bureau will continuously document these lessons learned and identify areas for immediate improvement, both throughout and at the end of the campaign. These findings will be published for use by all interested parties—not just the Census Bureau.

EVALUATION

The Census Bureau will work closely with the independent evaluation contractor to ensure that the contractor has access to all necessary planning and implementation documentation. We will coordinate with the evaluation contractor to incorporate feasible inputs into communications activities to improve the evaluators' ability to assess the success of the campaign. The evaluator will use a general theory involving motivators and barriers to survey response, which is currently being developed by the Census Bureau's research and analytics team.

PROGRAM-LEVEL PLANS

The campaign leading up to and throughout the 2020 Census will involve multiple coordinated communications channels and outlets. As detailed above, the ultimate activities conducted will be heavily influenced by the findings of campaign research. However, all the channels and programs listed in this section are likely to be key to a strong campaign. While this version of the document contains initial thoughts and tactics for using these channels, these ideas will evolve in the years to come.

Programs included in this version of the plan are:

- Stakeholder Relations
- Partnership Program
- Advertising and Media Buying
- Public Relations and Events, and Crisis Communications
- Website Development and Digital Activities
- Social Media
- Statistics in Schools Program
- Field Recruitment Advertising and Communications
- Rapid Response Activities
- Data Dissemination



Figure 7: Coordinated Communications Channels

These program-level plans are organized using the following sections:

- **Overview:** A high-level description of the program goal and its associated activities.
- **Approach:** The steps the Census Bureau will take to arrive at the program-level strategy; this includes identifying inputs, steps involved in planning, and possible execution strategies, as well as initial thoughts about measurement and evaluation where appropriate.
- **Key Considerations:** Important factors that may impact the strategic planning for each program.

Until broader research for the campaign is completed, these program-level plans are intended to be directional, highlighting the approach for planning and suggesting ideas for what the campaign could entail. These ideas for activities, including their timing and sequence, will need to be validated and refined based on research and stakeholder input. It is also important to consider that the ideas provided for these program areas will not only help shape the Census Bureau’s owned communications—content that the Census Bureau produces on its own platforms—but will also serve as a guide for, and enable, communications through earned and paid channels.

The Census Bureau’s goal of preserving funds and better targeting communications throughout the campaign applies in each of these program plans. By closely monitoring the effectiveness of various messages and outreach activities, the Census Bureau aims to conserve taxpayer dollars

by continuously optimizing our efforts and ceasing many of the communications aimed at fostering initial understanding and driving response among those geographic areas where most households have already responded. Communications aimed at promoting data use and soliciting support to encourage others to complete the census are likely to continue, as respondents may become advocates for census completion after they have completed their questionnaires. In addition, the Census Bureau will continue to meet its obligation to ensuring data security and confidentiality throughout its communications and outreach efforts.

These plans will not be executed in silos. Each will be designed to work in tandem with the others, producing an integrated effort to build awareness of and drive participation in the 2020 Census. Campaign research will help prioritize which channels will be more effective with which audiences, as not all channels will resonate with all people. For example, some hard-to-count audiences may be more responsive to personal, direct interactions with a community partner or to materials, messaging, and other content that has been organically generated by a partner. Other audiences may be more likely to visit the online response tool after seeing a social media post shared by a friend. A successful integrated communications strategy needs to deliver communications to audiences through their preferred channels, with the right message, at the right time.

The following considerations and inputs have informed these plans:

- **2010 Census Lessons Learned:** The 2010 Census Integrated Communications Campaign Lessons Learned Report provides valuable insights for building on the 2010 Census campaign. Each of these program-level plans cites several of those lessons learned, and we will continue to reference the full report as we build out formal strategies following research.
- **Operational Considerations:** There are critical differences in the way the 2020 Census will be conducted in the 50 states, the District of Columbia, and Puerto Rico, versus the Island Areas, where it will be conducted through partnerships with local government agencies. The Census Bureau direct involvement will be the provision of materials and guidance to those local government agencies, including recruiting and hiring staff to lead data collection and conducting communications campaigns to promote engagement with the census. We will continue to explore how these program-level plans may contribute to communications and outreach activities in the Island Areas in future iterations of this plan.
- **Initial Campaign Timeline:** Appendix C on Page 196 offers a directional overview of key campaign milestones and activities. In several of these plans, particularly in those for which early activities and efforts are critical, timing considerations have been reinforced. In other areas, certain tactics are tied specifically to certain phases of the campaign. With additional research and detailed planning, we will continue to develop a more comprehensive overall campaign timeline.

- **Language Considerations:** As detailed earlier in this document, the languages used for the 2020 Census and campaign communications have not yet been finalized, but will be important determinants in the number and type of materials created at the program level. In producing these materials, we will leverage the Census Bureau’s existing research and expertise on language, combined with the expertise of our multicultural communications partners, to produce meaningful translations that are appropriate for diverse audiences and consistent across the campaign.
- **Metrics and Evaluation:** The identification of appropriate metrics will be critical to ultimately measuring the success of individual program-level efforts and their contribution to broader campaign success. In some cases, examples of potential metrics have been identified within program-level plans. As we conduct further research and continue to develop, refine, and finalize specific strategies and tactics, we will identify and establish metrics to track each program-level strategy.

STAKEHOLDER RELATIONS

OVERVIEW

Stakeholders—those groups and individuals to which the Census Bureau is accountable—are key participants in all of our data collection activities and will be invaluable in successfully carrying out the 2020 Census. The Census Bureau is dedicated to engaging with and responding to stakeholders who are invested in ensuring an accurate count.

The relationship between the Census Bureau and stakeholders is mutually beneficial. Stakeholders can use census data to advance government, nonprofit, and business initiatives, and they can also help promote the importance of the census among their audiences and support Census Bureau efforts across the decennial census and other surveys. As active users of census data, many stakeholders are well-positioned to champion the value of an accurate count; thus, successful and efficient stakeholder relations are central to performing a complete count.

Leading up to and throughout the completion of the 2020 count, it will be the Census Bureau's responsibility to maintain an open line of communication with stakeholders, ensuring that they have the appropriate information and resources to contribute to the 2020 Census.

APPROACH

INPUTS

Identification of Key Stakeholders: The Census Bureau's work touches a diverse spectrum of stakeholders, including but not limited to governments, businesses, nonprofits, and community organizations. In advance of the 2020 campaign, we will leverage our stakeholder relations base, partner experiences, and the knowledge of unique audience needs and influencers to build a stakeholder register. These stakeholders will include those representing diverse issues and constituencies, such as individuals living in various geographic areas (e.g., rural, suburban, urban areas), students (e.g., higher education organizations), and children (e.g., youth advocacy groups). Further research and preliminary outreach will inform the development of a comprehensive stakeholder engagement plan.

Examples of stakeholders may include:

- Federal oversight bodies, such as the U.S. Congress (including the House Committee on Oversight and Government Reform, the House Committee on Appropriations, the Senate Committee on Homeland Security and Governmental Affairs, and the Senate Committee on Appropriations), the Government Accountability Office (GAO), the Office of Inspector General (OIG) and the Office of Management and Budget (OMB).
- Members of advisory committees, such as the National Advisory Committee (NAC), Census Scientific Advisory Committee (CSAC), and State Data Centers/Census Information Centers (SDCs/CICs).

- Intergovernmental associations, such as the Big Seven, Council of State Governments, International City/County Management Association, Federal-State Cooperative for Population Estimates, National Association of Counties, National League of Cities, National Conference of State Legislatures, National Governors Association, Population Association of America, and United States Conference of Mayors.
- Local, state, and tribal governments.
- Faith-based organizations.
- Businesses/Chambers of Commerce.
- Academic institutions.
- Civic engagement organizations.
- Community organizations.
- Education groups.
- Philanthropic groups.

While the Census Bureau continues to better identify and understand our audiences through campaign research, we recognize that some stakeholders also serve as potential partners and are focused on key audiences.

Inputs from Census Bureau Outreach Efforts: The Census Bureau conducts regular and ongoing outreach efforts at the national, regional, and local levels, and has deep experience with those programs that will help in identifying and engaging with stakeholders across the country. For example, the Census Bureau’s Community Partnership and Engagement Program (CPEP) empowers communities and regions to ensure they are counted through local and regional outreach, engagement with trusted voices, and Complete Count Committees—the members of which may also include key stakeholders.

Inputs From Regional Offices: Regional office staff have valuable experience working with their region’s stakeholders and a deep understanding of how best to engage them. Regional offices will be important contributors to a coordinated approach to stakeholder relations, building on the insights they offered in an initial listening tour (described on Page 10).

Lesson Learned From 2010: Educating stakeholders early on about campaign processes—especially creative development, media placement, and integration—can be useful in soliciting helpful feedback. Accordingly, the Census Bureau is considering providing training for stakeholders that would cover both the use of creative materials and how best to provide feedback during the development phase, including message delivery channels, processes, and ground rules for feedback. This type of early engagement will contribute to a valuable and efficient feedback loop between stakeholders and the Census Bureau, and would mark a good starting point for stakeholder engagement efforts.

PLANNING

Stakeholder Engagement Plan: While the Census Bureau has significant experience engaging stakeholders in previous decennial counts and in other data collections, such as the American Community survey and the Economic Census, further campaign research will assist us in developing a comprehensive stakeholder engagement plan. The plan will describe how the Census Bureau engages with the types of organizations described earlier. Frequent communications with and reports to stakeholders will lay the groundwork for important conversations that can help shed light on possible questions and interests of partners, the media, unidentified data users and distributors, and key public audiences.

Timing of Activities: Successful stakeholder relations will come about from early and frequent engagement, particularly with established stakeholders who can assist in distributing messages at the regional and local levels. The Census Bureau maintains ongoing communication with interested stakeholders throughout the decennial cycle, and public briefings on the 2020 Census campaign started as early as 2015. These engagements continued through 2016 and into 2017.

The Census Bureau will host meetings and briefings with stakeholders, including influencers and representatives from hard-to-count (HTC) audiences, beginning in 2017. These efforts will lead to our increased knowledge and understanding of stakeholders and their needs, and the key audiences served by these stakeholders, helping us plan how best to reach them through their preferred (and the most cost-effective) channel.

As the campaign timeline is further developed, it will identify clear milestones for which we need stakeholder input. This feedback will ensure that our approach, creative materials, and message delivery channels will resonate with and reach key audiences and effectively drive action. In addition, we will share information about our processes, especially potentially complex issues like media buying, to promote a collaborative and transparent relationship with stakeholders.

Integration With Other Areas: Stakeholders can serve as important trusted voices that can spread the Census Bureau’s message, especially among those who may be less receptive to or hard to reach through traditional advertising. The Census Bureau will regularly inform stakeholders of all efforts related to campaign activities and will integrate stakeholder voices into activities including:

- **Partner Outreach:** It will be important to coordinate stakeholder engagement with local and national partnership outreach, as many key audience members of these groups will overlap. See Page 90 for details on the proposed partnership engagement plan.
- **Public Relations and Events:** Stakeholder engagement must be intertwined with earned media and related efforts. The Census Bureau communications team will ensure that regional staff connecting with stakeholders work closely with the Census Bureau Public Information Office so that clear and consistent messaging is provided to news media and stakeholders. See Page 121 for details on public relations and events.
- **Social Media:** Social media provides a platform for credible influencers and trusted voices to connect with their constituencies, including HTC audiences. We will work with stakeholders to identify opportunities to integrate the Census Bureau’s messaging into the online conversation. Social media will also be an important channel for communicating information to stakeholders. See Page 143 for details on social media.
- **Crisis Communications:** In the event of a crisis, the Census Bureau must be prepared to rapidly address the needs and concerns of stakeholders. We may also be able to lean on our stakeholders to help better address the public and reach specific audiences in the event of a crisis. The Census Bureau is exploring including stakeholder training in our broader crisis communications strategy, which is described further beginning on Page 121.

EXECUTION

Initial and Continuous Engagement: Informing stakeholders of plans, soliciting their input and feedback, and keeping them abreast of progress will be critical in maintaining strong support for the count and gaining assistance to promote participation. The Census Bureau will work with stakeholders during the initial research and outreach phases to determine the frequency and depth of communications that would best engage them.

To recognize the support of stakeholders and continuously communicate with them in a meaningful way, the Census Bureau will engage them before, during, and after the count by:

- **Soliciting stakeholder feedback and advice, both through formal requests and by maintaining a continuously open line of communication:** Stakeholder groups generously offer their time and experience to shape plans leading up to 2020. Their input will be key to crafting audience-focused messaging and developing promotional materials and items that will raise awareness and drive participation.

- **Holding trainings for key and interested stakeholders:** These trainings will help ensure that stakeholders are familiar with key census topics and processes. We will also equip stakeholders to brief their own networks about the 2020 Census.
- **Holding regular updates with groups such as the Census Bureau’s Advisory Committees:** These updates offer the opportunity for stakeholders to ask critical questions about upcoming plans and provide insights and advice as plans are refined and executed.
- **Hosting briefings and producing materials for distribution to Congress, federal government agencies, tribal governments, and state and local governments:** The Census Bureau will make it easy for stakeholders to monitor progress and review proposed activities.
- **Enlisting stakeholders to spread the word about Census Bureau activities:** Many stakeholder groups have far-reaching networks and understand the importance of the census to the country and to their own specific audiences. The Census Bureau will not just ask for their support; we will create materials in a format that is best suited for their needs.

Sample Activation With Members of Congress: Members of Congress have a unique ability to reach constituents from coast to coast and have a keen interest in the use of the census for allocating congressional seats and funding for programs that help their constituents. They also have existing communications networks and reach that the Census Bureau can leverage. Sample activations could include but would not be limited to:

- Holding a series of Hill briefings for members and their staffs.
- Scheduling a Census Bureau official to speak at the members’ lunch and the press secretaries’ monthly meeting.
- Encouraging members to build census information into their talking points as they speak at conferences, to media, and elsewhere.
- Producing a member toolkit that allows for dissemination of information to constituents. It could include:
 - A widget for their congressional websites.
 - Frequently asked questions and answers as well as fact sheets about the census.
 - A calendar of ideas for media and constituent outreach.
 - A sample opinion piece for use in local newspapers and newsletters.
 - A prewritten email to constituents.
 - Examples of local constituents and organizations that have put census data to good use.

Localized Engagement: Every town, constituency, and community group has unique defining features, and it will be critical that our outreach approach maintain flexibility for local customization. The Census Bureau will strive to make issues relevant, timely, and accessible to people in their own neighborhoods. Grassroots teams in the field, through CPEP, will play a vital role in both planning and executing local stakeholder relations strategies in their areas. We will provide them with guidance on our national program goals, as well as tested messages and toolkits that incorporate approved materials and lessons learned from other communities to aid them in their outreach efforts. To promote use of these toolkits and make them relatable to diverse audiences, the Census Bureau will provide customizable materials, including access to a library of diverse images and messages from which stakeholders can choose those elements most likely to make an impact with their audiences. Ongoing communication between the Census Bureau’s national and local staffs will aid in coordination at all levels of the campaign and will help us take advantage of national and local opportunities as they arise.

KEY CONSIDERATIONS

Identifying the challenges and concerns that affect communities and neighborhoods is an important part of the planning process—and a task for which stakeholder input can be invaluable. This includes understanding previous barriers that stakeholders have overcome to best serve their constituencies. In serving communities with multicultural populations, for example, understanding the language preferences and cultural intricacies within the community—an effort that stakeholders can support—is key. With such information in mind, we can focus on the appropriate stakeholders, as well as partners, that have already built trust and open communication within their communities and that actively advocate for their constituents on the important issues.

PARTNERSHIP PROGRAM

OVERVIEW

The Census Bureau relies on the support of partners throughout the country to be able to perform a complete and accurate count. Partnership outreach is a critical function within our audience-focused approach to encourage self-response and participation among our target audiences in 2020.

An audience-focused approach includes ensuring that our efforts fit the needs of our partners, who provide valuable support in reaching our key audiences. Using feedback and insights from partners with whom we formed successful relationships during previous censuses, we will develop a flexible strategy that offers participation opportunities for all partners. This strategy will integrate the efforts of the following groups to support a nationwide, integrated campaign:

- Community Partnership and Engagement Program (CPEP).
- Data dissemination program.
- National Partnership Program.

Working in tandem with these entities, we will identify and enlist partner organizations whose missions and values align with that of the Census Bureau. Organizations with long-lasting relationships in their communities can help the Census Bureau forge local connections and establish an understanding of the value of the decennial census within those communities. Additionally, because of the country's growing diversity and differing interests among segments of society, partners are the key to reaching and persuading respondents that the census is relevant to their lives, their communities, and their causes—and that the Census Bureau is committed to ensuring data privacy and security. In return, partners have the opportunity to encourage their constituents to participate in a process that will benefit their own communities and neighborhoods, producing rich data on which many partners rely.

Census Bureau partners have previously included national corporations as well as regional and local organizations, such as social service groups and grocery stores. For instance, in 2010, several major corporate entities promoted the census in materials for their customers. In advance of the 2020 Census, we will also identify partners with large followings on social media who may be willing to help bolster the Census Bureau's message online.

Relatively new and emerging technologies present opportunities for partnership engagement that can get respondents talking about the census and interacting with content through platforms they haven't been able to use in the past. Virtual and augmented reality may present opportunities to partner with video gaming and other entertainment companies as the technology becomes more accessible and integrated into content consumption activities. For example, video game services like Xbox Live can run paid advertisements (and private sector campaigns have taken advantage of these options for years). Virtual home assistants such as Amazon Echo (aka, Alexa) also present a potentially fun and innovative way to spread the word about the census. Google has used its wide-reaching "Google Doodle" on the Google.com home

page to promote events like primary elections, and Facebook has used its platform to inform users about the last day they can register to vote in their states. Such promotion of Census Day, for instance, could reach millions of respondents at very little cost, should major partners see the benefit of promoting participation. The Census Bureau will continue to explore the feasibility and appropriateness of such partnerships through initial outreach; further campaign research and discussions will inform more detailed planning.

We also now have an unprecedented opportunity to track outreach activities and engage partners: The Partnership Experience Platform (PXP), a tool the Census Bureau is considering developing, would allow partners to access resources, view events happening in their regions, and communicate with Census Bureau partnership specialists. An enterprise customer relationship management (CRM) system will also allow for improved interactions with partners, streamline partnership effort tracking, and highlight any gaps in partnerships.

What the Census Bureau Provides to Partners: The Census Bureau can provide materials and support staff for local events, among other things, but cannot provide direct funding for activities or partners. This is because the Census Bureau does not have grant-making authority. As such, we are unable to give money to partners.

For the 2020 Census, the Census Bureau will implement a coordinated partnership approach among national partners, partnership specialists, data dissemination staff, and survey program areas staff to improve continuity in outreach and strengthen internal and external relationships. With the understanding that the outreach process for national organizations typically takes longer, we will prioritize outreach to those groups first. We will then continue to define a full timeline that details how the different phases of partnership apply to Census Bureau partners and to public outreach. Our goal will be to have materials for partners ready and available for dissemination in a timely manner. Distribution of materials will be coordinated with the Census Bureau communications team and field teams to ensure timely delivery.

APPROACH

INPUTS

Partnership Experience Platform (PXP): If developed, the PXP would transform the way partners connect with the Census Bureau and their respective audiences, alleviating some of the issues expressed by partners in 2010 about accessing information and materials. Through this platform, partners would be able to customize and print promotional materials, connect and collaborate with the Census Bureau and other partners, access resources and lessons learned from previous partners, and share success stories and content with each other. The Census Bureau is currently considering the build out plan for the PXP, which would be an important component of campaign outreach efforts.

Existing Database of Partners: The Census Bureau enjoys a broad base of partners who have participated in previous decennial enumerations and other data collection efforts. The existing database—the Census Bureau’s CRM system—will allow us to begin to categorize partners by

organization type, level of visibility, reach, and potential for collaboration in 2020—an important first step in determining a strategic and organized approach to outreach. Close coordination among Census teams that already have relationships with these partners will be important for collectively developing a strategic engagement plan that informs priorities and maximizes reach.

Group Quarters: In the past, the Census Bureau has had success working with various group quarters (e.g., college residence halls, correctional facilities, nursing homes, and treatment centers) across the country to ensure that everyone is counted. We will use lessons learned from the American Community Survey Group Quarters branch and from other data collection efforts to create tailored materials for each audience and develop outreach strategies as appropriate. In regards to college residence halls, we will also keep in mind each school’s spring semester calendar, so that we are reaching campuses at appropriate times.

National Partnership Efforts: The Census Bureau has established relationships with a multitude of national organizations for each decennial count. With a transition to establishing long-term partnerships with national organizations outside of the decennial census—beginning as early as 2017—we can leverage these relationships to extend our outreach efforts and connect with hard-to-count (HTC) populations.

Regional and Local Efforts: Leveraging relationships at the regional level will be imperative, as these regional staff interact daily with the public through other surveys and their partnership specialist staff. They can provide critical guidance for reaching those communities they work with—identifying trusted voices, offering effective outreach materials, and sharing lessons learned firsthand from previous censuses. In addition, we will seek to identify (early on) Field Division staff members who have existing relationships with the headquarters of national organizations.

CPEP works with state, local, and tribal governments, as well as community and faith-based organizations, to increase participation in the census. Leveraging the success of the regional partnership program in 2010, CPEP will rely on more robust partnerships with State Complete Count Commissions and Complete Count Committees for the 2020 Census. To set up the 2020 Census campaign for success in reaching communities, the Census Bureau has already started conducting outreach at the local level through CPEP. Using this program, we will be able to connect with grass-roots organizations to engage, educate, and encourage people to respond to the 2020 Census.

Campaign Research: Insights gleaned from self-response propensity predictions and qualitative research activities conducted as part of broader campaign research will help the Census Bureau identify and prioritize HTC areas, informing our approach to partnership outreach. This research will also shape the outreach materials and items we send to partners to distribute to their respective audiences, including the messaging, format, and look and feel. In addition to campaign research, exploratory conversations will help us identify and validate trusted voices that may be integrated into the campaign.

Lessons Learned: In 2010 and test censuses, partnership efforts played a major role in a successful enumeration. They also underscored that an early start to partner engagement is key, and that we will need to establish relationships with organizations before forming specific plans for the census. These initial conversations and meetings will help us in getting to know these organizations—including their challenges and opportunities—and using that knowledge to better understand their communities.

In previous decennial censuses and other data collections, some potential partners were contacted on both national and regional levels, leading to confusion and missed opportunities. In 2020, an integrated strategy with national, regional, and local partnership efforts will streamline the outreach process and avoid duplicative efforts and multiple contacts for partner organizations.

Promotional materials and items for partnership efforts will be a critical element of the 2020 Census. Careful planning, using lessons learned from 2010, will help streamline message and content development as well as ensure efficiency in the process of creating meaningful translations that will be relevant across varied audiences. Enhanced communication with partners to capture feedback and educate them about availability of campaign resources will also be key considerations in developing an approach for the 2020 Census.

PLANNING

Identification of Partners: The Census Bureau currently benefits from the support of national and local partners, who engage with populations nationwide to encourage participation in other Census Bureau data collection efforts and early decennial operations. In addition to building on these existing partnerships, we will use a data-driven approach to identify audiences that are expected to lag in predicted census response or are part populations that we expect to be hard to count—audiences for which outreach by key influencers and intermediaries is most likely to encourage response. Based on these target audiences, we will prioritize partner outreach efforts and the allocation of resources to the organizations and influencers that can help us make the greatest impact on response rates.

Examples of potential national partners for several of our key audiences are identified below. Partnership examples may serve more than one group and have been identified by multicultural outreach partners for reference only.

Table 12: Potential Partner Outreach by Interest

Partner Interest	Example
African American/Black	<ul style="list-style-type: none"> • National Association for the Advancement of Colored People (NAACP). • Historically Black colleges and universities. • National Alliance of Black School Educators. • National Black Media Coalition. • Divine 9. • National Urban League.

Partner Interest	Example
American Indian and Alaska Native (AIAN)	<ul style="list-style-type: none"> • Native American Journalist Association. • American Indian Higher Education Consortium. • Alaska Federation of Natives. • Tribal governments. • Tribal colleges. • National Urban Indian Family Coalition.
Asian American	<ul style="list-style-type: none"> • Asian Americans Advancing Justice—Asian American Justice Center. • Asian American Journalists Association. • Association of Asian Pacific Community Health Organizations. • Coalition of Asian Pacifics in Entertainment.
Business	<ul style="list-style-type: none"> • Local Chambers of Commerce. • Regional business/economic development entities. • National corporations such as AT&T and Walmart.
Civic Engagement/Volunteer	<ul style="list-style-type: none"> • Points of Light Foundation. • Rotary International. • Order of the Elks. • Funders Committee for Civic Participation. • Lions Clubs.
Data Super User	<ul style="list-style-type: none"> • Redfin and Zillow. • Pew Research Center. • Academics and researchers.
Faith-Based	<ul style="list-style-type: none"> • Regional and local faith networks typically associated with Protestant and evangelical churches. • Jewish Community Center Association of North America. • Knights of Columbus. • U.S. Council of Muslim Organizations.
Government-Affiliated	<ul style="list-style-type: none"> • State Complete Count Commissions. • Complete Count Committees • National Association of Counties. • National League of Cities. • National Conference of State Legislatures. • United States Conference of Mayors. • National Association of Latino Elected and Appointed Officials. • League of United Latin American Citizens.

Partner Interest	Example
Hispanic	<ul style="list-style-type: none"> • National Council of La Raza. • ASPIRA Association. • Hispanic Association of Colleges and Universities. • National Hispanic Christian Leadership Conference. • National Puerto Rican Coalition, Inc. • Mexican American Legal Defense and Educational Fund (MALDEF).
Military/Veteran	<ul style="list-style-type: none"> • Veterans of Foreign Wars. • American Legion. • Iraq and Afghanistan Veterans of America. • Student Veterans of America.
Native Hawaiian and Pacific Islander (NHPI)	<ul style="list-style-type: none"> • Kamehameha Schools & Alumni Association. • Asian and Pacific Islanders Association. • Council for Native Hawaiian Advancement. • Sovereign Council of Hawaiian Home Lands Association. • Empowering Pacific Islander Communities (EPIC).
News Media	<ul style="list-style-type: none"> • Broadcast, print, and online outlets. • Culturally specific outlets, e.g., Univision, MiTú for Hispanic/Latino audiences (see Public Relations, Page 121, for more detail). • Industry groups such as National Newspaper Publishers Association and National Association of Hispanic Publishers.
Rural	<ul style="list-style-type: none"> • National Rural Electric Cooperative Association. • Future Farmers of America. • Extension services, e.g., National Institute of Food and Agriculture. • United Way.
Technology/Innovation	<ul style="list-style-type: none"> • Google, YouTube. • Twitter. • Mobile application developers.
Youth/Older Population	<ul style="list-style-type: none"> • AARP. • Children's Defense Fund.

Prioritization of Efforts Through a Tiered Approach: From past censuses, we know that partners have varying levels of interest, capabilities, and timing requirements for working with the Census Bureau to promote the census. To engage partners and welcome their support within a scope that is comfortable for them, we are in the process of forming tiers for partnership that are based on a partner network model focused on key factors. These factors

include the size of the organization, potential for reach, and level of desired involvement and engagement with the Census Bureau.

By offering tiers of partnership and activities, and by making clear suggestions as to how partners can engage at each level, we will make it easy for potential supporters to understand their options and identify the level of support that is right for them. This approach will also give partner organizations access to census data, trainings, and subject matter expertise as well as provide them with the opportunity to share what they are doing in their community with other partners. As the Census Bureau begins outreach to organizations, it will be important to use a flexible approach that allows us to leverage partners' expertise, reach, and relationships with their communities.

This focus on localizing partner impact is key to the Census Bureau's national partnership strategy. In the years leading up to the 2020 Census, we plan to collaborate with partners to explore how we can work together to create impact at the community level. For instance, the Census Bureau intends to work with local partners to identify challenges to a complete count in their communities, and collectively brainstorm possible solutions to those challenges. This type of engagement would be co-designed by the Census Bureau and participating partners, and could take place through publicly promoted pop-up events or community challenges. The Census Bureau is currently exploring opportunities to test this approach within a few pilot markets, allowing us to further refine and optimize the strategy for a national rollout.

Our first phase of outreach will focus on identifying and engaging national organizations and entities that have the greatest potential for maximum reach, such as other federal agencies, private corporations, and national associations. Some existing national partners that have supported previous enumerations may already have a higher level of awareness of the importance of the census; other existing partners may have experienced internal turnover, meaning they have staffs that are unfamiliar with the Census Bureau or the census despite their organization's historical partnership with the Census Bureau. The less-informed partners, as well as any new partners, may require additional education about the Census Bureau and why the census matters. Regardless of awareness level, many large national organizations require a significant amount of time to identify, plan, and act on partnership opportunities. Thus, it is critical that we begin exploratory conversations with these potential partners immediately.

The next tiers of prioritized outreach will include exploratory conversations with multiregional and larger regional entities, followed by outreach to community organizations. Many community-based groups have been deeply entrenched in their communities for a number of years; their staffs reflect the demographics of the communities being served, and they understand the nuances of those communities, including language preferences, customs, traditions, and other regional distinctions. Because of this, community organizations offer opportunities for the 2020 Census that should be explored in partnership planning.

Early exploratory conversations are important for identifying types of partnership activities to which partners would be comfortable committing. For instance, while some partners may be excited about committing to a large-scale activity such as printing promotional messaging on store receipts, others may only be comfortable with committing to a smaller-scale

promotion, such as including a link to the 2020 Census website in an internal company newsletter. Regardless of the level of support, the Census Bureau is appreciative and deeply values the participation of all its partners in helping ensure a complete and accurate count.

Partner Materials and Items Development: The Census Bureau is committed to making it as simple as possible for partners to engage with us and participate in the census. Recognizing that not all partners will have the ability to print materials, we will develop digital and print promotional materials—including social media and video content, and other promotional items such as pens, mugs, and chip clips. As much as possible, we will develop templated materials so partners can tailor them to be culturally and linguistically relevant to their target audiences. We will also ensure that the materials:

- Help increase awareness of, and trust and participation in, the census process.
- Highlight the importance of participation by and for the community.
- Encourage and facilitate involvement in the campaign.

With an eye for the highly localized outreach conducted by CPEP, we will develop customizable marketing and communications collateral materials that can be downloaded and printed for partner use. This could include a general template that allows for textbox customization to deliver the necessary information on a local level.

In addition to a toolkit of materials, we will also distribute a partnership guidebook—featuring lessons learned from partners in their support of the 2000 and 2010 decennials. The guidebook will highlight opportunities and resources that are provided by the Census Bureau and available to partners as well as strategies for reaching communities and the HTC population.

While the strategic early engagement phase of the campaign begins in early 2019, we recognize that some partners will benefit from engagement, information, and materials well before then. The Census Bureau will work with partners to understand their needs for materials and produce promotional items and materials for their immediate use. These items can be generically branded and produced with the 2020 Census logo immediately, rather than waiting until campaign creative materials are finalized later in the campaign.

As we ramp up campaign activities approaching the strategic early engagement phase in 2019, we will also develop more specific non-English materials in multiple languages to support the needs of local regions. For example, to better reach an HTC Asian American population, we might distribute specific collateral materials through trusted voices and partners that are seen as leaders in that community. These non-English materials must be flexible enough to support highly local customization. The Census Bureau recognizes that the ability to develop custom marketing communications that meet the needs of both the Census Bureau and the partner will be critical to that partnership's success.

Across all materials throughout the campaign, it will remain important to include a clear call to action, which will shift depending on the phase of the campaign, as well as a reference to the different ways in which people can participate in the census and encourage others to do the same.

Integration With Other Areas: Partners serve as important trusted intermediaries that can share the Census Bureau’s message, especially among those audiences who may be less receptive to or difficult to reach through traditional advertising or other means. Close and frequent coordination with partners will be critical throughout other campaign activities, including:

- **Stakeholder Relations:** It will be important to coordinate national and local partnership outreach with stakeholder engagement, as many key audience members of this group will overlap and stakeholders will likely be interested in the Census Bureau’s interactions with partners. See Page 84 for details on the proposed stakeholder engagement approach.
- **Public Relations and Events:** Partnership efforts must be intertwined with efforts such as earned media, which is media coverage gained through promotional efforts other than advertising. We will ensure that regional efforts involving outreach to partners are working closely with the Census Bureau Public Information Office—and vice versa—so that messaging is consistent and clear across materials for news media. See Page 121 for details on public relations.
- **Social Media:** Like the Census Bureau, partners use social media to engage with their constituencies. We will work with partners to identify opportunities to integrate census messages into the online conversation, leveraging credible trusted voices to encourage self-response. See Page 143 for details on social media.
- **Website Development and Digital Activities:** The Census Bureau is exploring the development of the PXP, which could be a major component of partnership outreach. Accordingly, partner materials and calls to action should be developed with the PXP in mind. See Page 136 for more information on website development and digital activities.

EXECUTION

Outreach to Partners: Building on the combined efforts of the Census Bureau’s National Partnership Program, data dissemination program, and CPEP, the Census Bureau will identify the best means and messaging to approach partners representing diverse groups. Prior to developing our pitch, we will identify factors that interest influential partner organizations. For example, some groups are greatly motivated by the ability to receive high-visibility media attention.

Distribution Methods to Reach Partners: Getting census materials into the hands of partners in a timely manner will be imperative to successful partnership operations. In 2010, the Census Bureau distributed millions of promotional materials and items to its partners through its National Fulfillment Center and regional efforts. The Census Bureau is currently exploring options and opportunities for fulfillment in 2020.

In addition to the physical distribution and mailing of materials, the Census Bureau will leverage its digital properties to facilitate the online distribution of materials. The use of digital products, such as social media graphics, infographics, and online videos, will reduce distribution costs and

ensure that materials are accessible to many audiences. The Census Bureau will also explore online distribution methods such as print-at-home materials, or partnerships with print suppliers like FedEx Office, to allow partners to produce their own paper products at their convenience.

Customer Relationship Management (CRM) System: The CRM system will help us avoid communication gaps and minimize the duplication of outreach efforts. It will also allow CPEP and the National Partnership Program to keep track of the types of partners involved and their interactions with the public, fostering improved and more coordinated interactions with those partners. The Field Division will establish consistent protocols for maintaining the CRM across all partnership offices—including making sure information is up to date—to ensure accurate reporting and more streamlined coordination across the Census Bureau.

KEY CONSIDERATIONS

Strong partnerships will be critical for reaching HTC audiences that represent different cultures and ethnicities. There is an opportunity to engage segments of a community by enlisting community-based organizations and other partners that have worked hand in hand with these communities and have gained their trust over the years.

For example, while many members of the Asian American community may be digitally proficient and connected to the internet and their mobile devices, significant portions of that population rely on traditional sources of information, including community-based organizations, grass-roots retailers such as local ethnic grocery stores, and key leaders of influence. To reach this audience, we would form partnerships with established community-based organizations that offer support related to basic needs, such as housing, social services, health, and job training. This partnership approach could serve as a model for outreach within other cultural groups.

It will also be critical to continue expanding our universe of customizable materials—and to continue coordinating with the National Partnership Program and CPEP—to better reach HTC audiences and encompass greater numbers of languages to reach them. Partners that can support outreach in other languages will be invaluable in helping us develop and distribute language-specific materials.

In addition, it is important to note, as discussed on page [INSERT PAGE NUMBER] that in-kind dollars for partner production of materials will not be available. This may place a greater emphasis on digital materials that partners can easily access and distribute on their own without significant cost. It will also require us to identify partners unlikely to reach their audiences using digital materials so that we can prioritize them in determining who will receive print materials and promotional items.

ADVERTISING AND MEDIA BUYING

OVERVIEW

Paid advertising will continue to play a crucial role in the 2020 Census, as it did in 2010 and 2000, raising awareness of the census and driving completion through online and traditional modes.

The rapid growth of technology use among people in the United States, as well as the channels that can reach those people, create numerous opportunities. The audience reach and penetration of digital platforms are rapidly growing. As one indicator, Andrew Perrin of the Pew Research Center reported that in 2015, 65 percent of American adults used social networking sites, compared with just 7 percent a decade earlier (Perrin, 2015). These developments are important because with the expanded availability of non-ID response in 2020, digital advertising will be able to help people navigate to the questionnaire start with a single click. The Census Bureau will need to closely monitor how these trends continue to evolve and shift in the years leading up to the 2020 enumeration to ensure our strategy stays current with the changing digital landscape.

However, while digital media is a rapidly growing medium, TV, radio, print, and out-of-home (OOH) are still critical types of advertising media, especially among certain hard-to-count (HTC) and hard-to-reach populations with limited internet access. Nielsen's Total Audience Report for the third quarter of 2016 showed that U.S. adults spend more than 4.5 hours a day consuming TV, including live and time-shifted TV, and just over 2.5 hours using an app or the web on a mobile device. Interestingly, radio trailed both of these media consumption trends, with adults reporting only 2 hours per day listening to the radio (Nielsen, 2017). Forecasting to 2018, eMarketer expects TV to outperform all other major media at nearly 4 hours spent per day, followed by mobile (nonvoice) at 3 hours 23 minutes, and desktop at 2 hours 8 minutes (eMarketer, 2016a).

Given the rate of change in the media environment and varying preferences for media consumption within the U.S. population, particularly among members of different ethnic groups, a one-size-fits-all approach will not be sufficient to reach all audiences. Our paid media and advertising strategy will need to be flexible enough to incorporate the needs of every region and audience group as well as changing technologies. Local paid media and advertising will play an important role in setting a baseline for reaching audiences across the United States while supporting and reinforcing national efforts. Even beyond localized paid media and advertising, this includes partnership outreach, the Census Bureau's Statistics in Schools program, social media, public relations, and other touch points with the Census Bureau's audiences.

APPROACH

While encouraging people to respond on their own has been a key goal of previous censuses, 2020 presents some new challenges and opportunities related to self-response. The Census Bureau understands that our paid media strategy for the 2020 Census must drive action in a new census environment in which audiences can respond online, using non-ID response,

without having to wait for materials in the mail. However, we are also sensitive to the possible burdens that increased non-ID response may place on back-end operations involving manual address validation processes. Thus, it is critical that we develop a flexible paid advertising strategy that can be adjusted to meet our goals and needs in real time.

Our approach to paid advertising and media will be heavily informed by overall campaign research, especially modeling activities to predict self-response, and will require coordinated cross-team participation from multicultural partners to ensure Census reaches its key audiences.

In 2010, the Census Bureau created a budget allocation model using HTC factors based on the 2000 Census, in which audience segments that were harder to count received greater investment. Dollars were then allocated across channels, and during the campaign the media mix was optimized based on questionnaire responses. This approach, which prioritizes HTC audiences and leverages real-time response data to optimize activities during the campaign, has laid the groundwork for the more robust data-driven approach to the 2020 Census. As the Census Bureau further refines its paid media and advertising strategy for the 2020 Census, and as more details about budget allocation become available, the Census Bureau communications team will consider these processes and models.

INPUTS

Campaign Research: As described on Page 67, the result of our campaign research and creative platform development will be the creation of a comprehensive communications strategy, including an overarching campaign audience, channel, and messaging framework that indicates which audiences should be reached through which channels (e.g., partner outreach, social media, paid advertising, etc.). The framework will also outline the messages to be used and the budget allocation by channel. This is the plan from which we will draw our initial assumptions and strategic insights to develop a paid media and advertising-specific strategy.

Advertising at the Appropriate Level Using Predicted Self-Response Propensity: Early campaign research will focus on the creation of self-response propensity scores generated by predictive models. These scores are primarily modeled at the household level but will be incorporated into more aggregate levels (neighborhood, ZIP code, DMA, etc.), depending on the data needs for media planning. These data—and the flexibility to access them at various levels of targeting—will be instrumental for our planning process, as it is not possible to target all media at the same geographic level. For example, knowledge of DMA-level self-response propensity scores will allow the Census Bureau to prioritize broadcast TV and radio advertising in specific DMAs over others.



Figure 8: Advertising and Media Buying Approach

Key Communications Phases: These phases for the overarching campaign strategy, described on Page 51, will be especially relevant for paid media and advertising activities. This timeline will be a guidepost for not only the channels Census advertises through, but also the messages featured in the advertising that runs.

Paid media will have the greatest impact on self-response during the awareness, motivation, and reminder phases. As referenced in the rapid response section on Page 182, we will build a response model depicting response by week, as was done in 2010.

Real-World Tests and Experiments: In addition to relying on existing data sources and real-world results received during the early targeted awareness phase, experiments may be carried out to provide insight into processes for which pertinent historical evidence is not accessible, should funding be available. These real-world tests and experiments may address topics such as the ideal timing of messaging (e.g., awareness vs. self-response messaging), the impact of general Census Bureau brand advertising, and the effect of direct text-messaging contact on the response rate, among other factors. Based on resources and time, the Census Bureau is currently assessing the feasibility to conduct such tests and experiments and would plan accordingly upon a final decision.

Rapid Response System: The ability to reallocate paid media spending and refine messaging during the campaign will be a critical component of our rapid response activities. Media planning will be conducted with an eye for this requirement, ensuring that our media buying and reporting processes are aligned with the needs of the rapid response system. The ability to optimize and refine media placements throughout the campaign will differ according to the type of media used. For example, digital placements can be altered quickly, and many will be continuously and automatically optimized for best performance by ad platforms. However, it takes longer to reserve space and deploy static billboards and bulletins, so it may not be possible to alter them within the campaign. See Page 114 for details on paid media lead time by type.

Participation of Multicultural Partners: The Census Bureau’s multicultural partners have vast knowledge of how to best reach specific audiences through culturally appropriate means through their experience with audience-based media buys at national and local levels. These partners will be integral participants in the media planning process. For example, they have identified microtargeted advertising in local ethnic grocery stores or at cultural festivals and other events as key avenues through which to reach multicultural audiences. Close coordination with these partners and stakeholders will also provide direction for identifying trusted voices that can be integrated into advertising collateral, such as billboards featuring individuals that audiences recognize. These insights and more will be key inputs for the media plan.

Inputs to the Plan From Regional Offices: Like multicultural partners, regional directors will have important insights to contribute to the advertising and media buying plan—particularly regarding how to reach HTC populations—and will be involved in the media planning process. Regional directors will be able to help us prioritize those critical outlets that should be included in the media plan before the Request for Proposal (RFP) process to media vendors. As part of the process, we will provide clear direction and tightly defined parameters to ensure that regional directors can provide actionable feedback.

Lessons Learned From 2010: Among the many successes of the 2010 Census advertising campaign, one of the top 10 lessons learned was to improve the understanding and transparency of the media buying process among key stakeholders and the paid media community. Confusion over terminology, the highly public visibility of the process, and coordination among various Census programs and stakeholders were key challenges in 2010. The 2020 Census will require a more clearly defined and communicated process for media planning and buying.

PLANNING

While campaign research will be important across all areas of the campaign, it is perhaps most instrumental in determining the paid media and advertising plan for the 2020 Census. Upon completion of this research, the media plan will identify the amount of spending to be directed to the various media channels that will be used for the 2020 Census, as well as the mode, main message, and creative materials that should be used to reach each audience.

To create an effective media plan, the Census Bureau will develop a streamlined planning, review, and approval process that involves the appropriate internal stakeholders, including but not limited to representatives from regional teams. External stakeholders and partners will also be kept informed of our advertising approach, including the research and data informing our plans, so that we can work together to identify gaps in outreach to audiences—especially HTC groups.

“Paid Media and Advertising 101”: To ensure alignment and a common foundation of understanding of the media buying process, the communications team will hold “Paid Media and Advertising 101” training sessions with key Census stakeholders to educate them on the terminology, process, and important milestones for 2020 media buying. The Census Bureau will work to understand the needs of training participants, as well as the most efficient method of delivery for these trainings.

Paid Media Review Team: Close and regular coordination with stakeholders across the Census Bureau will be critical for an efficient media buying process. The Census Bureau will assemble a group of key internal stakeholders to review potential paid media and advertising placements for appropriateness. A subset of this team may include an Advertisement Creative Review Team, which will be responsible for reviewing the campaign creative that will run in those placements.

Media Channel Planning Tool: Some data produced through campaign research will be fed into a proprietary tool called Resolve. This comprehensive decision-making framework informs channel strategy that uses shopper data, secondary research tools like Mediamark Research and Intelligence or Live Panel, and case study data to establish the most effective touch points. It provides a strategic guide in channel selection by prioritizing which channels will best drive behavior change. Resolve helps answer questions like:

- Which communication tasks should I focus on to meet my objectives?
- Which touch points will best deliver my required communication tasks?
- Where should I focus my energies within the consumer journey?
- How should I best spend my budget across touch points and communication tasks?

We will use this tool in conjunction with other campaign research and self-response propensity scores to develop overall budget levels and allocations.

Focused Local Advertising Supported by National Baseline: To ensure that Census reaches diverse audiences across the United States, the media plan will include a mix of focused paid advertising at the local market level, supported by a foundational base of national paid advertising. While preliminary insights, including the success of local efforts in 2010, suggest that advertising activities may skew toward a heavier local effort, final budget allocation between national and local media will be informed by findings generated by self-response propensity modeling, other campaign research conducted by the Census Bureau, and input from multicultural partners.

While the focused local support will target individual HTC audiences, the foundational base of national paid advertising will be important for driving self-response among both HTC and non-HTC audiences (i.e., audiences that have a higher predicted self-response propensity and therefore do not require as much focused advertising). Further, this baseline of coverage across the nation will serve as a strong backdrop for tailored local advertising that can speak directly to the audiences that live in those markets, such as specific cultural and ethnic groups, which may include HTC audiences.

Because local media often has a smaller audience than national media, the Census Bureau will consider relative price when determining the right mix of national and local budget and how various advertising channels can be leveraged to reach audiences at a local level. For example, the Census Bureau’s future research and self-response propensity modeling may indicate that rural households are an important audience that the Census Bureau should focus more of the digital advertising budget on. Because rural households exist across the country in several geographic areas, the Census Bureau might choose to pursue a national-level buying strategy to reach them. That national budget would then be directed to specific local areas that include rural households, allowing the Census Bureau to optimize a cost-efficient national buy to maximize local reach.

Media Channels: The resulting proposed media mix will encompass the channels identified as being most appropriate for reaching our target audiences, with particular consideration for how they can be leveraged to reach multicultural groups using non-English messaging. These channels will likely include:

- **Digital Advertising:** Our approach will determine the appropriate mix of display, search, video, social, mobile, email, text messaging, and audio streaming advertising. Especially on the local level, digital advertising—more than any other medium—can deliver tailored messaging to target audiences, and can be optimized based on real-time results. The 2015 Census Test in the Savannah DMA revealed several key lessons for digital activities, including the needs to better track users and identify pain points within the census response tool and to ensure that proper tracking is established at the front end of development.

These results will allow us to collect insights at the household level and aggregate them at various geographic levels. We will then take what we know about these geographic areas to identify priority areas and create “geo-fence” digital ads, targeting them exclusively to internet users in high-priority areas.

When working with digital advertising vendors, especially large platforms such as Google, the Census Bureau will consider nontraditional advertising and traffic-garnering tactics. For example, we could work with Google to set a custom search result when someone searches “Census.” A special search return could include a direct call to action to complete the census within the Google search page. This would be like the special search results that Google employs in partnership with the National Suicide Prevention Lifeline:

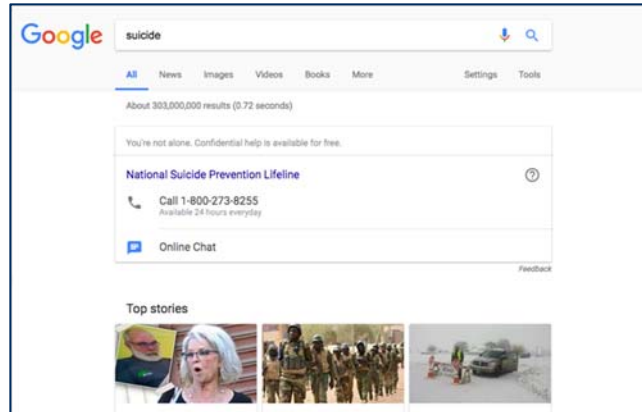


Figure 9: Example of a Google Partnership

- Radio Advertising:** Radio advertising will use a combination of national and local buys, incorporating terrestrial, satellite, and streaming radio ads, as well as prerecorded and live reads to take advantage of local hosts through spot radio. Network radio could be used as an efficient layer of national media and employ trusted voices to reinforce the Census Bureau message. The combination of these radio outlets will allow Census to customize advertising for audiences by geographic area, station, genre, ad format, language, and time of day. To extend the reach of radio among key audiences, we will also explore podcast advertising with major outlets.
- TV Advertising:** Like radio, TV advertising will include national and local buys. Our plan will prioritize programming, networks, and genres based on the efficiency with which they can deliver messaging to target audiences. Local television advertising will be overlaid onto national advertising to reinforce the national strategy and more directly target HTC groups, and to ensure that media is purchased as efficiently as possible.

Technology developments related to smart TVs and connected devices will be important considerations for the 2020 Census campaign. As digital streaming services continue to advance, so will Census’ approach to incorporate these key channels into our overall strategy.

- Print Advertising:** Print advertising will include magazines, newspapers, and other publications at the national, regional, and local levels where appropriate. For HTC audiences, this could include advertising in highly localized publications such as local grocery store weekly circulars.
- Out-of-Home (OOH) Advertising:** OOH advertising will be another important component of the media mix. Based on campaign research, we will identify the areas where key audiences live. Our media buyers will then locate OOH opportunities to reach those groups, identifying placements where billboards and posters are most likely to attract attention and be seen by HTC audiences—or those we are otherwise seeking to reach.

Understanding how to best leverage digital OOH ads in 2020 will offer important opportunities for Census. The ability to quickly adjust messages and creative elements based on environmental factors, such as the time of day or the weather, will allow us to swiftly implement innovative and responsive advertising. In addition, digital OOH advertising can be used to connect with mobile advertising, providing an opportunity to reinforce messages through a variety of channels.

- Event-Based Advertising and Sponsorship:** Advertising at events can be an especially important channel for reaching key audiences, particularly those that may be difficult to reach through traditional or online media. Advertising at cultural events, and close coordination with the Census Bureau’s outreach programs such as the Community Partnership and Engagement Program (CPEP), will be important in reaching multicultural audiences. Examples of culturally relevant events and observances are listed in the following table. This list is meant to be illustrative; additional events will be added or deleted based on research.

Table 13: Sample Cultural Events

Event	Audience	Location
Lunar New Year events (late January/early February)	Asian American (specifically Chinese, Korean, and Vietnamese)	Communities nationwide
Black History Month events (February)	African American/Black	Communities nationwide
Arizona Aloha Festival (March)	NHPI	Phoenix
Calle Ocho Festival (March)	Hispanic	Miami
Denver March Powwow (March)	AIAN	Denver
Merrie Monarch Hula Festival (April)	NHPI	Hilo, Hawaii, and televised and streamed online
Asian American and Pacific Islander Heritage Month (May)	Asian American/NHPI	Communities nationwide
Cinco de Mayo (May)	Hispanic	Communities nationwide
Juneteenth events (June)	African American/Black	Communities nationwide
Pride events (June)	LGBTQ	Communities nationwide
Houston Latin Festival (August)	Hispanic	Houston
Hispanic Heritage Month (Sept. 15 – Oct. 15)	Hispanic	Communities nationwide

Event	Audience	Location
Native American Heritage Month events (November)	AIAN	Communities nationwide

- New Platforms and Emerging Trends:** The Census Bureau will stay attuned to rapidly evolving advertising platforms and identify which are the most advantageous. We will scan the media landscape for emerging trends like Bluetooth low-energy mobile, wearable technology, augmented reality, and video game advertising and integration, and we will test those that show the greatest potential to deliver the Census message effectively and to drive self-response.

For example, in the Asian American community specifically, social networking and messaging apps (like WeChat, Kakao Talk, LINE, and WhatsApp) are gaining popularity. These apps enjoy strong adoption among specific segments of the population given the high concentration of usage of these apps in native Asian homelands. With the rise of immigration from Asian countries—more than 12.7 million in 2014 per American Community Survey data—and projections from the Pew Research Center suggesting that Asian immigrants are expected to become the largest foreign-born population by 2055, we will consider which communications platforms are being used by particular segments to ensure that we reach those audiences (Pew Research Center, 2015a).

Contingencies and Reserving Budget for Rapid Response: The Census Bureau recognizes that the plan must include contingencies in the event that our plan must be adjusted. For example, if an upfront media buy—a media purchase that is made several months in advance of when advertising is scheduled to air—cannot be realized due to significant shifts in the media landscape or other unforeseen circumstances, we must be able to adapt accordingly.

A key component of the rapid response phase will be adjusting our paid media and advertising activities to reach those audiences with low response during data collection. The advertising and media buying plan will include considerations for how the budget is allocated for use during that phase.

Planning Timeline: Based on the key communications phases described on Page 51, it is possible that very limited paid media and advertising activity will be warranted during the strategic early engagement phase (January 2019 – December 2019) to reach audiences that may require more time to understand the upcoming 2020 Census and its importance. After that, the awareness, motivation, and reminder phases will encompass broader advertising and media coverage to urge people to complete their census questionnaires.

The timeline below describes the progression of key activities in the media planning process:

- **June – July 2018:** We will conduct a media planning kickoff meeting, prepare an initial media brief that incorporates outputs from campaign research and creative insights, and host a multicultural media conference.
- **August – October 2018:** We will develop a media plan, initially developing and then building on media plan scenarios (including targets, media mix, spending allocations, timing of media runs, and unit mix) timed to support public relations and partner outreach and encompass all phases of the campaign. This planning process will incorporate multicultural agency collaboration as well as feedback from Census Bureau subject matter experts, regional staff, and key stakeholders.
- **November – December 2018:** We will submit a draft media plan confirming the prioritization of media channels (including digital advertising and online video, television, radio, print, and OOH), as well as the proposed budget, for approval by the Census Bureau by the end of calendar year 2018.
- **January – April 2019:** We will confirm the available advertising budget. Due to the federal budget and appropriations process, this would be the earliest point at which the Census Bureau could commit to any potential long-lead paid media opportunities, such as sponsorships.
- **May – June 2019:** We will begin negotiations for upfront television media buys for the 2020 Census campaign. These negotiations—which focus on securing placements and pricing well in advance of the launch of the campaign—will begin after the networks present their schedules for the upcoming “broadcast year,” which goes from the end of September 2019 to the start of September 2020.
- **June 2019:** Limited strategic early education advertising may begin airing. While it is likely that activities such as partner outreach and public relations will comprise the bulk of activities during the strategic early education phase of the campaign (January to December 2019), it is possible that some paid media advertisements will be used to target HTC audiences in particular.
- **July – September 2019:** As the 2020 Census approaches, we will validate the proposed media plan, refining it as needed. The Census Bureau will commit to upfront television and other media before securing advertising inventory. Media starting in October 2019 will need to be purchased at this time, as would any additional long-lead opportunities (such as sponsorships).
- **October – December 2019:** In fall 2019, media buying activities will ramp up in preparation for the launch of the 2020 Census campaign, with the earliest awareness advertising starting during this time.
- **January – August 2020:** Most paid media will be allocated in support of the launch of the broad public campaign in January 2020. Paid media will build awareness that the

2020 Census is coming (awareness phase, starting in January 2020), motivate people to fill it out (motivation phase, starting in March 2020), and remind those who have not yet filled it out to do so (reminder phase, starting in May 2020). As the overall campaign ramps up toward the March 2020 motivation and May reminder phases, so will the advertising spend. Advertising will wind down as we near fall 2020, when the campaign enters the “thank-you” and data dissemination phases.

It is important to recognize that ongoing research, periodic updates to self-response propensity models, and real-time results and feedback from Census tests, experiments, and the ongoing campaign will inform the planning of subsequent phases of advertising. The Census Bureau will continue to develop the paid media planning timeline in future iterations of this plan.

Integration With Other Program Areas:

- **Social Media:** Advertising through social media channels will be an integral part of our strategy. Alignment of paid and organic social media activities will be important in establishing and reinforcing a consistent Census message across channels.
- **Partnership and Stakeholder Relations:** Paid advertising can provide a backdrop against which partnership and stakeholder relations activities can be leveraged. In addition, it is possible that trusted community voices will become an important part of a paid media push, especially at the market level.
- **Public Relations:** Advertising activities, especially through print magazines or newspapers, can help the Census Bureau leverage additional earned media opportunities. Especially for smaller ethnic community publications, advertising can result in editorial pieces or other coverage.
- **Rapid Response:** Paid media and advertising will be a critical component of rapid response activities. It will be important to design our tools, systems, and processes with this requirement in mind.
- **Operations:** While all program areas require coordination with Census Bureau operations, it will be especially important for paid media to be coordinated with operations activities, such as the Census Bureau’s mail contact strategy and other operations. Branding, messaging, and calls to action across all campaign materials need to be consistent.

EXECUTION

During the execution phase, the Census Bureau will engage in media buying, production, measurement, and evaluation of the placements. We will schedule and buy placements based on market availability and on insights regarding the optimal time to purchase or hold back on inventory, given real-time conditions. Placements will be selected from the top-rated and most cost-efficient TV, radio, and digital outlets reaching target audiences, in their native languages as needed, with a special focus on reaching HTC populations. Advertisements in newspapers and magazines will target populations that are more likely to notice and/or trust ads in a local or demographically oriented publication than ads served digitally or by broadcast.

Placing Advertisements in Appropriate Outlets: The Census Bureau will not place ads in outlets that may be considered inflammatory, highly controversial, or offensive, and monitor placements to minimize the risk that ads run adjacent to potentially inflammatory, highly controversial, or offensive content. However, finding the right balance between selecting effective programming/outlets that will reach all target audiences and maintaining the integrity of the 2020 Census campaign is key. This is especially important because audiences with low response rates, such as men ages 30 to 49, use media and content platforms that may be considered controversial by some but could also prove to be highly effective in reach and credibility. In addition, given the rapidly changing media environment and the speed at which controversial content and comments may spread (e.g., through social media), placements will require constant monitoring well after they have been selected and executed.

A key part of our media buying process will be developing a policy that outlines the Census Bureau's requirements and expectations for appropriate placement of advertising, which will be clearly communicated to stakeholders, partners, and the public. As described previously in this section, a key function of the Paid Media Review Team will be to review those proposed outlets for appropriateness; as a subset of that group, the Advertising Creative Review Team will review the creative elements of all advertisements that run as part of the campaign.

Negotiating the Best Rates and Cost Efficiency: We will determine the best strategies for entering each media marketplace and negotiating rates. For example, based on the national TV marketplace conditions, a particular mix of upfront spending and "scatter" may be advisable to provide both flexibility and cost containment. Through upfront spending, national TV buyers enter the market before the new television season to negotiate favorable rates, guaranteed ratings, options for the opportunity to reduce a portion of the initial buy, and access to premium content. Conversely, "scatter" buys occur closer to the advertised period and allow advertisers to select the remaining unsold inventory at variable prices. Sellers' models are based on selling "scatter" inventory at a premium to the upfront. Historically, these premiums fall between 5 and 20 percent (GroupM Historic Modeling, 2016).

Leveraging Both Large and Small Businesses for Buying Power: The Census Bureau values highly its commitment to engaging small businesses, and leverages their expertise and experience to reach various audiences, particularly within HTC communities. Census also values the benefits and cost savings that come with using large media buyers who are often able to negotiate deals that would otherwise be unavailable. As such, the Census Bureau will place 51 percent of advertising through a national leader in ad placements; small businesses will place the remaining 49 percent of the budget, working in close collaboration with the larger media buyer, which will also serve in an advisory role to the small multicultural partners. Small businesses will place paid media at both the local and national levels, as guided by the needs of their audiences and available placement options.

Streamlining Cross-Team Participation: The Census Bureau will work closely with media buying partners who specialize in outreach to diverse groups. The Census Bureau and team members will have access to media planning and buying systems that each buyer can use to determine how best to reach its target audiences. Multicultural partners will provide inputs to the media plan from both the national and local perspectives, in addition to executing buys at both levels.

The Census Bureau’s media buying partners have expertise in reaching important audiences across various media channels—and together they have experience with national and local media buying for TV, radio, print, OOH, digital, event-based, and nontraditional channels. In addition, many multicultural partners have strong relationships within various ethnic media communities, such as the National Newspaper Publishers Association, a trade association representing more than 200 African American-owned community newspapers.

A summary of the team members and their relevant audiences follows:

Table 14: Cross-Team Participation for Media Buying

Media-Buying Partner	Key Audience
Carol H Williams	African American/Black audiences
Culture ONE World	Hispanic audiences
G+G Advertising	American Indian and Alaska Native (AIAN) audiences
The Kālaïmoku Group	Native Hawaiian and Pacific Islander (NHPI) audiences
Maxus	Diverse mass audiences
Reingold	Diverse mass audiences
TDW+Co	Asian American audiences

In addition to delivering the media placements, multicultural partners will be responsible for measuring, optimizing, and providing benchmark reporting on media spends in a way that aligns with the overall team’s reporting. As media planning progresses, the team will continuously collaborate to define a consistent process for buying, delivering creative for, reporting on, and evaluating paid media advertising.

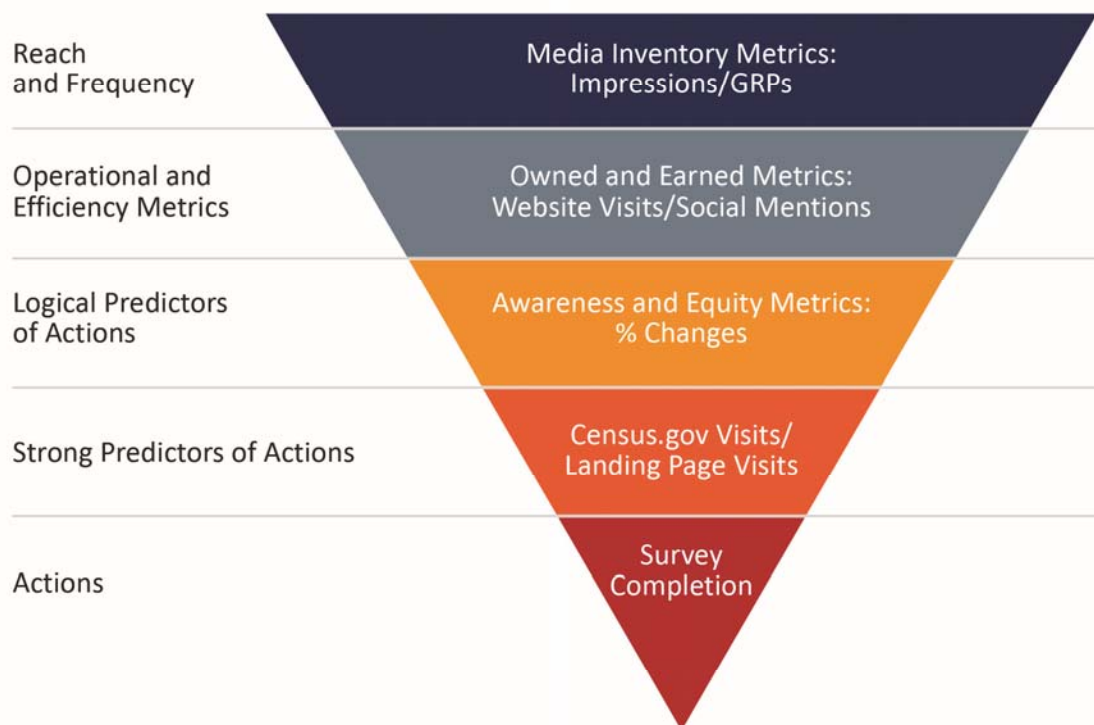
While the Census Bureau is working with partners that have expertise in major segments of the U.S. population, we recognize that there are numerous and nuanced population groups that must be addressed as our research and planning progresses. These audiences will be incorporated into future drafts of the 2020 Census Integrated Communications Plan.

Continuous Refinement: The Census Bureau’s data-driven campaign approach will allow us to continuously refine paid advertising tactics and strategy, drawing insights and analysis from real-time response results and audience engagement with media.

Continuous refinement refers to our ability to respond to the question “How is our advertising working?” Answering this question will allow us to make in-campaign adjustments to maximize response. Analysis of metrics at different levels will help us adjust our activities to work toward

questionnaire completion. The following graphic depicts the Census Bureau’s framework for understanding how to measure effectiveness:

HOW WILL WE MEASURE EFFECTIVENESS?



We need a measurement plan architecture that helps inform future conversion—**how advertising is working**

Figure 10: Measurement of Effectiveness in Paid Advertising

Real-Time Results Informing Creative Adjustments: While the creative elements and messaging for advertising used across all channels will have gone through a robust research and testing process before launch, digital advertising will allow us to use real-time A/B testing online to test every aspect of each creative execution, including message, language, format, image, font, color, text size, platform, and audience reached. We will observe the impact of each of these on the audience’s action, such as clicking through to or filling out a census questionnaire in real time. We will also evaluate interactions between different elements of a creative execution within ad platforms, and use tools such as Google Optimizer—along with proprietary tools belonging to Census Bureau contractor teams—to identify when a particular image or message resonates especially well with a targeted audience or on a specific platform.

Optimizing Paid Media During the Campaign: For a campaign as dynamic as that for the 2020 Census, flexibility will be a critical factor in determining media buys. Being able to adjust media (channels, programming, and messaging) will add significantly to the effectiveness of our media flights and responsible allocation of the budget.

The table below shows the options for changing advertisements after the initial purchase for a sample of paid media placement types. The levels of flexibility depicted are intended to provide directional considerations for the media planning process; final thresholds for canceling, adding, and shifting inventory, as well as replacing creative, will be determined upon negotiation with media companies. The Census Bureau recognizes that individual vendors may have varying requirements for inventory adjustments, and these will need to be identified early to ensure efficiency in the media buying process. For example, some smaller media companies that have the ability to reach niche audiences or small populations may require more lead time than other vendors.

Table 15: Paid Media Flexibility by Type

Placement Type	Canceling Inventory	Adding Inventory	Shifting Inventory	Changing the Message	Additional Comments
National TV Upfront (long-term) Broadcast, Cable, Syndication, Cinema	Usually 75 percent of total spend is committed, depending on quarterly spend.	Depends on marketplace conditions. Can incur additional costs.	Depends on availability and when/where inventory is moved. Can incur additional costs.	3–7 days. Syndication may be longer, depending on the program. Cinema is 2 weeks.	Refers to long-term purchases made for broadcast year Q3 – Q4.
National TV Scatter (short-term) Broadcast, Cable, Syndication, Cinema	100 percent firm at time of order.	Depends on marketplace conditions. Can incur additional costs.	Depends on availability and when/where inventory is moved. Can incur additional costs.	3–7 days. Syndication may be longer, depending on the program. Cinema is 2 weeks.	Refers to short-term purchases usually made across one quarter.
National TV Opportunistic (last-minute) Broadcast, Cable, Syndication, Cinema	100 percent firm at time of order.	Depends on available inventory and client flexibility.	Depends on marketplace conditions and available inventory.	N/A	Last-minute purchases made within days of airdate. Offers advantageous rates but can't guarantee inventory will be difficult, and is therefore difficult to plan.
Network Radio	100 percent firm at time of order.	2–3 weeks	Minimally 30–45 days, depending on market conditions at	1 week	Network radio :30 copy must be provided 2 weeks prior to start date. If campaign includes Traffic Service vendors that

Placement Type	Canceling Inventory	Adding Inventory	Shifting Inventory	Changing the Message	Additional Comments
			the time of request.		require :10 and :15 scripts, copy can be provided with 1 week notice.
Local Television	2–4 weeks depending on the vendor and market conditions.	1 week	72 hours	24–72 hours; local cable will be close to 72 hours. Accelerated log times for holidays.	Depends on number of markets affected and marketplace conditions.
Local Radio	2–4 weeks depending on the vendor and market conditions.	1 week	72 hours	24–72 hours; accelerated log times for holidays.	Number of markets affected and marketplace conditions both affect turnaround.
Local Cinema	Screenvision: Cancellations are only offered to multiquarter commitments upfront. The first quarter is always firm, and the subsequent quarter(s) require 60 days' notice before the start of the quarter. NCM: 60 days before start of campaign.	Screenvision: 1 week NCM: 60 days	Screenvision: 1 week NCM: 60 days	Screenvision: 1 week NCM: 1 week notice, but the actual creative can arrive on the Tuesday of the same week as the Friday swap.	Varies by vendor: NCM or Screenvision vendor selection varies by market.
Newspapers	24–48 hours	24 hours	24 hours	24 hours	N/A
National Magazines	8–12 weeks before actual issue date; dependent on published space closing date.			6–10 weeks before issue date; dependent on published material closing date.	N/A
Local Magazines	4–6 weeks before actual issue date; dependent on published space closing date.			2–4 weeks before issue date; dependent on published material closing date.	N/A

Placement Type	Canceling Inventory	Adding Inventory	Shifting Inventory	Changing the Message	Additional Comments
Out-of- Home Digital	Typically, 60 days before campaign start.	Depending on available inventory, lead time could be as little as one week.	1–3 days	24 hours	N/A
Out-of- Home Static Bulletins and Transit	60 days before campaign start.	48–72 hours to secure, based on availability. Printing and shipping can take 3–4 weeks.	Bulletins: Minimum of 1 week, based on available inventory and materials. Transit: Costly and not recommended.	Bulletins: Minimum of 1 week, based on available inventory and materials. Transit: Costly and not recommended.	N/A
Online Display	Immediate	Immediate, depending on available inventory.	Immediate, depending on available inventory.	Immediate	Lag time between adjustments may last between a couple minutes and a couple hours.
Content Marketing	Immediate	Immediate, depending on available inventory.	Immediate, depending on available inventory.	Immediate	Lag time between adjustments may last between a few minutes and few hours. This assumes programmatic, and not reservation, buys for placement.
Reservation Buys (guaranteed advertising inventory)	Timing and penalties dependent on publisher and available inventory.	Timing and penalties dependent on publisher.	Timing and penalties dependent on publisher.	Timing and penalties dependent on publisher.	As reservation buys are typically directly purchased through the publisher, the rules around inventory purchase will vary.
Online Video	Immediate	Immediate, depending on available inventory.	Immediate, depending on available inventory.	Immediate	Lag time between adjustments may last between a couple minutes and a couple hours. This assumes programmatic, and

Placement Type	Canceling Inventory	Adding Inventory	Shifting Inventory	Changing the Message	Additional Comments
					not reservation buys for placement.
Search	Immediate	Immediate, depending on available inventory.	Immediate, depending on available inventory.	Immediate	Given the scale of the 2020 Census, we should explore opportunities to partner with large search engines for promotion.
Social Media	Immediate	Immediate, depending on available inventory.	Immediate, depending on available inventory.	Immediate	Lag time between adjustments may last between a couple minutes and a couple hours.
Non-traditional Outlets	Varies, but normally not immediate.	Varies, but normally not immediate.	Varies, but normally not immediate.	Varies, but normally not immediate.	Includes opportunities such as advertising at ethnic supermarkets, cultural events, etc.

Advertising Materials Repository: As Census develops its library of advertising materials, we will store them in a repository of all paid media materials, which includes a system for registering and monitoring the status of all relevant licensing and copyright agreements.

Testing and Analysis: In 2010, the campaign established targets for reach and frequency during each phase of the paid advertising campaign, as shown in the table below. Reach is the percentage of households exposed to the media, while frequency is how often the households are exposed (U.S. Census Bureau, 2010).

Table 16: 2010 Campaign Reach and Frequency Targets

Phase	Population Reached by Media
Awareness Phase	95% (at least 10 times with base funding) 95% (at least five additional times with American Recovery and Reinvestment Act [ARRA] funding)
Motivation Phase	95% (at least 20 times with base funding) 95% (at least 11 additional times with ARRA funding)
Nonresponse Followup Phase	Lowest-responding population (at least three times with base funding) Lowest-responding population (at least two additional times with ARRA funding)

While the ultimate success of the advertising campaign in 2020 will be dependent on rates of self-response, metrics for reach and frequency—including how many people were shown an ad and how often they were shown it—will be captured as part of our evaluation plan. This will allow the Census Bureau to recommend adjustments to advertising activity based on ad performance and response rates—and on the integration of the self-response propensity scores and the media optimizer. Prior to the launch of the campaign, we will clearly outline and identify key metrics by channel, including but not limited to:

Table 17: Key Metrics by Channel

Channel	Common Metrics
TV	Impressions and gross rating points (GRPs)
Radio	Impressions and GRPs
Digital	Varies by channel—includes but is not limited to impressions, click-thru rate, website visits, video views, engagements (such as social media engagements and the number of times visitors complete the questionnaire), bounce rate, and page views
Out-of-Home	Impressions and showings
Print	Impressions, GRPs, and circulation numbers

During the campaign, these metrics will feed into our rapid response system and inform campaign activities. After the campaign, we will review the results of our paid media advertising, to be detailed in a comprehensive post-campaign report.

KEY CONSIDERATIONS

Digital Audience Buying: Advances in the media buying process, spurred by access to data about how audiences consume media and interact with communications channels, rather than data that estimate where audiences will be based on demographics, now allow marketers to better reach their intended audiences. These advancements will be central to our advertising approach.

Concerns About Emerging Digital Technologies: As 2020 approaches, we will need to harness the latest digital media capabilities without raising privacy concerns among potential respondents or violating policies governing privacy and intrusiveness. Early discussion among internal and external Census stakeholders about the policy and messaging implications of using new digital technologies will be important for ensuring that the Census Bureau can employ those technologies in 2020. This will be especially important when considering that some technologies can be used to reach multicultural audiences more directly.

Impact of Political Advertising: The Census Bureau will be advertising during the 2020 presidential election year, so it is important to consider the impact that political advertising will have on the marketplace. Based on observations from 2016, we anticipate that political advertising will have the greatest impact on local broadcast pricing and inventory from the first through the third quarters of calendar year 2020, directly corresponding with the awareness, motivation, and reminder phases (Maxus Internal Data, 2017). Most of the spending in 2016 occurred during the primaries, which vary in date by state. The following actions could minimize the impact of political advertising:

- **Identify key primary markets.** Understanding that elections affect local advertising primarily, early identification of likely key primary states will help us plan and adjust our tactics accordingly.
- **Get in early.** Advertisers who place schedules upfront could do so at a cost advantage, while those with short lead times are usually met with premiums and limited inventory.
- **Avoid shorter units.** In broadcast, 15-second ad units are more likely to be bumped from ad lineups than standard 30-second ads. For local television, 15-second ads are also sold at a relative premium (usually 65 percent the cost of a 30-second ad).
- **Investigate TV sponsorships and sponsored segments.** This helps avoid being preempted by the Lowest Unit Rate (LUR)—a low-cost rate afforded to political candidates by advertisers.
- **Build flexibility into plans.** It will be important to recognize the potential need to reallocate ads to different programming/dayparts and timing during the advertised window. Television advertising may also need to adjust to primary schedules—ramping up after a state’s primary is held—to avoid competition.
- **Think local radio.** Except for news and talk stations, local radio is less affected by political spending compared with TV. The Census Bureau will also consider digital radio streaming and related services.

- **Consider digital OOH advertising as a broad-reaching alternative.** If pricing of other ad inventory is high and availability is limited, especially in battleground states, digital OOH advertising could be a good replacement. The battleground markets in 2016 had good static bulletin and digital OOH coverage and were not dramatically affected by the increase in political pressure in the market.

Audience-Level Considerations: The Census Bureau communications team includes members with extensive experience in reaching multicultural audiences through their preferred media channels. In addition to these insights, Census Bureau research will augment our understanding of audience-level considerations, including HTC audiences, that will inform our media planning and buying. For more information about specific audiences, refer to Page 27.

PUBLIC RELATIONS AND EVENTS, AND CRISIS COMMUNICATIONS

OVERVIEW

As a complement to the partnership and advertising programs, public relations and related activities will assist the Census Bureau in reaching hard-to-count (HTC) audiences. The public relations effort will anticipate and address common questions about the purpose of the census, including those about the process, data security, and how the information will be used. The effort will also inform the public of how to respond to the census questionnaire, including the new internet response option.

The Census Bureau's goals for public relations for the 2020 Census will be to:

- Increase awareness about how census data are used and how those data influence people's everyday lives.
- Deepen the public trust in the Census Bureau and in the confidentiality of collected information.
- Respond quickly and effectively to any events or actions that jeopardize the public's confidentiality or may otherwise reduce the willingness of the public to respond to the 2020 Census.

Most important, the campaign will be structured to support the Census Bureau's goal of cost-effectively achieving the highest possible count.

APPROACH

Active engagement with the media and with local trusted voices will form the cornerstone of the public relations effort. Media engagement will start well in advance of 2020, focusing especially on reaching HTC audiences who may be less familiar with or more skeptical of the census and who may require more information to be comfortable with responding.

Americans now consume news and information from multiple sources and in ways that differ greatly from those of 2010. The Census Bureau will identify and engage early with the trusted media sources and influencers of our target audiences to create compelling content and story angles that connect audiences with the issues they care about. Early in the campaign planning process, we will also develop a detailed plan for managing communications crises that emphasizes quick and effective action.

The following approach discusses both aspects of public relations: the planned campaign communications and crisis communications activities.

INPUTS

Audience Research: Insights from self-response propensity scores and other campaign research will help us identify which audiences will need more education or encouragement to self-respond, and which messages are most likely to resonate with them. This input will also indicate what issues or concerns might inhibit self-response, helping the Census Bureau determine where early education and crisis communications efforts could be needed.

Media Tools: A variety of tools available in the commercial marketplace will be employed to provide insight on the preferred media channels for reaching target audiences and to shed light on public conversation about the 2020 Census. The Census Bureau will supplement its ongoing robust tracking and listening approach with social media listening tools that offer detailed, audience-focused analysis. Some tools that may be used are Radian6, Synthesio, and Crimson Hexagon, among others.

Inputs From Regional Offices: Regional staff members are valuable resources when it comes to understanding the landscape of their local news media. They can also help identify regional influencers and nontraditional partners that play a role in the media landscape. We can ensure that we are taking the right approach to working with these regional influencers by working closely with regional offices from the start and throughout campaign planning and execution.

Multicultural Agencies: In addition to the wide range of relationships the Census Bureau maintains with trusted sources of information across the country, the Census Bureau's multicultural agency partners bring relationships with individuals and organizations that can help shape both the planning and execution of public relations activities.

By incorporating research and data insights from partners into the media relations approach, we will be able to apply a deep understanding of the influencers who are important to our key audiences—including those influencers who resonate strongly with specific audiences.

Lessons Learned From 2010: The 2010 Census highlighted several areas for improvement in 2020, including:

- **Timing of and Access to Information:** In 2010, public relations efforts sometimes started too late to have the greatest possible impact. The 2020 Census campaign will prioritize building public relations strategies and materials early in the process, ideally in 2017, and making those materials easily accessible to Census stakeholders, partners, and staff.
- **Integration of Partnership, Stakeholder Relations, and Public Relations Efforts:** Lack of coordination among key public-facing Census Bureau efforts was an area noted for improvement after the 2010 Census. We recognize that these areas should not be treated as separate programs; better collaboration across these efforts can help us enhance outreach opportunities, avoid miscommunication, and rapidly respond to any threats to a complete count.

- **Localization of Efforts and Integration at All Levels:** The 2010 Census underscored that the ability to customize and tailor materials for local audiences is important for encouraging participation—among partners and stakeholders as well as individuals. In 2020, we will ensure that public relations materials can be tailored for a region’s specific geography and demographic makeup, making them more effective and relevant. These local and regional efforts, conducted through the Community Partnership and Engagement Program (CPEP), should be coordinated and integrated with broader national efforts. Consistent use of the customer relationship management (CRM) system by Census staff can help in tracking and monitoring ongoing outreach nationally and locally.

Risk Register: From a crisis communications perspective, we will need to frequently review the risk register to assess possible vulnerabilities that can be addressed through public relations outreach. The Key Program-Level Risks section of the 2020 Census Operational Plan provides a starting point for this effort, particularly in the identification and classification of possible issues that could hinder design and implementation of the campaign. The Census Bureau Public Information Office will build on that work, conducted in 2015, to augment the risks identified in the operational plan, and finalize and prioritize them based on impact and probability. We will then develop specific guidance for messaging and response for those risks with the highest impact and probability. Because we are implementing this activity early in the campaign planning process, we will continually revisit the risk register as it is updated to determine if new vulnerabilities that require a prepared response have been identified.

PLANNING

“Early and Often” Approach to Engagement: Building awareness about the new online response option and emphasizing the importance of responding early requires that we engage media earlier than in previous decennial counts. Beginning in 2018—two years in advance of the 2020 Census—we will aggressively engage broadcast, print, and digital media with storylines tailored to national media outlets and local markets to educate reporters about the 2020 Census and the benefits of participation for their respective audiences. We will prioritize HTC audiences and low-coverage areas, engaging broadcast, print, and digital media that have been shown to reach these audiences and areas, including minority media outlets.

Story Development: Based on insights from campaign research, self-response propensities, and previous successes working with media, the Census Bureau will bring to life the stories that engender interest in the census process and raise awareness about our mission. Storylines will be organized around distinct themes; for example, one could explore the value of the census to local neighborhoods, and another could make the value of census data clear to the news media. This approach will be designed to demonstrate the relevance of Census Bureau data to citizens’ daily lives, connecting our messages and calls to action with trending topics, relevant news cycles, and the previous reporting of targeted journalists.

We envision that these story themes will be rolled out in distinct phases designed to build a groundswell of interest—culminating in an educated public that is motivated, and even compelled, to participate in the 2020 Census.

Our stories will reinforce the following:

- The human face of the census process through stories, including:
 - Census data used to secure grants for nonprofit work in HTC communities.
 - Census employees on the front lines.
 - Respondents taking the census online for the first time.
- Explanations of the new online questionnaire, including its accessibility and ease of use.
- Confidentiality, , and security surrounding the census and Census Bureau data, particularly as they relate to online response.
- The Census Bureau’s pre-eminence as a data dissemination agency—and how different groups can use the data.
- Important technological advancements since the 2010 Census.
- Call-to-action messages that drive people to self-respond.
- The importance of *everyone* being counted—particularly young children (ages 0 to 5), a group that has been historically undercounted in previous decennial censuses.

Early identification of these stories and messages will help us determine how to turn census data into compelling, sharable content, as has been done in the past by other major organizations:

- For General Electric, a hosted video series called “GE Masterclass” explored the interesting science behind GE innovations (General Electric, 2014).

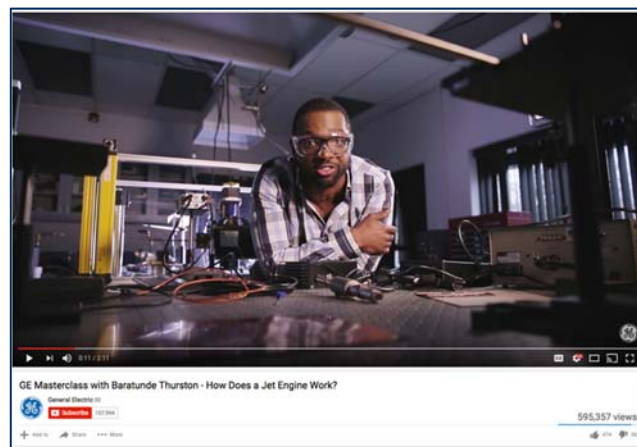


Figure 11: Screen Shot From “GE Masterclass”

- For McDonald's, a series on owner-operators showed what they're doing for their communities (McComb, 2016).



Figure 12: Photo From Story About McDonald's in the Community

The Census Bureau will reference these and other examples from public and private organizations as we plan messaging and materials related to our public relations and other outreach efforts.

Spokespeople Identification and Training: We will work to identify spokespeople and interview subjects who can speak on behalf of the 2020 Census efforts, finding those who carry the most credibility and offer the most impact. Our Census spokespeople, staffed out of regional offices to streamline local engagement with the media, will vary based on the audiences we are trying to reach. We will also provide spokespeople with a document of key talking points to guide them in interviews and a toolkit with other useful media materials, such as fact sheets and data explainers.

Collaboration Among National and Regional Officials: The Census Bureau's national Public Information Office will also support regional officials and their spokespeople with media training, as well as on-site staffing as needed and feasible, so that they are prepared to respond effectively to matters that arise, particularly during the rapid response period. This sharing of support and resources among national and regional offices can streamline the coordination process, ensuring that the appropriate spokespeople and officials respond accurately and efficiently to the issues that they are best poised to speak on.

Media Monitoring: The Census Bureau will conduct ongoing media monitoring activities, increasing from weekly, to daily, to real-time updates as we move into 2020. We will first conduct baseline background monitoring, with monitoring and listening increasing throughout 2018 and 2019. Activities will reach a peak in 2020, when Census Bureau leaders will require access to daily and real-time reporting of media coverage and events to inform actions.

Crisis Communications Planning: The purpose of our crisis communications preparedness effort is to establish plans and processes that anticipate and strengthen readiness for specific risks and scenarios we may encounter as we launch and conduct the 2020 Census. The goal is to ensure the ability to communicate swiftly and effectively with affected stakeholders as we address crisis situations—particularly those identified in the Key Program-Level Risks section of the 2020 Census Operational Plan. The challenge is to ensure timely awareness and efficient management of potential crises given the Census Bureau’s structure, which is necessarily decentralized across the United States. Given the ongoing requirement for the Census Bureau to be prepared to respond to a crisis in the years leading up to the 2020 Census, we recognize that crisis communications planning must begin immediately.

Establishment of a Crisis Communications Team: To help ensure that we can effectively identify, address, and recover from any potential crisis, the Census Bureau will create a crisis communications structure. Given the decentralized nature of the Census Bureau, we will create multiple teams, including a core team at the headquarters level and separate teams for each of the six regions. A more detailed crisis communications strategy in the future will:

- **Delineate roles and responsibilities of members**, aligning these with team members’ areas of expertise whenever possible.
- **Establish how the teams will be notified and activated** to manage potential crises, and develop triggers for escalation to the director level.
- **Detail how the teams will coordinate, as well as the types of issues and crises to which they will respond.** To ensure timely and efficient response, issues and crises should be handled at the most local level possible—recognizing that the specific issue or crisis will dictate the appropriate level of response. While the national core team will always be apprised of and able to support unfolding crisis situations, response to regional and local issues will be executed by regional teams. For some issues that pose an especially high risk, such as those related to cybersecurity, we may consider creating a dedicated team. Such teams would work seamlessly with the core and regional crisis teams as well as the rapid response team.
- **Define decision-making authority among the teams**, including identifying a hierarchy of decisions and issues that need to be elevated to various levels of Census leadership.
- **Identify respected third-party validators** who can lend credibility to Census’ message, as well as the materials and information they may require to support our message.

Scenario Plans for Key Risks: Based on the risks identified as having the highest probability and greatest potential impact, we will develop scenario-specific plans, which will include the following elements:

- A description of the scenario.
- A draft core message in response to the scenario, which would serve as a starting point if the Census Bureau were to face that situation or a similar one.

- Messages, in addition to the core message, that could be used with specific stakeholders; we will develop dedicated messages for employees, including those who interact with the public through Census Questionnaire Assistance (CQA) and other platforms.
- Communications tactics for delivering messages to those stakeholders, such as a website posting, social media post, email, or phone call.
- The point person at the Census Bureau who would communicate with the stakeholders and keep in touch; the point person would also report back to the core and regional crisis teams, as well as the Census Bureau outreach teams, about what he or she is hearing regarding status and concerns from the stakeholder or stakeholder group.

Measurement and Evaluation: As Census further refines its media strategies and tactics, it will be important to plan the specific evaluation strategies and metrics for tracking the effectiveness of our work before it starts. Example metrics for public relations efforts include overall positive mentions of the Census Bureau and/or the 2020 Census, awareness of the availability of online response, and the timeliness of the Census Bureau’s response to reporters’ requests. These will become more defined as planning for the 2020 Census progresses.

Integration With Other Program Areas: Given the dynamic and integrated nature of communications in today’s digital landscape, there are many overlaps between and among the public relations program and several key areas of the 2020 Census. Careful coordination between the Census Bureau’s public relations team and other program areas will be critical in maintaining a clear, consistent, and actionable message that is useful to all the Census Bureau’s media, influencer, and stakeholder audiences and their respective networks.

- **Social Media:** Considering this is the first census that can be completed online, it is essential that we place heavy emphasis on our use of social media and other online platforms to share messages with journalists and members of the media—and direct them to the information, stories, and spokespeople they need in order to act. We will also use tools to track media mentions of online conversations and other census issues, informing a variety of outreach strategies and tactics. For more information on social media, see Page 143.
- **Partnership and Stakeholder Relations:** Partners provide important trusted voices that can be amplified through the media, so we will leverage partner stories and activities to create compelling content. We will also equip Field Division staff with materials that will enable them to conduct their own media relations efforts at a local level.
- **Rapid Response:** We will establish an “always-on” social listening operation using a mixture of third-party and proprietary technologies. This early warning system will automatically alert our team to the emergence of an issue that needs immediate attention, and twice-daily manual checks will ensure that we identify smaller moments to neutralize or capitalize on.

EXECUTION

Because the Census Bureau will need to be prepared to respond with crisis communications at any point in the years leading up to the 2020 Census, execution of those communications must begin immediately. Execution of additional public relations activities will follow a phased approach. Building on the previously described plans, materials, and content, we will work with the national and regional public information offices to leverage on-the-ground media relationships in every media market and U.S. congressional district, ensuring that the message gets conveyed everywhere. We will engage broadcast, print, and digital media with storylines tailored to national media outlets, as well as local markets, to educate reporters about the 2020 Census and the benefits of participation for their respective audiences. Throughout our efforts, storylines will consistently demonstrate the value of census data and connect our core campaign messages and calls to action with relevant previous reporting.

Crisis Communications Execution: It will be critical that we remain vigilant regarding any potential risks that need to be mitigated through the media, and that we stand ready to act at any moment. To further strengthen our crisis preparedness, we will conduct trainings and drills at periodic intervals with the crisis communications teams and others within the Census Bureau. This training will be repeated as staffs continue to grow in advance of 2020, and will include:

- **Crisis Desktop Exercises:** A crisis simulation exercise provides an opportunity to test the crisis plan and gives team members the chance to familiarize themselves with the procedures and protocols in a crisis communications preparedness plan and with their associated roles and responsibilities.

For each exercise, we will use one of a set of high-level risk scenarios. Like a real-world situation, participants will be presented with key developments and then asked to discuss the communications strategy and response actions, through prompts by a facilitator. The scenario will escalate over time, and we will use mock media inquiries, news stories, and phone calls from stakeholders to make the exercise as realistic as possible. Each exercise will conclude with a team debrief to identify successes and challenges, and to set goals for the next exercise.

- **Whom we will train:** A core national crisis communications team and regional teams separately, as well as joint exercises with regional teams, the core national team, and trusted voices representing each target audience.
- **Frequency:** Twice per year for each team, likely beginning in 2018.
- **Crisis Management Training:** Several Census Bureau personnel at the national and regional levels may serve as spokespeople during a crisis. For these exercises, we will go beyond basic media training techniques by focusing on the special challenges of communicating during a crisis. We will use one or two scenarios in this training and provide each spokesperson with an opportunity to participate in a mock on-camera interview.

- **Whom we will train:** Potential spokespeople from the core national crisis communications team and regional teams, plus any others who may be called on to serve as spokespeople because of their positions or areas of expertise.
- **Frequency:** Once per year for each participant, likely beginning in early 2018.

Identification of a Crisis, and Team Activation: A critical factor in effective crisis management is ensuring that both the operations and crisis communications teams are made aware of potential crises as early as possible so they can assess and take steps to mitigate and contain the situation. Early warning may also allow the teams to resolve an issue before it escalates into a full-blown crisis.

Given that reports or concerns could first be identified by employees in any part of the organization, we will establish a mechanism—such as a toll-free number, live chat, and SMS text messaging—for all employees and partners to alert the core national crisis communications team or a regional team to the situation. Starting in 2017, we will provide yearly training to employees in the form of a webinar that explains the types of situations that need to be reported.

The national and regional teams will review daily media monitoring reports, including social media, to flag any stories that could signify the development of an issue or the start of a crisis. Similar to the training for employees, the teams will receive detailed guidance on how to determine if a situation requires activating the team and initiating crisis communications activities. This will include a checklist of evaluation questions, such as:

- Does this situation have the potential to adversely affect the census response rate?
- Does this pose any threat to data security?
- Is the situation expected to raise significant concerns with a key stakeholder?
- Is this considered negative content? If so, does it appear to be going viral? Is it crossing over into other media channels?

We will also lay out an escalation and notification process with three levels for classifying situations:

- **Level 1 – Issue:** Situations that can be managed by staff with minimal involvement of the crisis communications teams, such as a minor information technology (IT) system outage that is easily mitigated.
- **Level 2 – Serious Issue:** Situations that the core national crisis communications team and/or a regional team will manage with notification to the director level, such as a media story alleging that enumerators in a community are missing a significant number of members of a target population.
- **Level 3 – Crisis:** Situations that must be escalated immediately to the director level, such as a significant cybersecurity incident.

Crisis Management: We will create tools and templates for the crisis communications teams to use in assessing the situation and taking appropriate actions. These tools will include:

- **Fact-Gathering Questions:** Gathering as much information as quickly as possible is essential. This checklist will include specific questions under categories such as “What happened?”, “What is the scope of the situation?”, and “What is the perceived responsibility of the Census Bureau?”
- **Top Questions Received in a Crisis:** This will identify what questions are expected from the media and other stakeholders, allowing for the preparation of answers.
- **Initial Actions:** This is a checklist of steps that should be initiated as soon as possible in a crisis. These steps include:
 - Draft initial messages, statements, and talking points.
 - Identify spokespeople and point people for inquiries from media and other stakeholders.
 - Implement real-time media monitoring.
 - Communicate with key stakeholders who may be affected by or interested in the situation.
- **Messaging in a Crisis:** This includes guidance on developing messages when all the facts are not yet known (which is often the case in a crisis), but when it is critical to have at least a basic response to inquiries.
- **Guidance for Choosing a Spokesperson:** This will have tips for determining who should serve as a spokesperson, including the pros and cons of selecting a senior executive, subject matter expert, or communications person for the role.
- **Tips for Spokespeople Dealing With Media in a Crisis:** This item will include practical ways to manage media in the wake of a crisis—or as it is unfolding.
- **Media Interviews Do’s and Don’ts:** This document will include guidance on how to conduct a great interview, regardless of whether it is in response to a crisis or not.

Execution of Public Relations Activities: In addition to being prepared to handle a media crisis, the Census Bureau will implement a proactive strategy for engaging local and national media.

A key first step to directly engaging media is understanding and practicing how to communicate with them. Providing spokespeople with media training and the necessary background information on reporters, outlets, and topics will ensure the best possible interviews. Some national and regional spokespeople will receive media training to ensure that the Census Bureau’s message is being conveyed in the most articulate and impactful manner. These spokespeople will also receive talking points reflecting insights from research activities like Census Barriers, Attitudes, and Motivators Survey (CBAMS) 2020 and from regional offices, based on their experiences with the media. Multicultural partners will be engaged to provide

specific talking points that will resonate with their diverse audiences. Our media trainers—most of them former journalists—will polish skill sets through discussions of technique and “learning by doing” communications exercises. These include hands-on simulations of intense and challenging interviews, which teach participants how to stay calm in similar real-world interview situations.

Phased Execution: Campaign research will inform the timing of specific phases of public relations activities, but efforts should start early and essentially be ongoing—especially preparation for crisis communications. While public relations activities will take place in distinct phases with discrete messages for the public, as described on Page 51, the activation tactics used will be similar across all phases:

- Deskside briefings with key media, editorial writers, and social media influencers (e.g., bloggers)—including early outreach at the editorial level to begin developing relationships with Census Bureau public affairs specialists.
- Interview opportunities and platforms including satellite media tours, drive-time radio interviews, and broadcast programs such as NPR’s “By the Numbers” and Noticiero Univision with Jorge Ramos and Maria Elena Salinas.
- Working with media outlets to create visual stories and content illustrating the importance of census data in shaping communities (e.g., infographics, b-roll video, and animations, including those depicting shifting residential patterns over time).
- Media roundtables, webinars, and conference calls with key Census Bureau leaders and third-party validators.
- Op-eds, blog posts, and letters to the editor authored by regional Census spokespeople as well as local stakeholders.

The following activities will support the six key phases of the overall campaign, described on Page 51.

- **Strategic Early Education (January 2019 – December 2019):** The goal of this first phase is to build greater public awareness of and readiness for the 2020 Census. Census Bureau staff from the Public Information Office will connect media contacts with data dissemination specialists, who will conduct tutorials for how to use the data tools on Census Bureau web properties to aid in their reporting about the 2020 Census. The Census Bureau core team will work with the data dissemination specialists to develop data sets tailored to issues of interest in local media markets, or aligned with national headlines. For example, we may consider developing data sets for education reporters about the numbers of youths who participate in federally funded early childhood education programs or, for reporters covering local economic development, about job creation and local migratory patterns.
- **Awareness (January 2020 – February 2020):** Most Americans have a general understanding of how census data points are used in the process of reapportionment and in determining the number of electors each state receives for presidential elections.

But when it comes to the role that census data plays in shaping communities through the allocation of hundreds of billions of federal program dollars, the public seems to lack a deeper understanding (Lake Research Partners, 2016). Further campaign research will explore this assessment and provide more insight into audience understanding of the census.

Throughout this phase, the objective for public relations activities is to broaden that understanding by creating “a-ha moments” for reporters—and by extension, their audiences—in the form of “I had no idea that my participation in the census made this possible.” During this phase, we will illustrate the numerous ways in which census data directly affect decisions made on matters of national and local importance: education, employment, veterans’ services, public health care, rural development, the environment, transportation, and housing. This also presents an opportunity to work with partnership specialists to further enhance relationships with influential stakeholders in these areas.

Using a diverse range of content—including infographics, animations, photos, blog posts, videos, podcasts, and monthly newsletters (in English or key non-English languages) featuring story ideas—we will spotlight programs, projects, and initiatives across the country that exist because a need was identified by decennial census data.

This phase could highlight tangible examples of community members using census data to address critical needs and concerns regarding hospitals, emergency services, job training centers, schools, senior centers, and other services. For example, stories could highlight how the use of census data allowed the city of New Orleans to predict the presence of fire alarms, distribute free alarms where needed, and ultimately saved lives; how these data have helped communities understand where to open more senior centers to serve their aging baby boomer populations; and how the data have inspired the implementation of programs for students with limited English proficiency in schools with significant numbers of foreign-born students.

The Census Bureau will also pitch these types of stories to network nightly news programs as regular segments throughout the year. In addition, we will explore opportunities in cable programming, such as those through Fox Cable Networks, which reports the most viewers among cable news networks and has a strong following on digital properties like Facebook.

As the campaign moves closer to the motivation phase, in which self-response becomes available, we will pitch stories that position the Census Bureau as an innovator, and the count as an example of smarter government for the 21st century. We will host demonstrations of new technology for media and will pitch stories to a wider range of media that includes technology reporters. Examples of potential media demonstrations include the handheld device and application used by enumerators; technology that tracks response rates in real time; satellite imagery used to conduct address canvassing;

and the online questionnaire that people can complete anywhere, anytime, from their desktop or mobile device.

The key to this phase will be our consistent and effective explanations and demonstrations of “how it works”—particularly how enhanced technology is in place to keep personal information confidential and secure.

- **Motivation and Reminder (March – July 2020):** Once the self-response option is available, public relations efforts will focus on encouraging participation in the 2020 Census and driving this type of response. Recognizing that no two markets are alike, the Census Bureau will mobilize the Field Division, including local experts, to work within each local market to ensure the strategy is tailored to the nuances and culture of that area. Our partnership specialists working in the field will coordinate with our multicultural outreach partners on this effort. Sample engagement activities include:
 - **Press Kickoff Event:** Press events may serve to kick off the countdown to the 2020 Census (and highlight early enumeration efforts in areas such as remote Alaska or for some group quarters). The use of livestreaming technology, such as Dejero and LiveVU, would allow the Census Bureau to simultaneously stream multiple events online, including on social media. Live events might be followed by satellite and audio media tours, inviting the public to learn more by visiting the Census Bureau website and attending activities and events where the Census Bureau is participating.
 - **Pop-Up Museum Concept:** The Census Bureau may consider a pop-up museum concept in which a portable interactive exhibit travels across the country, making stops at different population centers. This traveling museum could highlight the use of census data in the various population centers that the Census Bureau visits, bringing a local angle to the exhibit.
 - **“Census Day” Event Series in Multiple Locations in Different Markets:** The Census Bureau may consider hosting a national kickoff event on Census Day in a select city, followed by or in conjunction with local and regional events. The Census Bureau and its partners may host multiple events, including events hosted in languages such as Spanish, Chinese, and Korean. Planning and execution of these events would benefit from a market-based and heavily localized social media push, requiring coordination across several programs and initiatives of the Census Bureau, including paid advertising efforts, CPEP, the National Partnership Program, the Statistics in Schools program, and regional office activities.
 - **Festivals, Parades, and Community Events:** Using campaign research and working closely with CPEP and regional staff, partnership specialists will help identify pockets of people who may not be easily reached through other communication channels. In response, we will prioritize events that attract HTC audiences or offer opportunities to drive mass response. These activities will benefit from the extensive experience of regional staff and multicultural partners in identifying and participating in such

events. We may also leverage pre-, mid-, and post-event opportunities, including advertisements, booklets, and follow-up newsletters, to continue engagement with audiences beyond the parameters of the event.

- **Thank-You (August 2020 – December 2020):** Public relations can play a key role in sustaining public engagement with the Census Bureau after the completion of the decennial enumeration. Initial messages will focus on thanking the public for their participation in the 2020 Census, using preliminary releases from the enumeration (such as response rates) to build engagement for the subsequent data dissemination phase.
- **Data Dissemination (January 2021 – ongoing):** After apportionment counts are delivered to the president by the end of December 2020, data derived from the 2020 Census will provide useful news hooks that the Census Bureau can use to further emphasize the importance of data collection efforts. Ongoing story development using these data will foster positive attitudes about the Census Bureau, creating a beneficial backdrop against which intercensal and ongoing data collections will take place well after 2020.

Activation of Stakeholders to Support Media Efforts: The Census Bureau will augment our foundation of stakeholders by identifying a set of trusted influencers—spanning from community leaders to media personalities—who are credible and persuasive in driving awareness of the 2020 Census and who can underscore its value in the media. We will work with these trusted voices to integrate them into earned and owned media efforts, as well as social media partnerships. Outreach-oriented activities could include:

- News media interviews.
- Speaking engagements at events.
- Content distribution through their networks and platforms.
- Creation of web videos.
- Briefings to Congress.

For more information about engaging stakeholders, see Page 84.

KEY CONSIDERATIONS

Changes in U.S. Media Landscape: Major shifts have occurred in the news media industry since the 2010 Census, including corporate mergers that have reduced the number of media companies, while increasing the size and reach of the largest companies. At the same time, the emergence of smartphones and tablets has led to the hypercustomization of news and information across specialty or niche channels—the most influential of which are increasingly nontraditional news organizations. Audiences now get their news from multiple media outlets, depending on the topic, and through social media platforms such as YouTube, Facebook, and Twitter.

Competition With Other Big News: Contraction within the news industry has reduced coverage of a range of issues, including demographic and other census-related news. As in 2010, the Census Bureau will be competing for coverage with state and local government elections. And unlike in 2010, we will also be competing with the U.S. presidential primaries, which typically dominate the news cycle.

Concerns With Validity of Online Content: At the time of developing the initial draft of this communications plan, inaccurate content marketed as real news has been a topical concern for many Census Bureau stakeholders, as well as for the general public. It will be important to monitor this issue to see how it affects audiences' willingness to respond to the 2020 Census.

Responding to Cyber Threats: Cybersecurity-related incidents present unique communications challenges and reputation-related risks, as an incident has the potential to undermine public trust. No matter the cybersecurity-related incident, substantial questions would be raised about whether the Census Bureau invested enough in establishing the people, processes, and technology to protect the public's data. To preserve the public's trust, the Census Bureau will need to be able to communicate—at a moment's notice—both what it did to try to prevent cyber incidents and how it is responding to the incident, which would include supporting those whose information may have been compromised. Having the capacity to do this successfully in the aftermath of an incident is largely dependent on having an effective crisis communications infrastructure, both a team and a plan, in place in advance.

WEBSITE DEVELOPMENT AND DIGITAL ACTIVITIES

OVERVIEW

The digital environment in 2020 will be fundamentally different than the one that the Census Bureau navigated for the 2010 Census. The Census Bureau's web and digital properties will remain critical promotional tools, informing our paid and earned media and partnership efforts, and helping to educate, engage, and motivate the population of the United States and its territories. But in 2020, for the first time in the history of the decennial count, these properties will also be important avenues for individuals to respond to the census.

The power of using digital platforms and tools to engage audiences continues to grow. During the 2015 Census Test in the Savannah Designated Market Area (DMA), 80 percent of responses arrived online; that included 69 percent of people who received the mail package (Vines, 2016). During the coming years, mobile use will be increasingly important, as smartphone penetration in the United States is expected to reach nearly 83 percent by 2020 (eMarketer, 2016b). As we work toward the 2020 Census, it will be critical to emphasize a mobile-first approach and to ensure that websites work effectively on the devices that the majority of visitors will be using.

Throughout the 2020 Census campaign—from driving early education and motivating audiences to respond, through the thank-you and data dissemination phases—the Census Bureau's web properties will be critical in educating and engaging individuals, partners, stakeholders, and the media, as well as in driving responses both online and through other modes. To realize this potential, the Census Bureau will create web content for each audience and for each stage of response, including landing pages in the audience's language of choice that serve as tailored front doors to the census questionnaire and/or the Census Questionnaire Assistance (CQA) center. This will enable different populations to see themselves on our landing pages, while also expanding our language reach.

Landing pages and other web content should help drive the key action of response, in addition to enabling users to find more information, share content, and access data. We will create web content that is easy to navigate and tailored to specific audiences, with clear calls to action. Regardless of the entry point, we will maintain consistency between the web and other communications activities, such as digital advertisements, to ensure seamless, integrated engagement of audiences. This content also must be optimized for mobile devices.

The strategy for the web must remain flexible even after the campaign launches, as the Census Bureau will continue to adjust the messaging, content, tone, and other factors as the rates of response are examined during testing and realized during the enumeration. As our understanding of self-responders shifts throughout the campaign, our landing pages and other content must evolve to adapt to the needs of audiences who have not yet responded. This will support maximum response rates and result in a unified experience that helps guide respondents from ad, to landing page, to response tool, to exit page.

Of course, not all respondents will have the capabilities, interest, or experience needed to visit the Census Bureau landing pages or respond online. Partnership and regional teams, in addition to multicultural partners, will play a particularly important role in engaging potential respondents offline.

APPROACH

INPUTS

Campaign Research: Our ability to predict self-response propensity, as well as other campaign research activities, will help us identify the universe of webpages to create, including landing, exit, and informational pages. This research will also allow us to tailor these pages to distinct audiences, with specific messaging and features designed to maximize response.

Partnership Experience Platform (PXP): The Census Bureau plans to develop the PXP to consolidate partner-facing content and current web services and make them more accessible—to foster continuous engagement with the Census Bureau year in and year out. The PXP would make it easy for the Census Bureau to distribute content such as toolkits, social media posts, videos, and other information about the 2020 Census, while also allowing partners to upload and share their own stories and content with each other. The PXP and the website need to be aligned from a user experience perspective, as partner-relevant calls to action on the website will direct them to the PXP. There should be consistent branding across both of those platforms, and across all other campaign materials.

Web and Campaign Data: Web analytics and lessons learned from prior campaigns and ongoing survey efforts—including the 2010 Census and 2015 Census testing, among other tests—will inform an initial set of recommendations for webpage development. Both Canada and Australia recently used digital and web-based technology to conduct their national enumerations, offering valuable findings and insights as the Census Bureau looks ahead to 2020.

Analytics from ongoing, iterative A/B testing throughout the 2020 campaign will provide additional information on what types of pages are proving effective, what messages are resonating with audiences, what is prompting visitors to take action, and which audiences are and are not responding.

Decennial and Census IT Standards and Guidelines: We will ensure that the 2020 site fits seamlessly into other Census digital properties, allowing content and other features to be repurposed and brought back over to census.gov at the end of the 2020 Census campaign.

We will also make sure all landing pages and web content adhere to the highest standard of technological and security requirements, in addition to being compliant with Section 508 as well as mobile-friendly to enhance the user experience. Section 508 criteria require federal agencies to ensure that electronic and information technology is accessible to employees and members of the public with disabilities. This can include sign language, large print, and braille features. All materials, including but not limited to downloadable PDFs, presentations, and videos, will be built on a 508-compliant foundation by a team of graphic designers, video editors, and web developers.

The Census Bureau will also continue to adhere to its existing policies for the 2020 Census website, including policies for website governance, security, and web support. All data storage will also comply with our confidentiality (or data stewardship) policy.

Finally, to foster maximum access across audiences—especially those that may not be digitally proficient—we will ensure that pages render on older browsers and devices as well. We will also conduct additional research on and have discussions about hard-to-count (HTC) audiences to better understand the devices from which they are accessing the internet.

Lessons Learned: The work surrounding the Census Bureau web properties has offered several lessons and insights for 2020 Census campaign efforts, including needs to:

- Clearly define the role of the website, the audience, the content, technical components and requirements, and key performance indicators early in the process, so as to avoid delays once development begins.
- Consistently review and approve meaningful translations in different languages, as the 2010 Census efforts saw some inconsistencies—particularly with Spanish materials—between the website and other digital properties.
- Allocate appropriate time for full usability testing before launch.

PLANNING

Mobile-First Approach: The trend toward mobile internet adoption continues to grow, with mobile and tablet devices accounting for more than 42 percent of internet usage within the United States and more than 51 percent of internet usage worldwide (StatCounter Global Stats, 2016). Of the more than 265 million internet users in the country, more than 80 percent are accessing the internet regularly from both mobile phones or desktop devices. Desktop/laptop-only users are expected to fall from 7 percent in 2016 to less than 4 percent by 2020, while mobile-only users are expected to increase by more than 33 percent by 2020 (eMarketer, 2016b). Additionally, user habits regarding multitasking indicate that even when a person is otherwise engaged with something like watching television, he or she may be using a mobile device: 20 percent of TV users simultaneously use mobile devices. (That percentage was 15 percent in 2014.) In the years between now and 2020, the proportion of media consumers multitasking across devices is likely to continue to grow (Ericsson, 2016). We must make sure webpages are mobile-optimized for both individuals and partner events to ensure that every potential respondent can have the easiest response experience possible.

Some HTC audiences may be particularly drawn to using mobile devices for their web browsing. For example, 70 percent of African American adults own a smartphone, compared with 64 percent of the U.S. adult population as a whole (Smith, 2015). Additionally, 62 percent of African Americans are more likely to find mobile advertisements useful to them (Nielsen, 2014). Understanding such nuances among various cultural groups and other audiences will help us in our audience-focused approach to developing the website.

UI/UX Considerations: While planning and developing web content, the Census Bureau will also conduct user interface (UI)/user experience (UX) testing to ensure a positive user experience. We will conduct web-specific focus group and/or usability testing, including eye tracking and audience interviews. A consistent and optimized user experience that proactively removes any roadblocks or hesitations that potential respondents might encounter will create a seamless awareness-to-response flow.

Multiple Languages: The Census Bureau will support multiple languages with its CQA response option and is currently determining, in conjunction with stakeholders, how many languages will be used for 2020 Census digital content. These considerations will be important as we plan the development of web and digital properties.

Non-English landing pages will largely be informational, as they seek to drive users to a corresponding non-English response tool, or to contact a call center to complete the census. As needed, we will add downloadable marketing and communications collateral materials to provide additional details. We can also add links to more support and information. Related multimedia and outreach efforts, including public service announcements, earned media coverage, and partner and stakeholder relations activities, will lend additional credibility.

The Census Bureau will provide landing pages in as many languages as is needed, while still being cost-effective. And based on the habits of some target audiences who speak other languages, it may be more effective to create print materials for distribution by partners, rather than develop a dedicated landing page. Landing pages that are created in other languages could support social media outreach in those languages. These pages could be adjusted to display the appropriate language using signals like a user's browser settings, the URL linked to by web advertisements, and/or an option that the user can select at the webpage. Given that the response tool itself may not be available in all languages, we may refer respondents to a specific phone number for responding in their preferred language.

All webpages must incorporate best practices in linguistically and culturally engaging design and content. We will ensure that every page is thoroughly vetted with a quality control check, and that each maintains the same level of quality as the corresponding English-language page.

Integration With Other Program Areas: Web development will touch all aspects of the communications campaign, and appropriate web content will be built depending on the needs of each program area. For example, we will develop landing pages to support recruitment efforts, enhancements to regional web properties, online event calendars to support partnership engagement and data dissemination, and tailored web content for media engaged through our public relations efforts. Metrics from these webpages will be integrated with Census Bureau reporting systems and platforms, such as the customer relationship management system.

We will also conduct integrative planning sessions with the rapid response team to ensure we have built flexibility into the web and digital properties to handle predefined contingency plans—for example, a secondary follow-on campaign such as the “March to the Mailbox” campaign that was carried out in 2010.

EXECUTION

Developing Public-Facing Content: In addition to creating content that supports activities in other program areas, we will create landing pages for multiple phases and efforts of the campaign. This could include creating pages that show the value of the census during the awareness phase, or how individuals can support Census Bureau activities during the motivation phase. Additional pages could provide information for media members and partners, and refer visitors to the questionnaire.

We will also develop tailored exit pages for people who have completed the questionnaire. These pages will include shareable social media content and multimedia features such as videos, offering opportunities to keep visitors engaged. In addition, these pages can serve a role in thanking respondents for their participation and in highlighting when critical pieces of data will be available following the count, including by inviting them to sign up for an email or text message to alert them of the new data for their area once it is published.

In addition to putting mobile first, it is important that this content also be integrated into the larger communications campaign, with consistent branding across all platforms. The Census Bureau will ensure that webpages maintain a similar look and feel with other platforms—including similar fonts and colors, and trusted symbols such as the Census Bureau logo and/or Department of Commerce seal—to maintain seamless engagement and engender trust among visitors. Similarly, it will be critical to ensure a cohesive user experience from the website to the online response tool.

This is particularly important when engaging people who have received the mail package. The site must reinforce trusted symbols and match the look and feel of the mail package and should reflect where the Census Bureau stands in its broader communications campaign. For example, during the reminder phase, landing pages could call attention to the fact that some individuals may have received a sticker on their door, and that another Census representative will return. It is also important that landing pages reflect the referring ad units and materials that brought visitors there.

We will also remain mindful that not all audiences are active web users. In these cases, we will ensure that we are engaging influencers who can carry messages to audiences offline.

As audience research dictates, we will make sure content is interactive and shareable whenever possible. While a full list of proposed digital content for promotional and thank-you campaigns will be developed after campaign research occurs, and after more input from stakeholders and partners is collected, it is likely content will include:

- **Video and written testimonials** speaking to the benefits of the use of the data (e.g., a councilmember whose area built a new school based on census data, a business owner who used census data to expand to new locations, or a nonprofit that applied for and received a grant using census data).

- **Brief, visually rich tutorials** and language assistance guides that demystify, or alleviate the stress of, filling out the census questionnaire; they may show the ease with which participants can complete their questionnaires and may provide a view of how to navigate the questionnaire.
- **Shareable social media content** for a variety of platforms, making it easy for users to share relatable, promotional posts with their audiences.
- **Interactive features such as maps and other data visualizations**, as well as sample annotated census questionnaires that explain various questions.
- **Easily digestible content**, including infographics and other shareable visual components, hashtag campaigns, and more.
- **Bilingual content** that can be shared among family members, across generations.

When possible, we will feature trusted voices and a local feel for visitors from across the country.

We will also work to ensure that web content remains customizable and that it can be shared and downloaded easily. This will be important for groups such as rural veterans, for example, who report even lower internet usage and access than rural communities in general (U.S. Department of Veterans Affairs, 2016). We will aim to engage them through tailored web content for rural and veteran community leaders, which can be downloaded, printed, and shared. More information about personalized web content is below.

Personalizing Web Content: It is critical that Census Bureau landing pages be customized to engage a wide range of target audiences—such as news media, lawmakers, and partners—while all achieving the same goal: to quickly refer visitors to the online questionnaire or engage them in another activity, such as sharing social media content, engaging with trending topics, accessing partnership toolkits, or watching a video.

For example, if a potential respondent is from San Francisco, the imagery on that landing page could represent the West Coast. Similarly, landing pages for visitors brought in from advertisements aimed at the security-conscious should include messaging underscoring the Census Bureau’s commitment to privacy and data security. Advertisements in Spanish should lead visitors to landing pages in the same language. And once the response period begins, landing pages can be used to motivate potential respondents in specific cities—for example, “Hey New York, 50 percent of Chicagoans have completed their census questionnaires. Catch up!”

The Census Bureau will conduct testing throughout the response period, and given the volume of traffic, it will not take long to identify which landing pages are driving the highest rates of response. Once we have conclusive results, we will remove those pages that aren’t performing and work from those that are.

A need may arise to build new landing pages for reaching additional audiences with low response rates. To address this possible outcome, we will create a team and a plan to provide quick turnarounds on proposed webpages and changes based on real-time response results and web analytics. For example, we might initially segment landing pages by language, but after reviewing web engagement by age, we may decide to segment pages that way (younger households vs. older households).

Continual In-Market Analysis and Refinement: A fully functional website will capture the key behaviors of users so that the campaign can be optimized in near-real time during the response period. The Census Bureau will use web analytics to measure the effectiveness of landing pages and other web content.

We must ensure that relevant data are being collected for all pages created. This will help us not only continue to refine these landing pages and the audiences we are targeting, but also identify the sources of landing page traffic.

We will create dashboards to capture and report on these metrics, providing a view of the number of visitors, where they're coming from, and what they're doing on the site. These dashboards will help drive actionable insights that can further optimize the campaign.

This information is critical to understanding our audiences—what they're interested in, what's bringing them to the site, and what's motivating them to take action—and it can inform and help in refining many aspects of the overall communications campaign. For example, if the Census Bureau sees that many people are visiting pages with information on security and privacy, the Census Bureau could create more content that educates and engages audiences on those issues.

We will also regularly review other sources of qualitative information regarding the website, such as social and earned media discussions or findings from site satisfaction tools like ForeSee.

KEY CONSIDERATIONS

Cybersecurity: The Census Bureau is aware of and closely monitoring risks related to cybersecurity, including, but not limited to, the potential for phishing scams and false advertising purporting to be from the Census Bureau. Across the campaign, we will prioritize opportunities to reinforce the validity and credibility of messaging to reassure audiences that our communications are safe and authentic.

Rapid Response Team Needs: We must ensure that webpages support rapid content updates so that the rapid response team can post responses to any issues or concerns as they occur, and proactively address any issues on official Census Bureau communication properties that provide clear and authoritative information.

Scaling Data Dissemination: We can help encourage innovators and the general public to use census data by building out specific web properties that make these data more accessible and by developing technologies (such as an application programming interface) for more sophisticated users. These features can be highlighted in thank-you messaging following the response period.

SOCIAL MEDIA

OVERVIEW

The goal of social media is not only to reach target audiences, but also to encourage them to engage in a conversation, share content, and ultimately take action by participating in the 2020 Census. The Census Bureau will take a comprehensive approach to social media outreach that includes working with social media influencers and using emerging technology such as Snapchat, Instagram Live Stories, and Facebook Messenger.

We must reach our target audiences with timely, shareable content that is both culturally and linguistically appropriate—effectively communicating the purpose of the 2020 Census, conveying why participation is necessary and important, and promoting participation. We must also engage influential partners to amplify messaging, increase engagement, and encourage self-response. And we must be ready to respond quickly and clearly to questions and concerns from partners, stakeholders, and the public.

Social media offers several key benefits for the 2020 Census campaign.

- **It provides an opportunity for real-time customer service.** Social media is two-way and conversational, and it can offer an effective mode of customer support before, during, and after the 2020 Census.
- **It is a rapid form of earned media.** Social media can help spread messages and promote engagement among friends and acquaintances easily and quickly, making social endorsement an important message amplifier. As content gets shared, free impressions accumulate.
- **It delivers a message at the right time.** Social media is an effective gateway to online self-response by driving traffic to the census questionnaires—while audiences are already online.
- **It provides a consistent, accurate source of audience data and feedback** for the Census Bureau. Data do not just inform our research; they offer a continual feedback loop for improving messaging, branding, and other elements of communications.
- **It supports digital and on-the-ground events** by raising awareness of those events, enhancing the experience, and keeping regional and other Census Bureau staff engaged and connected with key audiences.

The tactics described in this plan are designed to help move audiences across a continuum of engagement, from awareness of, to participation in the 2020 Census. The Census Bureau will aim to leverage its existing social media presence to maximize engagement during the 2020 campaign, while looking for opportunities to integrate new channels, tools, and technology aligned with our longer-term goals and capacity.

APPROACH

Social media will play a critical role throughout the communications campaign. Primary objectives include raising awareness of the census—particularly among hard-to-count (HTC) audiences—as well as enhancing customer service efforts, promoting recruiting efforts, driving online completion of the census, and assisting with data dissemination.

Social media tactics must remain dynamic, with the flexibility to incorporate new platforms, emerging trends, data interpretation, and the changing needs of the campaign. In a rapidly evolving digital environment, continuous evaluation and analysis of the social media landscape, coupled with a strategic framework for execution in a real census environment, will provide the data-driven approach to help the 2020 Census campaign succeed on social media.

With the rise of social media has come dozens of expanding and emerging social media channels. And while all the major platforms focus on real-time generation and regeneration of content as it gets shared online, the audiences that each channel attracts—and the ways in which people engage on them—vary. While it is important that the Census Bureau find meaningful ways to reach target audiences through social media, it is equally important that the Census Bureau evaluate the most effective and efficient use of social media to accomplish that goal.

The Census Bureau will align content and outreach strategies by channel and audience, and integrate ongoing monitoring and analysis—along with inputs from partners and stakeholders—to continually refine social media efforts. Evaluation of social media tactics and channels should aim to answer the following questions:

- What audience(s) will we best reach on different social media channels?
- ... With what content?
- ... Through which partners and organizations?
- ... Through what means (owned, earned, and/or paid)?

To answer these questions, the Census Bureau must:

- Continually perform research on the landscape to understand how the census is being mentioned.
- Analyze the use and performance of its current social media networks.
- Evaluate new social media features and tools against established procedures and protocols.
- Prioritize goals and supporting strategies for expanding social media outreach.

INPUTS

Campaign Research: Using campaign research, including self-response propensities, we will be able to identify the audiences and channels that should be prioritized through social media outreach, with particular attention given to how to reach HTC audiences. We will also determine the languages and messages that should be used to reach those audiences. Such insights will help us plan and prioritize our efforts according to geographic locations as well as audience behaviors, beliefs and attitudes, and media preferences.

Analysis and Audit: A comprehensive social media audit will inform the social media strategy, as well as provide valuable insights on where key audiences are interacting, how they're interacting, and what they're talking about in relation to the census and census-related topics. It will also identify strengths in ongoing social media outreach and opportunities for further owned and earned outreach on existing and new channels. The social media audit will include:

- Landscape analysis across social media channels to prioritize and understand the conversations, perceptions, influencers, and key topics related to the census and survey participation.
- Social media trend analysis to understand U.S. media behaviors (including those of specific audience demographics), platform usage, and emerging channels based on consumer data reports and studies.
- Census Bureau platform audit to understand the current usage and performance of social media channels, including audience demographics and content and message effectiveness—both at the national and regional level.

Several social media tools can be used to perform the audit and analyses. These tools scrape data from across the social media landscape in real time as well as quickly dissect and extract key insights and trends from the data. They also provide historical data for evaluating changes over time.

Some tools, such as Simply Measured, can be used for social media analysis and monitoring of specific topics on various social platforms. A configured search can retrieve results from millions of sites and sources, including mainstream news properties, blogs, forums, and photo- and video-sharing sites, in addition to Instagram, Twitter, and Facebook. Use of tools like Simply Measured would allow us to continually monitor, track, and analyze relevant conversations about our communications and outreach efforts. They would also allow us to examine demographics-related trends in conversation, volume over time, trending hashtags and topics, and influencers or conversation drivers.

Other social media tools evaluate specific platforms, such as Facebook. One such tool, NUVI, is part of a consortium of brands that has exclusive access to Facebook topic data, which comprises anonymous and aggregated content on specific activities, events, brand names, and other subjects. The Census Bureau is considering using this tool to form a comprehensive sample of data across populations, industries, and topics.

Crimson Hexagon could complement Simply Measured and/or NUVI. While it has monitoring features similar to those of Simply Measured, it also can be “trained” to see beyond simple sentiment to help us understand drivers of this sentiment or other issues. Its features also provide information on audience demographics and interests, which could help us identify possible influencers—and the type of content these groups and people most frequently share.

We will use social media tools daily, even hourly, to develop data-driven insights that we can then use to effectively plan, implement, and evaluate strategies to reach target audiences. These tools are also critical for ongoing crisis and reputation monitoring, both of which will be essential in the 2020 environment.

Social Media Platforms: An effective social media presence in 2020 can be accomplished through owned media on existing channels, as well as through earned and paid outreach; it may not necessarily require the development of new Census Bureau social media networks. In 2020, it will be important to consider the relevance of platforms to diverse audiences, as well as the cost of, reach of, and ability to manage the platforms, including any information technology (IT) challenges. It will also be important to determine which platforms will stay active after the 2020 Census. While some platforms may show strong potential for long-term Census Bureau growth and use, other platforms may be better suited for specific earned or paid outreach opportunities, meaning they would not require maintaining a Census Bureau-owned network.

The Census Bureau’s goal is to use existing platforms and channels whenever possible. Upon completion of campaign research and strategic planning, the Census Bureau will evaluate which existing social media platforms to maintain throughout the 2020 Census campaign to maximize efficiency and minimize overhead costs. The investment required to develop and maintain new channels is significant, so the cost and capacity of staff to manage platforms will be considered before the Census Bureau invests in any new platforms.

Included in the eventual social media plan will be a platform evaluation grid, for mapping both current Census channels and potential new channels to the social media objectives. This tool will help Census consistently evaluate existing and emerging platforms, define ways in which Census platforms might be used and expanded for 2020, and set both overall and on-platform goals for Census Bureau communications. It will also help the Census Bureau consistently assess:

- How the various social media platforms work and what content is distributed on them.
- Whom each channel aims to reach (and the geographic and demographic distribution).
- The level of management and maintenance required for decennial activities on the channel.
- For which channels the Census Bureau will use partners, influencers, and trusted voices to reach audiences.
- Which partners will be engaged on the channels and what opportunities they present.

The grid will also help the Census Bureau determine the appropriate use of platforms, including:

- Owned vs. earned vs. paid outreach.
- National vs. local outreach (and how the regional teams can best support the 2020 Census).
- English vs. other languages.

The following table shows what such a grid could look like, and includes preliminary information and insights about sample social media platforms that could play a role in the 2020 Census campaign.

Table 18: Social Media Platforms

	Facebook	Twitter	LinkedIn	YouTube	Instagram	Snapchat
Overview	The data storyteller	The news media and influencer channel	The business stakeholder network	The video hub	The visual storyteller	The dynamic influencer
Content to share on this platform	Stories and multimedia focused on data and their impact on people and communities	Timely news-focused content or data releases Sharing of on-message Census Bureau coverage	Longer-form pieces about data by industry/topic Recruitment content	Continued storage of owned video content, organized by type (data visualizations, testimonials)	Short-form stories and multimedia focused on data and their impact	Short-form video and images focused on events and acute phases of recruitment, pre-response, and self-response
Audience(s) to be reached on this platform	Primary audience: partners and organizations, casual data users (general public)	Primary audience: media/journalists Secondary audience: sophisticated data users, expert data users	Primary audience: business organizations	Primary audience: sophisticated data users, expert data users Secondary audience: casual data users (general public)	Primary audience: partners and organizations, casual data users (general public)	Primary audience: casual data users (general public), partners and organizations
Potential partners for distributing content and driving conversation	Demographic-specific: National Council of La Raza, National Urban League Industry-specific: American Geographers, American Planning Association Research and data groups and think tanks: Pew Research Center, Gallup, Gates Foundation	Journalists and their media organizations, industry and demographic influencers	Private sector industries: health care, real estate, scientific/technical, transportation/warehousing, media, food service, retail, finance/insurance, construction	Journalists and their media organizations Industry and demographic influencers Research and data groups: Pew Research Center, Gallup, Gates Foundation	Demographic-specific: (see examples in Facebook column) Industry-specific: (see examples in Facebook column)	Demographic-specific groups Industry-specific groups

Lessons Learned From 2010: In 2010, the public’s ability to get involved in the census and the corresponding campaign through social media channels was limited, and consequently there were some missed opportunities to drive engagement and further spread the Census Bureau’s messages online. The 2020 Census strategy will consider the perspective of our audiences, so we will identify opportunities to encourage participation by soliciting and promoting user-generated video responses, photos, artwork, essays, and other content that support key 2020 Census messaging.

PLANNING

The ultimate social media strategy will align social media objectives with 2020 Census objectives, and provide a roadmap for achieving those within the 2020 timeline. Using findings from our campaign research, as well as from a comprehensive landscape analysis and channel audit, the Census Bureau will develop a social media strategy indicating appropriate channels mapped to Census Bureau audiences. This will include how each channel will be used for outreach and engagement, a content strategy with messaging and multimedia plans, and operational plans such as processes and procedures for how work will be executed. In addition, the strategy will detail how each channel will be used for regional outreach and engagement, plans for monitoring each channel, and the key performance metrics that will help define success. Finally, the Census Bureau will plan for any new properties or assets, and achieve appropriate approvals to launch them, if and as determined through our platform evaluation.

We will work closely with digital partners from Facebook, Google, Twitter, Snapchat, and other platforms as appropriate to determine opportunities to promote the census, through new products, targeting capabilities, data sets, or other tactics. We will also seek opportunities for those platforms that wish to serve as partners to promote census participation through the popular sections and main pages of their networks. Similar promotion has been provided by outlets for such civic activities as registering to vote and then ultimately voting and has proved beneficial for bringing motivational and informational messages into the public eye. The Census Bureau’s multicultural partners will also play an important role in the planning process, lending valuable insights into their audiences’ preferences and behaviors on social media platforms. This information will help us craft a content strategy that is attuned to these audiences’ unique needs.

Content Development: Once a social media platform evaluation grid (similar to the example above) has been developed, a content strategy will be established. This strategy will be the core of social media implementation. It is important to develop a structure around the content that is shared, including how often and where the content will be shared. With a strong foundation from 2010, the Census Bureau will aim to optimize social media activities for 2020 through data insights, layering on advanced content outreach and engagement strategies to align content with partnership efforts, in-person events, media outreach, and/or paid advertising efforts. The content development strategy will include a focus on creating content for partners to use in reaching their audiences, both in English and in other languages.

Content development should be a thorough and iterative process. Today’s landscape requires rich media, interactive graphics, and timely hooks showing that organizations are engaging audiences around the most relevant topics and issues. While the 2020 Census will be an innately relevant topic, it must break through the clutter with dynamic and highly tailored content. This content will need to be customized for each channel and tailored for different audience segments, interests, languages, and geographic areas to ensure we’re engaging each audience with the right message and in the right place. Census Bureau social media content will be developed for owned Census Bureau platforms and for earned outreach through partners and influencers. By developing content in tandem with or for partners and organizations to share on social media, the Census Bureau can tie the 2020 Census to topics and issues that partner audiences care about. Through organizational outreach, partners provide the means for message amplification, credibility, and ultimately impact—particularly during the self-response period.

The content development process will take the following steps:

- **Develop a master content strategy**, outlining the platforms for which the Census Bureau will be developing content, the types of content and messages for each platform, the frequency of posted content, and any partners for content sharing.
- **Develop customized content templates and calendars.** Setting up a framework will allow for early planning with internal Census departments, ongoing collaboration with stakeholders and partners, and an iterative approach to expansion and optimization over time. Content templates will provide specifications and requirements for formatting and best practices organized by channel. Content calendars will map out this content by platform, including messaging and supporting collateral or multimedia. This content will be customizable by region and audience.
- **Create rich media, including video and graphics.** Using various types of multimedia content, tailored to each platform, will be critical for building social media engagement. Content should be developed in multiple formats and styles, including:
 - Branded graphics.
 - Animated graphics.
 - Short “how-to” video snippets.
 - Video testimonials.
 - Graphic and video slideshow stories.
- **Plan for user-generated content.** Employing user-generated content will also be an effective way to amplify audience voices and leverage peer-to-peer interaction on social media. The Census Bureau will develop strategies for promoting and sharing user-generated content sparked from in-market outreach events or crowdsourced calls to action on social media, and use them as part of our owned and earned outreach during the 2020 Census campaign. Hashtags provide flexibility in how this content can be

shared and hosted, without requiring the Census Bureau’s ownership or hosting of the content. All user-generated content strategies will take into consideration existing Census Bureau review and clearance processes.

The content mix for 2020 will be informed by the latest social media audit and research findings. The Census Bureau will consistently use new types of content to display statistics, data, or quotes over images or in video clips representing the different sectors that the Census Bureau touches. We will also emphasize producing materials that are easily digestible and shareable (e.g., infographics and other visual components, hashtags campaigns, and more). Messages or quotes from trusted voices may be valuable additions to social media content as well.

Social Media Monitoring, Moderation, and Approval Processes: The process by which the Census Bureau responds to social media activity will be flexible yet clearly articulated. This process will include several key elements:

- **Content Approval Process:** In the decennial census environment, timely content approval will be critical to the execution of social media outreach. To ensure a common foundation of understanding about social media, the Census Bureau will host a “Social Media 101” training for internal reviewers to establish a shared foundation of best practices, lessons learned, and historical successes from previous Census Bureau activities. We will define a process for the relevant parties to create, share, and review content, including creating an internal Social Media Review Team to review and approve social media campaign content. In addition, the master content strategy outlined above will indicate timing and frequency to allow the Census Bureau communications team to plan accordingly. All content will also be archived for easy review and reference.
- **Platform Management, Monitoring, and Response Plan:** Predetermined content management and monitoring roles will allow the Census Bureau to manage outreach in a reliable, consistent, and timely manner. Content development roles will allow the Census Bureau to delegate operations among staff members, aligning resources with strategic components and ensuring appropriate coordination with internal systems such as Census Questionnaire Assistance. Efficient and coordinated maintenance of the Census Bureau’s social media presence will also be essential for optimal user engagement. The Census Bureau can proactively manage social networks by:
 - Identifying roles and times of day for checking Census Bureau social networks.
 - Creating tools and templates to maximize work efficiency, tracking efforts, and data collection.
 - Setting up processes and protocols for responding to individual user comments.

The following graphic illustrates the general process:

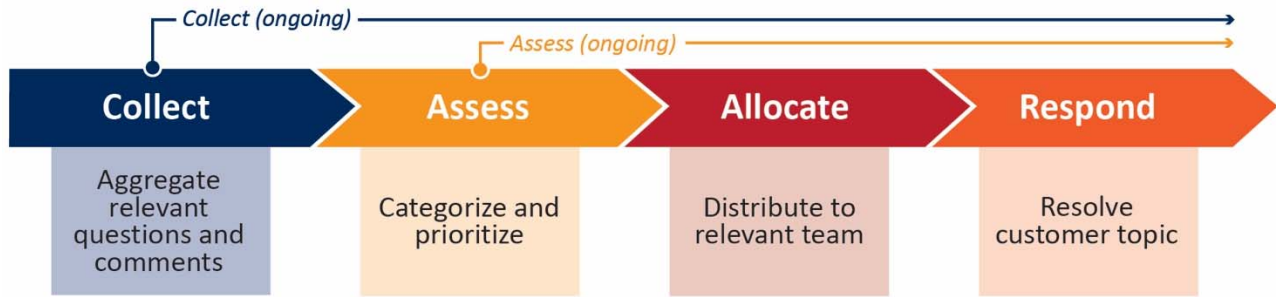


Figure 13: Social Media Management, Monitoring, and Response Approach

- **Monitoring:** Listening to and engaging with social media audiences periodically throughout each day of the campaign is critical. When paid media advertising begins, the Census Bureau will implement 24/7/365 monitoring of social properties. Proactively monitoring every social platform will help in determining which types of posts drive the most website traffic. In addition, social listening tools will allow us to continually monitor comments and conversations on related content and properties. A monitoring plan will be developed with roles and responsibilities delineated by channel, along with the required frequency for monitoring and for responding to users. We will also build a library of preapproved responses that can be posted quickly and efficiently in response to user comments. In addition, we will secure the appropriate authorities to tweak and tailor those responses for authenticity and voice. As more comments come in, we will expand the library as part of a working document that all staff can use throughout the outreach period.
- **Crisis Management:** Social media is a critical platform for quickly disseminating messages during a crisis. In the event of a social media security breach, or in the emergence of certain other crisis circumstances (such as a significant political or other societal event, or a website lapse), the Census Bureau will have a social media risk management plan in place. Designated Census Bureau employees will continually monitor the Census Bureau’s social networks, with periodic checks throughout the day and intermittently outside of business hours. This system will ensure that the Census Bureau quickly becomes aware of inadvertent or inappropriate posts. A protocol for accidental posts will ensure that the content is corrected or removed as soon as possible. We will develop a response bank of prewritten posts, organized by user comment sentiment or topic, that can be posted as responses to inappropriate or attacking user comments on the Census Bureau social media networks. The preparation of these responses will ensure that we can react to threatening messages in an appropriate and timely fashion. For more information about the Census Bureau’s crisis communications approach, please refer to Page 121.

Metrics and Evaluation Planning: Performance metrics specific to social media will be aligned with the overall goals of the campaign plan. While the metrics for each platform vary, several types of data will be captured to understand the Census Bureau’s impact on social media: reach, engagement, leads, and conversions (e.g., certain actions taken online that support the campaign). Collectively, performance metrics should reflect how many users are being served Census Bureau social media content; how many are actively engaging with that content and having conversations; how many users are being referred to the Census Bureau’s website from its social media platforms; and, ultimately, how many of those users are filling out the census.

Integration With Other Areas: Social media will be planned and executed in close coordination with other communications and outreach efforts, including digital advertising, partnership and events, and earned media, as these efforts present opportunities for social media integration and amplification. As content is developed for the campaign, the Census Bureau will create plans indicating how content will be used for social media and, likewise, how it can be used for other types of outreach.

- **Partnership and Stakeholder Relations:** To reach broad and diverse audiences through social media, Census Bureau partners, stakeholders, and influencer groups must be able to distribute content across their channels. Close coordination with the National Partnership Program and CPEP will be required to identify opportunities to work with a variety of partners that have important social media presences, including non-English-language media (e.g., radio stations and online newspapers). Especially for audiences that exhibit a general lack of trust in news media and communications from the government, Census partners and stakeholders will be incredibly valuable, trusted, and direct channels to reach them.

Each channel will offer a specific, culturally relevant connection to a given community, which can vary based on not only language preference, but also on level of acculturation and country of origin, as well as degree of knowledge of and trust in the census process and purpose. For example, when trying to reach Hispanic audiences, the Census Bureau will work to coordinate social media efforts with Hispanic-focused nonprofit organizations, bloggers, and social influencers geared toward younger, English-dominant, Hispanic audiences, as well as community and faith-based organizations.

- **Public Relations:** Social media will be an important tool for augmenting media outreach and engagement efforts. Events will have a particularly strong connection to social media, as they may be “broadcast” using livestreaming, hashtags, or other tactics to reach an audience beyond those physically in attendance.
- **Paid Media Advertising:** Campaign research will inform which audiences we should target using paid media. Microtargeted paid media through social media channels will be an important part of that strategy. Once the Census Bureau has identified key audiences that should receive social media advertising, we can work with social media advertising vendors to develop data sets on different HTC populations. Included in these audiences should be ethnic minorities, people who do not speak English or have limited English proficiency, low-income individuals, and the young and mobile population.

- **Website and Mobile:** Because much of our social media messaging will aim to drive online actions—such as completing the census, spreading the word through online networks, or learning more about the Census Bureau—our web and mobile properties will need to be designed to easily facilitate them.
- **Rapid Response:** During the campaign, the Census Bureau will optimize its social media activities based on real-time response data and engagement with audiences. In addition, social media can allow the Census Bureau to quickly respond to rapidly breaking news or events and communicate important information to key audiences, especially news media, partners, and stakeholders. Consequently, social media will be a critical component of the campaign’s rapid response strategy.
- **Field Recruitment:** Recruiting field staff will be an important part of the 2020 Census campaign, so social media will be incorporated into that strategy to encourage potential applicants to learn more and apply. Social media and hyperfocused advertising could be used to support recruitment efforts in the top 10 hardest-to-recruit areas in each region, and/or the top 15 most difficult markets for recruiting.

Timing of Campaign Launch: The years leading up to 2020 serve as important building blocks for the census. As activities surrounding the census increase, social media will be a critical channel for educating audiences—not just about the Census Bureau and how the enumeration will work, but about why they need to participate come 2020.

Because social media activities will complement various other efforts—such as earned media outreach, field recruitment, and partnership development—social media communications will start early and be used to support Census Bureau activities well before the “official” launch of the 2020 Census campaign. A steady drumbeat of census-related messaging on social media will strategically build momentum without overwhelming our audiences, helping to gain attention and drive engagement with the 2020 Census over time.

EXECUTION

Once the social media plan is finalized and the frameworks for content and outreach are developed, the Census Bureau will start executing outreach on our channels and through partners and influencers. While outreach will be a combination of preplanned posting, events, and engagement, coupled with real-time opportunities based on social media conversations and interactions, data will consistently be used to inform decisions and next steps.

Below are examples of the types of tactics we will consider executing in each phase of outreach, which are described beginning on Page 51.

Strategic Early Education and Awareness Phase Tactics: These tactics, which will be implemented before the availability of the census questionnaire, will focus on building and promoting stories of impact, and on forming influencer and partner relationships, including content for them to share with their networks.

- **Continually monitor listening tools to identify hot topics or outreach opportunities.** Social media listening profiles will be tested and monitored early on and after outreach starts to quickly identify needed changes or optimizations. Frequent monitoring reports will be pulled and shared with the team to inform ongoing outreach.
- **Post content with an emphasis on storytelling.** We will explore developing long-form content to post on story-focused platforms, such as Medium and Reddit. When created thoughtfully and strategically, long-form content can generate large amounts of organic traffic over the long term and lead to more conversions. Long-form stories also present the opportunity for co-authored content. The Census Bureau could work with established partners and stakeholders to co-develop content that aligns Census Bureau messaging with partner audiences' interests. An increased focus on storytelling and impact-related messages will help the Census Bureau demonstrate its value and influence, particularly as a premier data dissemination agency. During the pre-response phases, the Census Bureau can post stories of individuals and communities talking about how they use census data, in addition to using data to create compelling stories with a human interest element. Humans of New York offers strong examples of the personal storytelling tactic:



Figure 14: Example of Humans of New York Social Media Post

- **Continually monitor owned platforms to provide 24/7/365 customer support.** We will develop protocols for monitoring and responding to questions and comments posted on social media. Protocols could include monitoring procedures, response templates, and contingency workflows to triage crisis communications. Developing these protocols will support the Census Bureau's ability to provide excellent customer service and will also result in important data that can inform future efforts.
- **Launch tools or technologies to support timely customer service.** Multiple government organizations have implemented dedicated customer service hashtags and messaging applications that serve as a vehicle for audiences to ask questions, get information, and receive support. In an effort to reach our audiences where they are and respond to their needs, the Census Bureau will deliver customer service through prompt monitoring and information sharing across our social media channels. This will complement ongoing

two-way conversation that the Census Bureau is already contributing to on its properties. Users can be encouraged to ask questions about the census and get quick responses to their questions. There will be several ways in which this could be executed, including a curated hashtag or a one-to-one tool like Facebook Messenger.

A customer service hashtag is a flexible option through which users can ask questions and provide comments on any channel that supports hashtags; however, responding to all user inquiries would require the Census Bureau to carefully monitor all channels for questions and use each channel's individual method of response to follow up with users. The inquiries would also not live in a consolidated space for others to see; rather, different questions and answers—all of which could be useful to the public—would appear across different platforms. The customer service hashtag could be used in a smaller environment (e.g., just on Twitter) to help control the level of effort for Census Bureau staff. For example, the Office of Federal Student Aid has used a #AskFAFSA office hours hashtag, which allowed users to ask questions about student aid and get timely responses through Twitter.



Figure 15: Example of Customer Service-Oriented Post Using Hashtag

The Census Bureau will also consider integrating Facebook Messenger into customer service efforts. Use of this tool would require us to develop and program a series of queries and appropriate responses, which could include a combination of automated responses to frequently asked questions and customizable real-time answers. To accomplish this, we would develop specific guidelines, processes, and procedures for Facebook Messenger, including the monitoring of information submitted on Facebook Messenger to ensure its alignment with Census Bureau policy. Facebook Messenger use for the 2020 Census campaign is an attractive option because use of the tool is on the rise (as is the use of messaging applications overall), and it offers a user experience that is well-integrated with the main Facebook network (Cohen, 2015a).

Tools will be evaluated based on applicability of implementation, potential impact—informed by the landscape audit and consumer behavior trends—and Census Bureau policy and privacy considerations.

- **Activate hard-to-reach populations through multilingual social media content.** To drive participation of historically hard-to-reach populations, the Census Bureau will explore the creation of multilingual social media content for sharing on our existing channels and for providing to culturally sensitive and language-specific organizations, bloggers, and other influencers.

- **Activate influencers and partners through prepackaged social media content.** The Census Bureau plans to develop a Partnership Experience Platform (PXP) to deliver promotional materials to partners efficiently and cost-effectively. The PXP would allow partners to easily access, customize, and download materials—including social media content—to be used with their audiences.
- **Implement social media link building.** The Census Bureau will consider sharing earned content from partners, on a limited and defined basis, on Census Bureau social media properties. Link building can be done by:
 - Tagging organizations on social media when cross-promoting their content or referencing them in a post or tweet.
 - Sharing posts, tweets, and links from partner organizations’ social media networks.
 - Providing a list of post/tweet URLs for partners to share once published on the Census Bureau’s networks.
- **Crowdsource content.** Another potential tactic is soliciting brief video clips, quotes, and photos from the general population, HTC populations, and influencers to use in social media promotional efforts. Content would capture civic and social life, such as community service, school gatherings, and use of public transportation.
 - A hypothetical campaign title (pending exploration and testing) could be “Why We Count,” and a possible related prompt could be “Show us what matters to you about where you live.” We could collect and post video clips as part of this campaign to communicate the importance of the census in supporting the needs of communities.
 - Another opportunity could encourage different communities, regions, or states to be counted by asking them to share a message with a geotargeted hashtag for a chance to be recognized on the Census Bureau’s social media properties.

All crowdsourced content strategies will take into consideration existing Census Bureau review and clearance processes, as well as privacy and IT guidelines.

- **Use a customized Facebook product.** The Census Bureau will consider working with Facebook to develop a targeted tool for promoting the 2020 Census. An example of such a product is Facebook’s voting planning tool, developed in partnership with USA.gov for the 2016 primary election:

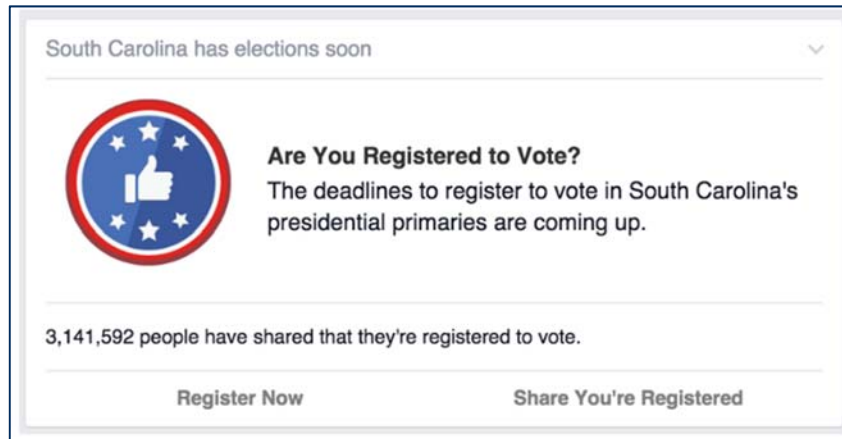


Figure 16: Example of Facebook's Voting Planning Tool

Launched in the weeks leading up to Election Day, the tool used people's locations to inform them of their political candidates at the local, state, and national levels. The Census Bureau could partner with Facebook to launch a similar tool in the days leading up to Census Day, with information on how to take the 2020 Census and what to expect.

Self-Response Phase Tactics: Once online self-response is available—beginning in February 2020 with a concerted communications push around April 1, 2020 (Census Day)—we will motivate the population to complete the questionnaire online. To do this, we will employ a push on social media that uses clear calls to action to go to the website to complete the questionnaire.

Tactics to be implemented during this phase include:

- **Host online events.** Online events (e.g., Facebook Q&As, Twitter chats, or live videos on Instagram, among other platforms) will allow the Census Bureau to raise awareness of the questionnaire and foster open, two-way dialogue about the census with online audiences. Social media events will also help us engage current partnerships and build new ones, as these events allow both parties to expand the organic reach of their content. Examples include:
 - YouTube Live roundtable with school superintendents or national PTAs about the impact of Census Bureau data on education in communities (with a focus on the Census Statistics in Schools program).
 - Facebook Live event with the U.S. Chamber of Commerce or the National Association of Convenience Stores on the relationship between Census Bureau data and businesses, especially among HTC communities.
 - Twitter chat with a prominent community-based organization focused on the changing Hispanic population in the United States.

- **Integrate social media into on-the-ground events, in-person engagements, and digital recruitment of field representatives.** The Census Bureau will develop prewritten, preapproved messaging (and guidelines for messaging) that staff can easily publish in real time, from any location. These messages can:
 - Crowdsourc feedback to determine the preferred location of an event.
 - Promote events and drive participation.
 - Collect on-the-ground event content (and live content) for sharing on social media.
 - Live-stream relevant events that encourage self-response.
- **Create hyperlocal social media content.** The Census Bureau is in a unique position to develop customized content for its regional teams and to respond to the specific needs of individual communities and populations. We will develop content for regional and other related outreach efforts that specifically considers local characteristics, including geography, language, and culture. Hyperlocal social media content can empower local offices and provide relevant and authentic information to the many distinct communities across the country.
- **Use Snapchat for event integration.** Major national brands and government organizations, such as the State Department, are creating live Snapchat stories to reach millennial audiences with live and exclusive content (Twiplomacy, 2016). Snapchat stories are posts on Snapchat (or “snaps”) that build on each other to tell a story. The Census Bureau could create a Snapchat story to share footage from live events, such as behind-the-scenes content from the Census Bureau’s on-the-ground efforts. The Census Bureau will also consider use of a Census Day filter, which would be overlaid on snaps to brand that content using logos, icons, text, or other visuals. Users could also share a photo or video with a customized “2020 Census Day” filter. In addition, geofilters could be used to target audiences in specific locations. (For example, a local event could use a geofilter to reach audiences at or near that event.)

“Thank-You” Phase Tactics: Engaging audiences is important—not only during census data collection, but also after. The thank-you phase offers an opportunity to foster ongoing interactions between the public and the Census Bureau, showing the Census Bureau’s appreciation for participation and encouraging ongoing use of census data. By showing this appreciation on social media, the Census Bureau can maintain the momentum of the 2020 campaign to encourage response to other data collection efforts and continuously show the public that the data collected are freely available for their access, use, and benefit (while stressing that the data do not identify individuals).

During this campaign, the Census Bureau will create content calendars to thank partners and respondents for their time and contributions. This content can leverage emerging formats that have been shown to rank higher in news feed algorithms, boosting organic reach and fostering increased engagement. Content could look like the below GIF from Mashable that shared facts about sharks during Discovery Channel’s 2015 “Shark Week” (Al-Greene, 2015).

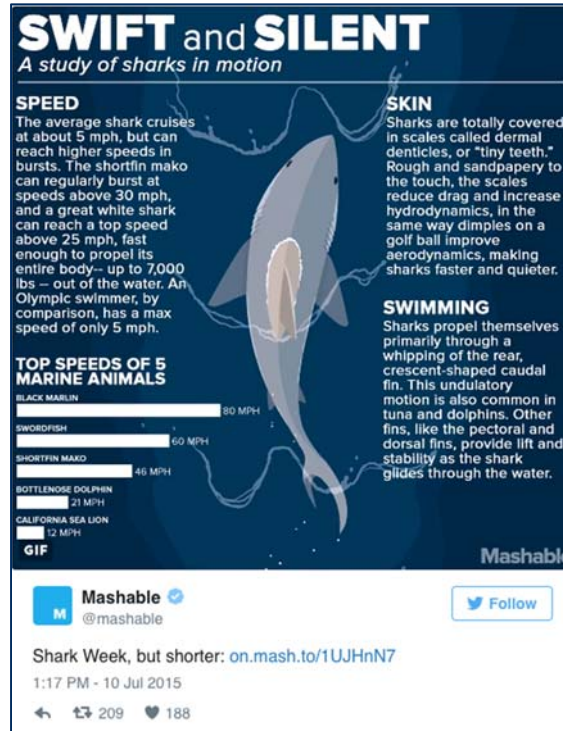


Figure 17: GIF From Mashable During “Shark Week”

Data Dissemination Phase Tactics: From summer 2020 to the end of the campaign, we will conduct the follow-up phase of the social media plan. Before and after the public release of census data, social media activities will raise public awareness of the census’ importance and relevance, promote the increased use of census data and Census Bureau services, and widely share the results of the 2020 Census. Because social media can be tailored for many uses, we will be able to target results-oriented content to groups with specific interests.

Data dissemination phase tactics will primarily aim to demonstrate the value of census data and educate and activate data users. The Census Bureau has the opportunity to expand the number and type of people who knowingly use census data—and social media is an ideal conduit to teach the use of census data to the general public and data specialists. To achieve this, the Census Bureau must consistently develop content that tells the story of census data and why they matter—and tailor this content to all its social media channels used in outreach. The Census Bureau must be proactive in driving the conversation around these data and drawing more attention to all Census Bureau surveys as the sources. Such social media content could include branded graphics and visualizations of data, long-form narratives derived from data, stories of individuals and communities talking about how they use data, and posts promoting data releases.

The Census Bureau will focus on images, videos, GIFs, and animated graphics paired with impact-related messages to demonstrate the census' value and will use tactics to reach channels and influencers that represent specific cultures and languages. By disseminating results, the Census Bureau can maintain momentum from 2020 and continuously show the public that the data collected are available for their use and benefit.

Measurement and Evaluation: Upon further development of the social media strategy, including the channels and tactics to be used, a range of metrics will be identified, captured, and analyzed throughout the campaign to help the Census Bureau understand how content is performing. This will show us what formats, messages, and media are turning out to be most effective, allowing us to continually refine and optimize our efforts.

It will be critical to develop and implement a sound social media management system that is tied to key performance indicators, supplementing the listening and monitoring of conversations. The rising potential of inaccurate, damaging information spreading rapidly over social media also underscores the importance of this management strategy. Especially during the rapid response phase, the Census Bureau will ensure close coordination to identify the channels that can reach those audiences with lower-than-desired response rates.

KEY CONSIDERATIONS

Alignment With Other Federal Government Agencies: In coordinating with government partners to reach particular audiences (e.g., the Department of Defense for service members or the Department of Veterans Affairs for veterans), social media content must align with those agencies' standards and protocols. For instance, any content developed for the Department of Defense will need to be written with an eye for Operations Security, known as OPSEC. This specific protocol refers to the processes that service members use to ensure that their public communications do not compromise national security by inadvertently revealing personal information, like their location.

STATISTICS IN SCHOOLS PROGRAM

OVERVIEW

The Statistics in Schools (SIS) program has been one of the most successful outreach efforts for the Census Bureau. Over the last decade, the Census Bureau has transformed its engagement with schools into an evergreen program that has expanded beyond teaching about the decennial census and is now focused on statistical literacy in intercensal years. This is a critical subject: Data from the Bureau of Labor predict that statistics-related jobs will increase by more than 30 percent between 2014 and 2024.

The program offers activities for students and resources for teachers that help to highlight the census, the data it helps collect, and the ways in which those data can then be analyzed and used. Activities are designed to align with existing curriculums and supplement studies in math, geography, history, and sociology with lessons incorporating statistical and data-oriented concepts. The goal for 2020 is to increase awareness and overall public response by engaging teachers, students, and their households in public conversations about the census.

The Census Bureau is continuously adding activities and resources to the SIS repository, and over the next three years we will work to build direct relationships with contacts who can help increase the reach of SIS. This will allow for continued engagement through the successful evergreen program, reducing the need for intermediaries to reach out to and engage with educators on behalf of the Census Bureau.

SIS will also continue to expand on the avenues through which it delivers information, including through parent-teacher groups and after-school activities. Schools, teachers, and administrators are often viewed as authorities for official information, so school stakeholders can play an important role in lending credibility to the census. SIS will also be particularly important in reaching hard-to-count (HTC) audiences and individuals who do not speak English or have limited English proficiency, as they may rely on their children to translate and/or interpret information from English into their native language.

APPROACH

INPUTS

Ongoing SIS Transformation: Since 1950, the Census Bureau has worked with the education community for decennial efforts. That year, we partnered with the National Education Association to create a book titled “We Count,” and these efforts have continued to evolve through each decennial census since then. In 1990, the program, called the Census Education Project, involved posters, lesson plans, and more. In 2000, it expanded to become the Census in Schools program, continuing to evolve in the years thereafter.

In particular, after 2010, the Census Bureau transformed and elevated the program, emphasizing the use of data to engage students as well as to promote awareness and understanding of the national enumeration. The transformation from “Census in Schools” to “Statistics in Schools” addressed the importance of promoting statistical literacy in the classroom and met educators’ demand for an evergreen program.

As part of these efforts, the Census Bureau recruited 138 diverse K-12 teachers (early adopters) to field-test activities and collected feedback through a biweekly survey, Google Hangouts, and telephone interviews. We also gathered feedback and recommendations through online qualitative and quantitative surveys of 330 teachers and 20 home-school parents in addition to two focus groups with teachers. And we engaged nine subject matter experts from leading statistics, education, and subject-specific organizations to offer further suggestions for program improvement.

This resulted in a program that is:

- Informed by extensive qualitative and quantitative research and expert input.
- Optimized for the latest rigorous education standards.
- Designed to serve a crucial need in modern classrooms.

Recommendations from educators and subject matter experts included overhauling existing activities to increase rigor, creating activities with input from classroom teachers and experts, and strengthening the link between the activities and popular education standards. Experts also recommended that we broaden the subjects covered to include sociology and geography, and that we make the [census.gov/schools](https://www.census.gov/schools) website more user-friendly.

Based on this feedback, we took the following actions:

- Built eight content teams of experts (exceptional teachers, standards experts, and grade-level and subject-specific experts) to refine existing activities and develop new ones.
- Expanded the subjects covered to include geography and sociology for high school.
- Expanded the subjects covered to include history for elementary and middle school.
- Created three informational videos for students and teachers.
- Developed an informational toolkit for teachers.
- Redesigned the program website.
- Revised 41 existing activities and developed 38 subject-specific activities as well as three data tools activities.

The SIS program, as it is currently known, is a fully functioning component of the Census Bureau that is continually updated and optimized with new content and tactics.

Lessons Learned: Census Bureau tests in 2016—which included Harris County, Texas, and Los Angeles—have helped shape SIS outreach efforts. The Census Bureau recognizes that each school district is different, but when possible, we will start outreach at the highest level with school superintendents. In 2010, outreach was also conducted with individual schools—and in some cases for 2020, particularly when superintendent outreach is not feasible or efficient, we will take this approach.

Other lessons learned include the following:

- Census Bureau testing has shown that some teachers prefer materials to be distributed to schools as PDFs, and the distribution of materials that ask for a parent signature is not an effective approach. In many cases, teachers did not want to burden parents or guardians with such a task.
- It is important to coordinate production of materials in advance. In 2010, initial challenges with centralized printing in Washington, D.C., resulted in the movement of printing to a regional office.
- Distribution of materials through centralized networks is cost-efficient. Special considerations need to be taken for delivery of materials in Puerto Rico. As possible, we will also aim to make individual student activities relevant to students in Puerto Rico and additional Island Areas as appropriate.
- The internal management and review process for the Puerto Rico SIS program led to multiple challenges and misunderstandings in 2010. Some of these were related to a lack of a clear approval hierarchy for resolving conflicts in the review process for Spanish-language and other non-English materials. For 2020, the Census Bureau will ensure that an appropriate team of Puerto Rico specialists is an integral part of content planning, development, and printing.
- In 2010, several opportunities were missed to integrate SIS into general public relations efforts. Ensuring appropriate support and the scope to integrate public relations and SIS efforts can be a cost-efficient approach for promoting Census' message.

Census Data and Research: Using current Census Bureau data, such as those from the American Community Survey and the 2010 Census, will help us prioritize outreach efforts to schools in HTC areas and strategically plan SIS events in those locations.

In 2010, determining which schools served HTC populations often proved more challenging than expected because of the varied and unique methodologies that school districts use to match students to school buildings each year. In 2020, campaign research and predictions about self-response propensity will support our approach to identifying HTC schools. In addition, we will review the two-pronged approach to predicting HTC student populations that we used in 2010 and that is described in the Census in Schools lessons learned report.

PLANNING

Prioritization and Planning of Outreach and Partnership Efforts: The SIS outreach plan will focus on two key goals: To quickly expand our network to include more schools—especially HTC schools—and then activate that network to motivate response.

We will use campaign research and other data to identify schools in HTC and hard-to-reach areas, and begin building relationships there. Identifying these schools early on could also affect the activities themselves, as we could tailor some activities to specific areas or audiences. For example, to support outreach to American Indian and Alaska Native (AIAN) populations, we could identify schools on reservations or in urban areas that have significant AIAN representation, and target them with activities that include an AIAN angle. Similarly, Native Hawaiian and Pacific Islander (NHPI) students may benefit from activities using data that reflect their population and experiences.

The Census Bureau will kick off early partnership development efforts to recruit teachers who can help develop activities. Partner groups could include education organizations whose members are teachers—like the National Council for Geographic Education. This type of partnership would help in gaining immediate buy-in from both teachers and the partnering organization as a whole, while providing a promotional opportunity for the partner. We may also contact teachers with whom we've established a trusted relationship and who have worked on the SIS project in the past.

Identification of Activity Topics: Most activities will not be about the 2020 Census specifically, as learning about the census is not part of most curriculums. Instead, the activities should teach math, social studies, geography, and sociology concepts while using the 2020 Census as a theme to drive home those concepts. (We may explore expanding beyond these topics into other subject areas, such as English or economics.)

For example, one existing social studies activity on the SIS website titled “Adopting an Entrepreneurial Mindset—Using Data for Business” calls for students to use census data and the Census Business Builder tool to examine population data and determine the best ZIP code in which to open their projected business. This activity teaches skills such as comparing data, using online databases, and thinking like an entrepreneur.

Whenever possible, activities should use data tools such as the American FactFinder or QuickFacts to enable customization for a specific state or even a particular city so that students and teachers can see how the data relate to them. While the activities will not have the 2020 Census as their main subject, the goal will be to demonstrate the power of census data and how these data can be applied to other subject areas through the activities—thereby promoting the 2020 Census.

Because teachers cannot require students' parents to participate in their activities or homework, activities for younger children should have an optional component of involving parents or guardians. Examples could include asking students to interview their parents or guardians, or even to talk to them about their experience completing the census in 2010. (Did

they participate? Do they remember the experience?) Students could volunteer to share what they learned with the class the next day.

Development of Activities: The Census Bureau will develop new activities in support of the 2020 Census, rather than repurposing existing ones. All activities will in some way incorporate the decennial census and census data, while teaching skills that all students should have.

In developing these activities, the Census Bureau will engage teams of experts—including internal Census subject matter experts and external education experts—to enlist ideas for, create, and review new activities, ensuring they are timely, relevant to curriculums, and effective. Ideas for activities tailored to specific populations, such as AIAN and NHPI individuals, will serve as a starting point.

The Census Bureau will also ensure that these activities are using the latest and most relevant data—and that the use of data is accurate, rigorous, and objective. We will conduct an appropriate editorial review of these activities, before they are designed and finalized for distribution.

Expansion to Pre-K Grade Levels: To address high undercounts in 2000 and 2010, we will expand our reach to younger students (and by extension, their families) by developing age-appropriate activities—potentially through a partnership with an organization like Head Start. The Census Bureau will also consider indicating popular activities such as its existing coloring book and “Counting Way” activity as available for Pre-K grades. Also, by adding day care facilities to the SIS outreach list, we could then promote and eventually distribute these materials to such facilities.

Development of Games and Digital Tools: As appropriate, and pending funding, the Census Bureau will explore creating separate games and digital tools to reinforce SIS activities. If developed on a digital platform, these educational games could give teachers in wired classrooms a chance to access and use items for free.

A digital exercise for younger children could simulate a census questionnaire by asking students to take on the personas of different animals at the zoo to answer the question “How many pets live at the zoo?” In this exercise, the zebras would have to fill out the census, as would the cheetahs, and so on, as the students pretend to be each type of animal. The final result is a tally of the different types of animals at the zoo.

Development of Take-Home Materials for Parents: The take-home materials for parents and guardians—which could be emails or one-page printouts—would be completely separate from the activities that students complete in class. The purpose of these materials would be to explain the SIS program—how the teacher may use the activities in the classroom, why it is important, and how parents can foster the learning at home.

Overall, use of these parent materials should be limited. The Census Bureau understands that parents and guardians receive an abundance of information from teachers and schools, and educators are mindful of not overwhelming them. However, thoughtful and strategic

development of take-home materials could complement ongoing SIS and other campaign efforts.

These materials should be directly relevant to the child's classroom, letting parents and guardians know that their child will be learning about the census and data through a variety of classroom activities. Knowing that every teacher will choose to use the activities in a different way or with different frequency, we will develop take-home materials for parents to be as general and open-ended as possible.

The materials would not be promotional in nature, nor would they try to educate parents about the decennial census outside of the context of their child's classroom. The Census Bureau recognizes that teachers are frequently bombarded with promotional materials, so if there is not a direct connection to their classrooms, teachers may not be inclined to distribute the materials.

Translation of Activities and Materials: The Census Bureau has heard from stakeholders and educators that English-language activities are often preferred, even for students with limited English proficiency. In these instances, SIS activities will serve two purposes: teaching about data use and reinforcing English-language skills. However, fluid and shifting language preferences across the United States offer several opportunities to provide materials that reach students and their families in languages other than English.

For those schools that prefer to teach in Spanish, as well as for schools in Puerto Rico, the Census Bureau is considering creating bilingual activities. This consideration will be solidified through additional research.

In addition to Spanish, the Census Bureau is considering offering activities in Asian languages such as Simplified Chinese, Vietnamese, and Korean. The extent of languages used in materials will be determined upon the completion of campaign research, as well as through the solicitation of feedback from the Census Bureau's stakeholders and multicultural expert partners. The Census Bureau will also consider that many schools have translators on-site who can help in communications with parents and guardians.

Another consideration is that younger students are often more likely to share their assignments with their parents, asking for help when needed. This presents an opportunity to make some materials bilingual to better engage parents of younger students. Additionally, some take-home materials for parents and guardians may be translated into other languages to make it easier for students to convey census information to their parents.

Integration With Other Program Areas: The SIS program will be integrated with several other programs, including public relations, the National Partnership Program, the Community Partnership and Engagement Program (CPEP), and the data dissemination program.

- **Public Relations:** As a successful Census program that involves engagement with schools, the SIS program offers numerous opportunities to garner interest from the news media.

- **Partnership and Stakeholder Relations:** As described at the beginning of this planning section, key partnerships at the national and local levels will help support SIS in different ways, such as informing activities (e.g., the American Statistical Association could help review use of statistics in activities); recruiting teachers to assist with activity development (e.g., the National Council for Teachers of Mathematics could let teachers know that they can contribute to SIS by helping create math activities); and promoting the program (e.g., through the U.S. Department of Education). One example of a successful partnership to date is that between the Census Bureau and the Federal Depository Library Program, which helped conduct webinars about SIS for librarians. The Census Bureau will continue to pursue relationships with partners that will support SIS and the 2020 Census.
- **Data Dissemination:** We will ensure that regional staff and data dissemination specialists have copies of the materials that are being distributed to schools well before they are distributed—as well as potential promotional materials, like a pamphlet or a sticker featuring the SIS website URL. This will allow staff to become familiar with the product, prepare schools to receive the product, and help them in responding to questions appropriately. We will also provide webinar materials and scripts to data dissemination specialists, who can potentially set up and conduct events that show teachers how to effectively use SIS in their classrooms or that highlight specific census concepts and data.

EXECUTION

Initial Outreach Efforts: The SIS program can help support early efforts to educate audiences about the Census Bureau and the value of the census, particularly for schools in HTC areas. We will focus these efforts around events, when and if a partnership specialist is in that area; we will likely not provide take-home materials at this stage, so as not to send too many items home in advance of the decennial count. These events could include mock Census events at schools and Career Day appearances by Census Bureau staff, as described on Page 170.

With these initial outreach efforts, we will also emphasize that SIS is not a full curriculum, but that the activities are meant to be easily incorporated into an existing curriculum.

Distribution and Promotion of SIS in Schools: We will distribute three types of materials to promote SIS activities in schools:

- Tailored one-page documents or emails with clear calls to action for target audiences.
- A toolkit that explains what SIS is and how to use it, building off an existing Census toolkit.
- Promotional materials that are of value to classrooms, such as maps and pencils that are in demand by teachers.

These promotional items can be shipped to the Census Bureau’s regional facilities and partners for distribution, and we will explore ways to take requests through the Partnership Experience

Platform (PXP). Other materials will be electronic PDFs, with print copies made available to school districts by request.

The Census Bureau is currently exploring the best approach for promoting the evergreen SIS program. This approach may be adjusted slightly for decennial efforts, where we will want to ensure an efficient nationwide approach as well as buy-in from top officials for activities like connecting with parents. In some cases, we will still work to reach teachers directly through partnerships. In general, the Census Bureau will consider distributing materials for the 2020 Census as follows, in coordination with partnerships throughout the 50 states and the territories:

- We will aim to distribute outreach materials first to the Council of Chief State School Officers, which is best positioned to provide access to local superintendent offices, state boards of education, and state supervisors of social studies and math. We will take a similar approach with our distribution to private schools. (The Council of Chief State School Officers also has representation from the Island Areas, the Bureau of Indian Education, and Department of Defense education.)
- Our goal is for these leaders to distribute materials to principals, administrators, math coaches, media specialists, district curriculum coordinators, and others. These principals and administrators would then be asked to distribute SIS information to their teachers, encouraging them to participate in the program and directing them to 2020 activities and the program as a whole.
- We will ask teachers to distribute take-home materials to parents and guardians, and we will provide an email template and/or written content for them to use as they see fit. These take-home materials would encourage parents and guardians to ask their children what they're learning about the census and its data.

We can also coordinate with Department of Defense Education Activity facilities, administrators, and teachers to help in reaching active duty military families.

Distribution and Promotion of SIS Outside of Schools: We will also reach out to partners and education organizations, asking them to distribute SIS materials and information to their audiences, whether teachers or parents. This can be done by providing sample newsletter content, making phone calls, and emailing information. We will prioritize organizations that train or provide resources to teachers, such as the American Federation of Teachers and National PTA.

Participation at Conferences: Many education organizations host conferences, which will provide valuable means of engaging with educators in large groups and putting SIS offerings on display. We may promote SIS by attending key conferences and other events, particularly those for superintendents and principals. We may also submit applications to present at such conferences. In advance of the 2010 Census, officials attended 20 such conferences.

Newsletter Distribution: We will develop and distribute HTML newsletters to teachers and other educators on a regular basis from 2017 to the 2020 Census. Using this tactic, the Census Bureau will solicit input for and share information about SIS.

New Possible Features and Events:

- **National SIS Kickoff Event:** The Census Bureau may host a national kickoff event for the 2020 Census through SIS, possibly at a school in a HTC area. This would involve livestreaming local promotional activities and inviting media to attend in person or listen in remotely. We will also consider hosting a media-only conference call before the event for reporters who need quotes and information for their stories.

If the Census Bureau is able to secure partnerships with Sesame Street Workshop characters, as we did in 2010, we may be able to feature characters like The Count and Rosita at the event. We may also host a quiz bowl as part of the event to showcase some of the content in the activities. In addition, we will explore the possibility of partnering with corporate organizations such as Target and Staples for hosting the event or to donate materials to schools. Invitees may include the secretary of education, local government officials, the U.S. Census Bureau director, a congressional representative of the area where the event is being held, a state or local superintendent, school board members, the mayor, PTA representatives, school participants, partners like the American Statistical Association, and local media.

- **Mini “Mock Census” Events at Schools:** As a new feature leading up to the 2020 Census, or potentially to reinforce a local connection to the national kickoff event, Census could support schools across the country in hosting mock census events. Having schools conduct their own censuses to simulate an actual count would promote an awareness and understanding of the decennial count, particularly in HTC areas.

SIS promotional materials—including maps, pens, pencils, hand sanitizers, and notebooks—could be distributed at these events, saving money on shipping and easing distribution logistics. (The hand sanitizers, for example, cannot be shipped because they are liquids.)

We envision this as a half-day event, potentially in the school gym, where classes are called down to be counted. We could enlist college students—in particular, those training to become teachers—as well as PTA members and other parents to volunteer as enumerators for the event. Students would have the opportunity to complete a questionnaire that is similar to the actual questionnaire used for the census. Regional staff would help identify schools and promote the events, and SIS could pitch these events to local broadcast and newspaper outlets, inviting the outlets to cover them.

- **Career Days:** The Census Bureau will consider offering teachers the opportunity—perhaps through requests on the SIS website—to secure a guest speaker from the Census Bureau to speak in their classroom at a Career Day or during a themed week. We could test this approach in specific areas and expand to a wider geography if we are

successful and if resources allow. Tampa and St. Petersburg, Florida, could be considered as locations for the first engagements, since they annually hold The Great American Teach In. To support this effort, Census would enhance pages on the SIS site with search engine optimization keywords to ensure that those pages appear near the top of Google search results when teachers search for “guest speaker ideas” and other related keyword phrases.

Program Evaluation: The Census Bureau will aim to evaluate the SIS program as it relates to 2020 Census efforts in three key ways:

- **Collect feedback on the program.** This could be accomplished through offering a feedback form on the SIS website, or through asking for feedback during the thank-you phase of the campaign.
- **Measure use of the program.** The Census Bureau will measure how (and how many) people are using the program by tracking website metrics like downloads from the SIS pages on census.gov and requests for printed materials. It will also be important to track engagement at schools—and subsequently, response rates—in HTC areas.
- **Measure awareness of the program.** The Census Bureau will measure awareness in part by keeping track of the number of conferences attended and speaking engagements for SIS. We will also explore methods for capturing email addresses of teachers who express interest in the program.

KEY CONSIDERATIONS

Shorter, More Flexible Activities: The Census Bureau will move away from the packets of lesson plans we sent to teachers as part of large kits in 2010. Teachers have very specific curriculums they must follow, so it is not always realistic to expect them to use a kit of that size in its entirety. Instead, we will provide shorter, more flexible activities that teachers can incorporate into their existing lesson plans—a model we are already using as part of the evergreen SIS program and will continue for 2020 Census activities.

Alignment with School Curriculums: SIS activities are intended to support teachers’ classroom priorities, and are designed to supplement—rather than replace—school curriculums.

Outreach to Home-School Educators: Based on previous research, we will attend conferences and use social media channels to make home-school educators aware of SIS activities and their benefit. Additional methods for reaching home-school educators will be considered as well.

2020 Census Page on SIS Website: The Census Bureau is considering creating a separate landing page on the SIS website for activities and resources specific to the 2020 Census, to distinguish these from the materials that are currently on the website. Doing so will help the Census Bureau track SIS site visitors who are seeking 2020 Census-specific information, thus enabling us to better evaluate the success of the 2020 Census campaign in driving engagement.

FIELD RECRUITMENT ADVERTISING AND COMMUNICATIONS

OVERVIEW

Not only will the 2020 Census mark the first decennial census to enable online responses, but a notable share of recruitment applications will also be collected online. This digital approach will allow the Census Bureau the flexibility and optimization capabilities to maximize results and ensure the right people are hired for the right places and needs.

While the Census Bureau is still finalizing its recruitment goals, we recognize that we will need to recruit several million applicants to be able to hire a few hundred thousand staff, most of whom will serve as temporary enumerators for only 1-2 months. To reach our goals, our communications campaign for the 2020 Census must include a streamlined approach to recruiting for these positions. Regional efforts will continue to play a critical role in recruiting as recruiting local enumerators has multiple advantages include knowledge of neighborhood and providing a familiar face. To that end, the Census Bureau's regional and Field Division teams will be empowered to leverage resources to meet their specific needs.

The Census Bureau will develop a central location—the 2020 Census jobs website—with information pertaining to all available positions, including descriptions of work, guidance for completing job applications, and other key details.

Realistic and in-depth position descriptions on this site will be critical to helping interested job seekers properly evaluate opportunities and manage their expectations, enabling candidate self-selection. Position descriptions will also be augmented with tailored, relevant content including realistic job previews, success stories, videos, blogs, and other features to aid candidates in determining whether they would like to apply. Tying content directly to jobs means candidates will have a clearer understanding of the opportunity, leading to higher conversion rates, lowering the overall cost per hire, and increasing the overall value of the program.

The goals for field recruitment activities are to:

- Recruit the maximum quantity of 2020 Census employees in the right geographic locations with the most tailored effort possible, at the lowest reasonable cost.
- Use recruitment as an early messaging and promotional activity with key communities about the 2020 Census.
- Leverage potential existing opportunities by identifying and reaching out to former Census Bureau employees.
- Advertise cooperatively with overall 2020 Census communications.
- Jump on trends in social media and other emerging and future media to maximize exposure to 2020 Census opportunities.

An overarching national plan, leveraging various media channels (emerging, digital, and traditional media, out-of-home, broadcast etc.), will address the large-scale hiring needs for all positions in all locations. However, understanding that individuals will be working in their own neighborhoods, we will also create supplemental plans that are managed at the regional level with local considerations. We will examine census data with the objective of analyzing hard-to-count (HTC) areas to determine which specific neighborhoods will need to be the focus of additional recruitment efforts.

Additional involvement from partners, who will spread the word about our opportunities, will augment recruitment efforts. The Census Bureau recognizes that at the national, regional, and local levels, we must maintain coordinated and consistent communications with partners and stakeholders who will aid in the recruitment effort.

Throughout this work, messaging will be developed with the goal of addressing perceived challenges within specific audiences. For example, areas of high employment may receive a message about supplementing their income; hard-to-reach/rural audiences could receive ads through traditional and local channels, as well as local referrals through partners.

APPROACH

INPUTS

Campaign Research: We will conduct discovery sessions to fully understand the job types, hire volumes, needs, budget, timelines, and other recruiting factors required to successfully execute the 2020 Census. The Census Bureau will then leverage data dissemination networks, third-party tools, and benchmarking media metrics to understand the marketplace.

Existing Census Bureau data will also help identify and analyze HTC areas and the specific neighborhoods that will require additional recruiting efforts. Self-response propensity (SRP) modeling activities can be used to prioritize enumerator recruitment across tracts. In general, the lower the average SRP in an area, the more enumerators will likely be needed to count that area.

Audience Insights: The Census Bureau will work to identify audience members who are ideal candidates for the short-term jobs in question. Crafting messaging and outreach to this audience will result in applicants that are more likely to be successful with the Census Bureau. Initially, we have characterized this audience as people in service, retail, and restaurant industries; those currently performing “temporary-type” functions (e.g., food delivery, cab driving); older people and second-career candidates; veterans; and those who are underemployed. A significant number of candidates can likely be reached largely through digital/electronic outreach mechanisms, but others will be more resistant to those channels and/or may not be exposed to them. In those cases, outreach should include more traditional and direct channels such as out-of-home advertising and partnership outreach efforts, which— if validated through research—could be focused on recruiting in HTC areas, as well as those areas with limited internet access.

Lessons Learned: In 2010, we saw opportunities to enhance overall recruiting efforts, including providing more detail and information about decennial census jobs, starting recruitment earlier, increasing the representation of ethnic groups in the campaign, revamping the approval process to include earlier involvement from senior management and planning for an extended approval timeline, and evaluating the user experience throughout. Our approach to 2020 Census recruiting takes these factors into consideration.

PLANNING

The Census Bureau’s approach to an effective, comprehensive recruitment marketing strategy begins with an understanding of the recruitment ecosystem. That foundation is built by identifying the goals and objectives of the overall campaign through close collaboration among Census Bureau recruitment staff from headquarters and regional offices.

The process begins with building a well-crafted recruitment platform for all job information— one single site, the 2020 Census jobs website, with customized local landing pages for different audiences—and then implementing tactics to optimize the visibility and increase the awareness of the job opportunity. We will then develop a paid advertising strategy to drive potential candidates to this platform.

Our approach is grounded in three key pillars:

- **Message and Communication Activation:** This includes understanding the audiences, developing an overarching value proposition, and defining and tailoring a core message and creative approach through various executions. All communications along the engagement landscape will lead back to the jobs website or jobs landing page, as it is an essential activation point.
- **Attraction and Engagement:** Once the message is developed, the Census Bureau will determine the best channels and strategies for reaching the key audience segments, including the jobs site, search engine optimization strategies, traditional and digital media, social media, and establishing a pipeline of interested potential candidates. We will take a hyperlocal approach to recruiting among HTC audiences, which will allow us to reach potential applicants as narrowly as by specific neighborhoods.
- **Analytics and Optimization:** Finally, it is imperative to understand the yield from each engagement channel—through web analytics, media metrics, and return-on-investment data—to improve on the strategy.

The Census Bureau recognizes that many partners and stakeholders will be interested in learning more about Census Bureau job opportunities, so we are exploring ways to make this information before the launch of the full 2020 Census jobs website. This could include providing information about 2020 recruitment on a page on census.gov until the full site can be developed.

Use of Existing Contacts: One of the first steps we will take is to reach out to the talent pool from past Census activities—perhaps as far back as the 2010 Census—and recruit them to return as supervisors and enumerators. This presents an opportunity to quickly create a pipeline of potential candidates.

We will develop and launch a 2010 Census alumni outreach strategy, conducting outreach to candidates who were strong performers and who contributed to previous enumeration efforts (i.e., people who were hired for key roles and stayed until completion). This strategy may include the following actions:

- Conduct a broad awareness push through social media.
- Deliver email messages to candidates, highlighting their exemplary performance and the desire to have them return for the 2020 Census.
- Establish a Facebook Census Bureau Alumni (or other social media) page to alert former part-time employees that the Census Bureau is hiring for 2020 and is interested in bringing them back.
- Consider non-digital communications channels (e.g., phone/direct mail) to reach potential candidates who are not easily reachable by digital means.

Through the Community Partnership and Engagement Program (CPEP) and other Census outreach initiatives, our regional and local partnerships will play a critical role in local recruiting. Those partners can leverage their community networks to find candidates with capabilities in languages other than English. This is crucial for helping enumerators identify with the HTC audiences they are trying to count.

Referrals: We will develop a referral strategy that enables former 2010 Census and recently hired employees to refer their friends to jobs for the 2020 Census. The online system would feed directly into the customer relationship management system and enable email communication with the person being referred.

Message Development: We will use focus group research with audience segments and employees from the 2010 Census and other surveys to understand why people joined the team and stayed through the census process. Based on that understanding—and factoring in lessons learned from the previous censuses and other data collection efforts, as well as goals for the 2020 Census campaign—we will develop an overarching employment message that will resonate with potential candidates. We will continue to refine that message to develop regionally and culturally nuanced messaging that is consistent with the overarching positioning of the Census Bureau and the 2020 Census.

Clear and Consistent Communications: To avoid a disjointed recruitment effort, it will be important to have a singular and consistent recruitment brand and employer value proposition. To ensure consistency of the message and to gain confidence among the job-seeking audience, it is vital that only approved, properly branded recruitment materials be used for outreach efforts. It is also essential that we start disseminating these materials early.

Examples of digital and physical recruitment materials that will be produced for the overall campaign include flyers, posters, online banners, brochures, videos, tabletop displays, giveaways, direct mail pieces, radio ads, print ads, billboards, and printable PDFs.

To manage expectations among applicants, as well as to attract the most qualified pool of candidates, it is critical that we develop clear messaging about job requirements and descriptions, as well as for the hiring process itself. With a long hiring process, it will also be important to consistently stay in touch with applicants.

2020 Census Jobs Website: The 2020 Census jobs website will be programmed using responsive web design to maximize opportunities for interaction, portability, and ease of use on all computers, phones, and other devices used to access the internet. The goal of this design is to increase accessibility for all audiences.

To enable a more localized adoption of the job website resources, the Census Bureau will consider deploying customized regional and state landing pages for field-level use. Landing pages could be developed for the six Census Bureau regions to help users more quickly find information about the needs in their states. These landing pages would feature content and resources pertinent to the area and be optimized for search on major search engines and within the Census 2020 jobs site.

The job search function of the website can be customized to deliver jobs within the covered geographic area. Integrations with USAJobs and/or the 2020 Census Applicant Tracking System (ATS), known internally at the Census Bureau as the Census Schedule A Hiring, Recruiting and Payroll System (C-SHaRPS), will result in centralized and consistent job information, and relevant content (other than job descriptions) will be localized and optimized for search. This helps ensure that the message received by the job seeker is consistent and local, and important to that user. Not only will job seekers have a local experience, but Census Bureau staff in that area will have a personalized resource for recruitment outreach. And talent acquisition staff—both national and local—will benefit from a single application stream and talent database, regardless of entry point.

Online Attraction and Engagement: The jobs website will include general information about Census jobs and the opportunity to be part of this important effort, specific job description pages with candidate data capture fields, and the functionality to upload resumes and/or applications.

Testimonials, “day-in-the-life” stories and videos, and success stories—along with depictions of the working environment—will allow potential applicants to “see themselves” as enumerators. We want to empower interested candidates to make informed decisions about their level of interest and self-select to continue or opt out. This factor alone will contribute significantly to improved hiring efforts.

The better the Census Bureau can understand our audience and the personas we are targeting as potential candidates, the more we can conduct search engine optimization research to understand what keywords these audiences are commonly searching for. By adding those

common search terms to the content of the Census Bureau pages, we can ensure greater visibility for these job opportunities.

National Outreach Strategy Development: Using the SRPs, we will identify where potential talent is most likely to be found online and offline. Using digital media, supported by traditional and other media and outreach mechanisms, this national outreach strategy will aim to engage candidates by identifying the right tactics based on audience segment, budget, timing, and potential for measurement. These outreach efforts must be closely coordinated with the Census Bureau’s other outreach efforts—including those of the National Partnership Program, CPEP, and the Field Division, among others—to ensure that the requests of partners and stakeholders are aligned and consistent.

Potential audience-specific campaigns include:

- **Colleges:** The Census Bureau can set up traveling displays that educate college students who may be looking for temporary work on the value and importance of the Census Bureau and its data collection efforts.
- **Diverse Groups:** The Census Bureau will consider employing a “hub-and-spoke strategy” to capitalize on the efficiency offered by national diversity and affinity groups that include local representation of their organizations. Through this strategy, Census recruitment materials could be distributed to these groups at the national level, then disseminated through their affiliated and existing local channels (e.g., associations and publications that serve diverse communities).
- **National Associations:** The Census Bureau will explore opportunities to partner with associations and publications that promote diversity and inclusion to recruit representative enumerators with the linguistic capabilities and cultural understandings to avoid an undercount in underserved neighborhoods. Partners would include faith-based organizations that serve poor and rural communities as well as associations such as the League of United Latino American Citizens (LULAC), NAACP, the Hispanic College Fund, African American Greek fraternities and sororities, the National Council of Asian Pacific Americans, the National Network of Arab American Communities, the Arab American Institute, the minority Chambers of Commerce (e.g., Pan Asian, Asian Pacific, Pakistan, Indian), the U.S. Council of Muslim Organizations, and the Russian American Foundation.
- **Faith-Based Groups:** This can include Hispanic Catholic organizations within archdioceses, the National Council of Black Churches, the Association of Black Churches of America, and local Muslim communities and mosques (e.g., Islamic Association of Greater Detroit).
- **Census Bureau Office of Congressional and Intergovernmental Affairs:** In coordination with regional efforts, the Census Bureau can provide messaging and materials, such as sample social media posts, to encourage lawmakers to engage their constituents about the importance of the census, as well as potential job opportunities.

- **Retirees:** This would include retired federal workers across the country, involving organizations such as AARP, the Association of Mature American Citizens (AMAC), and National Active and Retired Federal Employees (NARFE).
- **Veterans:** The Census Bureau could work with the U.S. Department of Veterans Affairs and other federal initiatives, federally funded state Local Veterans Employment Representatives, veterans service organizations, and veterans' publications.
- **Women:** This could include 9 to 5 (National Association of Working Women), the American Association of University Women student program, and other national and local women's organizations.

In-Kind Advertising: This includes simple recruitment materials (like messaging, branding symbols, and URLs) that cooperating partners, such as pizza delivery companies, grocery stores, and other corporate partners, can place on their own packaging or marketing materials to spread the word about Census Bureau jobs (e.g., placing the 2020 Census jobs site URL on every major pizza delivery service box, prescription bottles filled through major chain drug stores, or fast-food tray liners).

Paid Advertising: An important component of field recruitment will be paid advertising to drive applications. In addition to new and emerging media approaches, we will deploy more traditional recruitment advertising methods (including print, radio, and outdoor) to compensate for where digital and web-based media is not a primary communications channel. Campaign research will help illuminate HTC areas that will likely require additional recruitment efforts. Once identified, these areas will be the focus of directed campaigns specifically intended to attract candidates from those small geographic areas.

With as much advance preparation as possible, the Census Bureau will also develop regional ad hoc strategies—like local print, local radio, and out-of-home advertising—to be activated based on needs as they develop in the field during the decennial.

Integration With Other Areas: Jobs are often a high-priority interest among stakeholders; therefore, many partners, data users, government agencies, and even members of the general public will want to learn about the Census Bureau's recruiting efforts and know how they can find out more about jobs and other opportunities. The Census Bureau will share promotional and educational materials on open positions with interested partners, solicit the help of local government agencies in posting information about positions and hosting testing for applicants, and develop web and social media content to push out notices of openings to large audiences. The recruiting teams will work closely with other Census Bureau program areas to make sure activities are integrated throughout the campaign, and that recruiting messaging does not deviate from the approved 2020 Census campaign theme and main messaging. Should recruiting materials be developed and distributed before the development of a campaign theme, messaging and branding will be made consistent with the 2020 Census brand.

EXECUTION

Early Partnership and Stakeholder Relations: As we begin reaching out to individuals and organizations about supporting the 2020 Census, we will provide those partners and stakeholders with basic messaging for promoting recruitment efforts among their networks and audiences. These resources can be used by partnership organizations to promote 2020 Census opportunities to their constituents, as content about the jobs for relevant partner websites, and/or to use within their own marketing materials.

Partnering organizations could include state and federal agencies and communicators that can help amplify and promote these job opportunities, including state and city job sites, the Office of Personnel Management's USAJobs, the U.S. Postal Service website and offices, and the General Services Administration's USA.gov website and email newsletters. The Census Bureau will also explore ways to incorporate job information for congressional representatives to include on their own sites.

Activation of Messaging: Once the employment messaging is determined, the Census Bureau will activate it on the jobs website and associated pages. We will position the site as the key destination for in-depth information on job opportunities; success stories; and testimonials from past and current Census Bureau efforts. This will help engage potential candidates, while also conveying the importance of the work and the value of the data.

The Census Bureau will also:

- Refine and distribute a recruitment brand toolkit that ensures seamless integration with the Census brand and consistent use and application of recruitment materials across all outreach channels by staff across the Census Bureau.
- Stand up an online ad development portal to make approved branded recruitment outreach materials (print, digital/electronic, other) available to approved users and customizable for the needs of regional teams.
- Ensure that a consistent employment message is woven across the recruitment ecosystem—from the Census Bureau's owned properties (e.g., jobs website) to earned (e.g., search engine optimization, word of mouth) to paid (e.g., ads on Indeed or Facebook).

Candidate Flow: The 2020 Census candidate destination site would comprise the following elements:

- Main jobs landing page, to provide general information about the 2020 Census, including a map of the United States with the locations of local offices, pay rates, etc.
- Regional pages, with information on the impact of the census in that area.
- Job description pages (separate content for recruiter, enumerator, human resources, and other critical roles), which would each contain, at a minimum:

- A detailed job description including work environment and other nontechnical details.
- Information pertinent to that location (e.g., office location).
- Data capture form fields and resume upload functionality.
- Access to online application.



Figure 18: Examples of Candidate Website

Recruiter Flow: All job seekers visiting a careers website represent potential leads, but they do not always take the action to apply on their first visit. Recognizing this reality, the 2020 Census jobs site may capture the interest of each of these leads to build a candidate pipeline and extend the capabilities of 2020 Census recruitment outreach efforts, if approved under Census Bureau IT and security policies.

Visitors may be presented with the opportunity to sign up for “job alerts” by providing their email address and preferred location to receive automatic emails about relevant jobs to which they can apply. This list of interested individuals—essentially comprising a community of potential talent—would be integrated with the jobs site and provide a resource for the Census Bureau to rapidly connect with interested potential applicants. It would also provide Census Bureau talent acquisition staff with tools to better manage candidate networks and reach and refer candidates more readily.

Within the talent community, each region would be able to have its own portal through a drop-down menu. With the correct region selected, regional recruiters can:

- Manage lists of interested candidates collaboratively.
- Batch candidates into groups to be contacted based on set geographic criteria.
- Indicate where the candidate is in the hiring process (e.g., Active, Not Active/Obsolete, Offer, Hired, or Not to be Contacted).

Continued Testing and Analysis: The Census Bureau will track all marketing placements and use those metrics to evaluate effectiveness and return on investment, and then optimize the strategy. We will also ensure that the online application technology (currently being developed) integrates with media- and candidate-tracking capabilities to enable tracking and reporting all the way through final hiring decisions.

In addition, implementing web analytics coding on the jobs site, without collecting personally identifiable information, will allow us to better understand target candidate behavior and appropriately realign investments and adjust site content.

KEY CONSIDERATIONS

Federal Hiring: The federal hiring process is lengthy and includes a thorough background check. The wait times between completing an application, being offered a job, and beginning work can be several months, which might seem burdensome for a part-time, short-term post and could contribute to low recruitment. It will be important that we continuously engage with applicants and partners during this time—not only to keep applicants interested in the position, but to divert those who are no longer interested while also fostering understanding of and goodwill toward the 2020 Census. Automated opt-in email newsletters or text messages can be used to regularly update potential candidates.

RAPID RESPONSE ACTIVITIES

OVERVIEW

No matter how precise and accurate our predictive models are on the day before self-response begins, those predictions can be improved upon once the self-response period starts and we begin to collect response data. Rapid response refers to the activities the Census Bureau will execute during the self-response period, and they will occur in two main ways: by optimizing the campaign in response to the data that come in every day during enumeration and by conducting crisis communications for unforeseen events.

To handle both cases, we will build the infrastructure to manage a real-time decision-making process—automating small optimizations to the campaign, quickly handling larger changes, and, when needed, escalating issues that need additional input.

The ultimate approach to rapid response will be heavily influenced by ongoing discussions across the Census Bureau regarding data access, systems requirements, response rate access, and policy and sharing considerations. Further iterations of the rapid response approach will follow in future drafts of this plan and as campaign research setup is completed.

APPROACH

INPUTS

2020 Communications Information Technology (IT) System: The 2020 communications IT system will support all 2020 Census communications work. To develop this system, we are conducting research among potential users, including the various Census teams that will need access to campaign data, to inform the data integrations and dashboards that we will ultimately build and use to make decisions. This research is intended to elucidate what communications data are needed to support campaign activities, and the most helpful ways to disseminate those data.

Our current understanding, to be augmented through future research, is that Census' 2020 communications IT system should:

- **Monitor response projections based on current conditions.** The system will take in real-time questionnaire response paradata from the Census Bureau. By continually updating our modeling projections based on current conditions, we can have a more comprehensive understanding of the status of the 2020 Census campaign.
- **Execute an optimized paid media strategy.** The system will take in real-time campaign data that would enable us to reallocate resources. For example, we may want to reduce television ads in a media market that demonstrates a higher-than-expected response rate, and reallocate resources to other areas that demonstrate a lower-than-expected response rate. We will optimize the campaign to focus on the creative and advertisements that seem to be having the greatest impact. For example, if certain creative executions are over- or under-performing, we can redirect media accordingly.

- **Support key rapid response processes:**
 - Identify geographic areas and demographics for which the response rate is significantly lower than expected and intervention is needed. Similarly, we will also be able to identify over-performing geographic areas and audiences; this will help us understand important lessons that can be applied to other geographic areas and audiences to help increase the response rate.
 - Diagnose any acute reasons why the response rate is lower than expected (through analysis of clips, social listening, feedback from partners and stakeholders, etc.).
 - Determine a communications strategy to alleviate the problem (i.e., describe the audience with the low response rate, and identify the most resonant message, messenger, channel, media consumption habits, etc., based on foundational campaign research).
 - Evaluate the success of that communications strategy by monitoring the problem to make sure we have effectively addressed it.

Data Inputs to the System: The types of data that may be collected by the IT system include:

- **Response rate forecasting:** This is a real-time evaluation of the final response rate of the 2020 Census. These data will help us make sure we’re on track to meet response rate goals, both across the United States and for specific subgroups or geographic areas.
- **Response data:** This indicates what percentage of households in a geographic area or audience have completed the census. We would want to focus advertising on geographic areas and/or segments with lower response rates.
- **Campaign data:** This indicates where paid advertisements are “live”—and what messages are currently planned to air to what audience and on what channel.
- **Social listening:** Digested data from social media can help the rapid response team diagnose potential problems, such as viral posts or events that could affect other elements of the campaign.
- **Press monitoring:** Reviewing a clips summary will help the rapid response team diagnose any issues, such as an op-ed questioning the importance of the 2020 Census.

Attitudinal Tracking Survey: We will explore conducting a daily internet or telephone tracking survey of several hundred people residing in the United States to measure perceived exposure to the census advertising campaign; recall of key information like the availability of the online response mode; and the prominence of particular barriers like privacy, confidentiality, or difficulty responding online. Several days of results can be combined to provide a “rolling” sample of recent interviews for analysis each day.

Immediately before and during the self-response phase, we anticipate using a larger daily sample size to provide more rapid insights into key demographic groups, including an oversample of hard-to-count segments with low self-response propensity scores. We anticipate

fielding the daily survey in English and Spanish. The survey would also serve as a fast-turnaround vehicle for making on-the-fly adjustments based on emerging events, such as a concern about a particular issue or a full-blown crisis.

In addition, some of these questions could be tracked to the 2010 Continuous Attitude Tracking Study (CATS) as a reference frame for exposure to and awareness of the enumeration in the time leading up to self-response, particularly in March and early April of a decennial census enumeration year. These survey results would be available in a rapid response dashboard, allowing us to monitor changes in awareness levels and attitudes as the campaign progresses.

Foundational Planning Efforts: The Census Bureau’s preliminary research and analytics activities will be vital to the ultimate success of the rapid response program. These activities, currently underway, will result in the following key inputs to the rapid response system:

- The Business Process Model (BPM) for system, information, and program integration.
- The authority to operate (ATO) to establish the rapid response platform.
- Foundational and second-generation models of self-response propensity to establish a baseline for evaluation and reporting.

PLANNING

Building a Rapid Response Team: To facilitate real-time collaboration, and to quickly and effectively optimize the campaign and respond to issues, the Census Bureau will build a team including representatives from across the campaign, such as those from earned media, paid media, digital advertising, social media, partnerships, field operations, and the Statistics in Schools (SIS) program, as well as multicultural experts. We will also establish a plan for approvals and preapprovals, to maximize the agility of this team.

Developing Our Processes: The Census Bureau will begin by identifying and anticipating potential developments and mapping out what to watch, when to react, and what the team roles and tactics will be for executing and approving immediate and effective responses to developments that exceed a defined threshold of tolerance and demand a reaction. We will then develop a process for implementing data points across the preferred the Census Bureau platform, tailoring our reports to the structures required.

We will develop an operating manual to serve as a decision tree for quick reference throughout the campaign. This will allow us to think through the critical aspects of various situations before the campaign ramps up. The manual will lay out solutions to these issues, enabling quick decisions—and in this way, helping us to avoid having to come up with solutions in the midst of the campaign.

Integration With Other Program Areas: The rapid response team will also establish a process to collect feedback from partners, enumerators in the field, telephone response lines, email response accounts, and mainstream, digital, and social media monitoring. That “always listening” monitoring will help us immediately identify any misstatements in the media, track trends in conversations among social media users, and identify and respond to partner requests.

This could be done through an existing process, such as a dashboard or reporting system, or by creating a new one. Region-specific recommendations and actions will come out of regular rapid response meetings, so we will also need to establish a system and a channel through which recommendations can reach regional and Field Division staff. As necessary, this system should also allow for regional and Field Division staff to participate in decision-making and back-and-forth discussion.

EXECUTION

The Census Bureau is exploring opportunities to use response data in near-real time to monitor participation and reallocate funding and efforts to optimize campaign performance. If Census Bureau security and IT procedures approve the use of such data for campaign optimization, the Census Bureau can more effectively dispatch communications. Once the self-response period has begun, the Census Bureau will likely receive a new set of completed responses every day. In turn, we would use that information in at least two ways: to update our response modeling projections, and to suppress advertisements to geographic areas in which significant numbers of households have already responded. From there, we will adjust our tactics and execute changes to our communications program.

Providing Dashboards: The Census Bureau will generate real-time dashboards routinely and when needed. At any time of day, we will be able to see the number of expected responses by that date and how many we have actually received overall. This dashboard will also offer data for every key subgroup, including specific regions, states, media markets, single-parent or guardian-run households, African American households, American Indian and Alaska Native households, urban audiences, rural audiences, and many other groups.

Day 12: Estimate vs. Actual Response

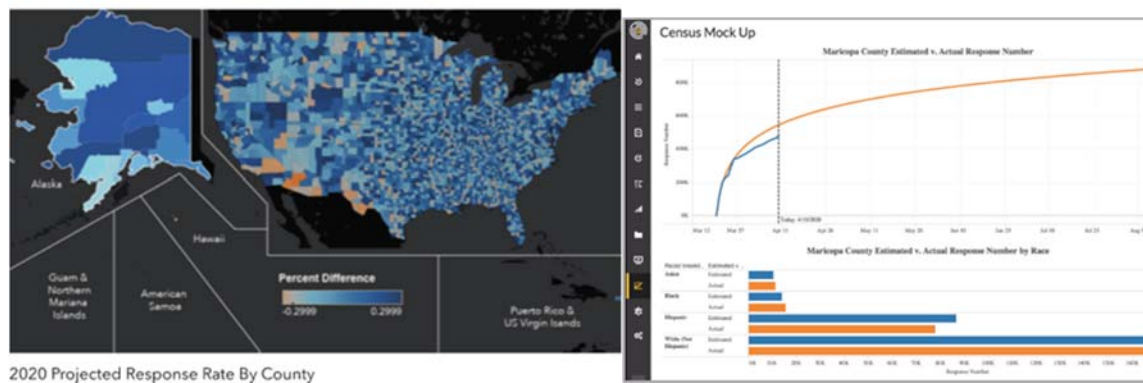


Figure 19: Example Dashboards for Rapid Response

Analyzing and Responding to Data: Using actual response data, we will update our self-response models to identify the characteristics that are most predictive of over- or underperformance. These characteristics could include age, ethnicity, presence of kids, age of kids, gender of head of household, income, language, presence of landline, responsiveness to TV ads, likelihood of having cable television, and smartphone usage. Such an analysis would suggest whom we need to target—and how—in order to boost response. Types of data that could be exported from the IT system include:

- **Small geography-level advertising information:** The IT system will integrate with digital advertising buying platforms and television advertising buyers to provide the data they need to execute a campaign that is responsive to real-time changes in response rates.
- **Self-response propensity scores:** These data could be exported from the system to support the work of other Census efforts, such as partnership, field, SIS, and earned media activities.

During our review of these data, the Census Bureau will look to its multicultural partners for audience-specific insights, helping us understand possible cultural nuances of the response trends that arise during data collection. From this information, we will determine available response options, adjust our messages and ad buys as needed, and redirect resources. Establishing a framework and protocol to make decisions about what changes are needed and who will execute them will be critical to a successful process for rapid response.

Once approved, we will immediately move to implementation; a task tracker will track when and how changes are implemented. While rapid response planning is still in the early phases, rapid response activities could include the following:

- **Identify audience segments that exhibit unexpectedly low response rates.** We would quickly analyze the situation, identifying whether there is an acute cause for the problem (e.g., a negative news story about the census, or a community leader vocalizing complaints about the Census Bureau) and recommending a strategic or tactical adjustment to address it (e.g., purchasing additional television ads, deploying a partnership specialist to conduct outreach in that area, or activating local public relations efforts).
- **Monitor engagement metrics of digital ads.** If data show that one message is driving more interaction than another within an audience segment, we may reallocate resources to lean more heavily on the digital ad with the stronger message.
- **Adjust reservations to match the progress of the campaign.** For example, if response rates are very high in one media market, but very low in another, we may reallocate parts of the budget to the lower-response market.

Crisis Management and Mitigation: Should an issue or potential crisis arise, our crisis management and rapid response teams will use the following approach to manage it:

- **Alert and Issue Assessment:**
 - Identify the issue and provide an initial evaluation of its severity, the likely impact, and the affected audiences.
 - Analyze social media data to understand what affected audiences and the general public are saying about the issue and about the Census Bureau on social media as well as what news coverage they are consuming.
 - Conduct other digital and traditional media analyses to extend this investigation to other online and offline forums.
- **Data Gathering and Analysis:**
 - Analyze census response data to understand whether and how the response rate has been affected by the issue, in what modes, and among which audiences.
 - Map the affected populations to identify concentrations in specific geographic areas.
 - Collect partner input and concerns, soliciting what they know about relevant affected audiences.
 - Interview enumerators to gather their feedback and input on what they are hearing from the field.
 - Gather information from other stakeholders to foster a broader understanding of the impact of the event or activity.
- **Proposed Approach:**
 - Determine the appropriate immediate response.
 - Recommend actions based on our analyses.
 - Submit recommendations, make decisions, assign tasks to responsible parties, and record decisions.
 - Develop talking points, partner materials, and advertising as appropriate.
 - Mobilize teams of experts to address high-priority issues, if applicable.
- **Implementation of Approach:**
 - Implement responses and report on results of activities.
 - Perform postanalysis to identify impact, record results, and adjust strategy to account for any changes in messaging and/or response rates.

This approach is illustrated in the graphic below:

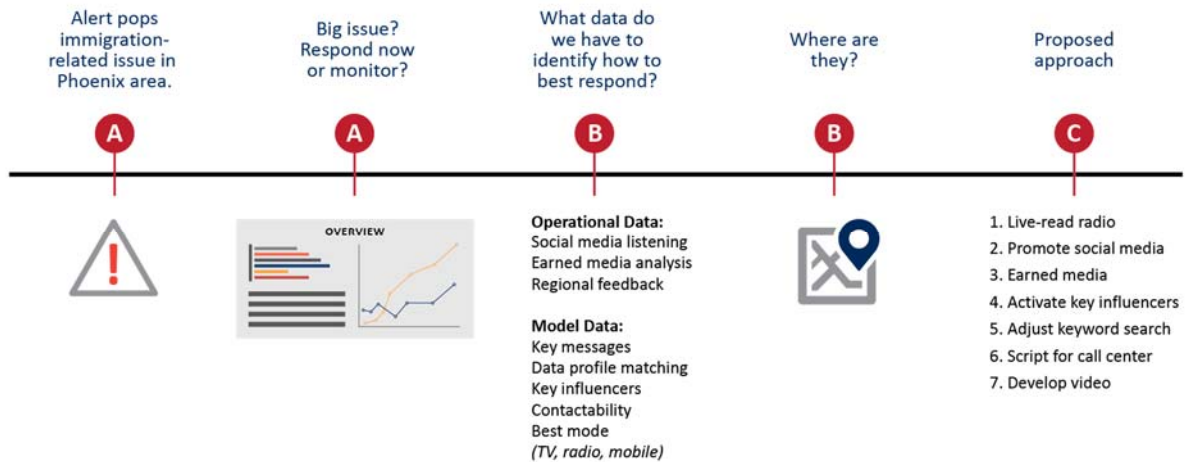


Figure 20: Crisis Management Approach

KEY CONSIDERATIONS

In both the planning and optimization of the 2020 Census campaign, the Census Bureau is firmly committed to protecting the privacy of individuals. We will ensure these protections in several ways.

- **Title 13:** Census Bureau data are protected by Title 13, part of the U.S. Code, forbidding the disclosure of any data that identify individuals. Therefore, all of our communications work will respect C.B. confidentiality rules and regulations.
- **IT Infrastructure:** The 2020 communications IT system will adhere to the security standards set forth by the General Services Administration, the U.S. Department of Commerce, and the U.S. Census Bureau.
- **Data Access:** Census Bureau data will be accessed by only Census Bureau employees and contractors with Special Sworn Status (SSS). SSS is given to individuals who are approved by the Census Bureau to access data protected by Title 13. Those with SSS are subject to the same legal penalties for violations as Census Bureau employees.

DATA DISSEMINATION

OVERVIEW

The accurate and efficient dissemination of census data will be critical throughout the 2020 campaign, from aiding early awareness efforts to driving ongoing activities during the thank-you phase and supporting key stakeholders after the count is complete. Throughout the 2020 Census campaign, we will show appreciation to respondents, and to partners and the public for their support. Once the enumeration is over and results of the 2020 Census have been analyzed, data dissemination will help carry census engagement and momentum forward into the next decade.

After the enumeration, but before the census results are released, we will also work to engage stakeholders, partners, and the public by providing basic pieces of data (e.g., response rates) or compelling features (e.g., interactive maps based on existing Census Bureau data).

We will work to achieve the following milestones, leveraging them as opportunities to communicate with the public, stakeholders, and partners:

- Deliver counts to the president by December 31, 2020.
- Deliver redistricting counts to states by March 31, 2021.
- Release final 2020 data products in April 2023.

Disseminating data will help build trust, maintain transparency, engender goodwill for future data collection efforts, and further strengthen relationships with a wide range of partners, stakeholders, and participants.

APPROACH

INPUTS

A New Data Platform: The Census Bureau’s Center for Enterprise Dissemination Services and Consumer Innovation (CEDSCI) is building a robust new platform that will ultimately house and disseminate census data. This platform is being developed to ensure that data are easily released and accessible to stakeholders, partners, and a variety of audiences—including new data users, super users, and those searching for very specific data points. This will be an important feature of data dissemination efforts once the results of the 2020 Census are available.

Results of the 2020 Enumeration: The outcomes of the 2020 Census will also affect data dissemination efforts. This includes more than just the population data; through campaign activities, we hope to establish an infrastructure for engagement—building on enhanced relationships through partnership efforts and increased penetration into schools in hard-to-count (HTC) areas—that can be leveraged for data dissemination purposes.

2010 Data Products: The data products created from the 2010 Census—including data files, tables, reports, maps, and other materials—will be a useful starting point in considering additional data products to create for the 2020 Census.

PLANNING

Early Start: The dissemination of data starts well before the count is complete. During early engagement and awareness efforts, including the education of audiences in HTC areas, we will refer to data from previous censuses to generate interest in the 2020 Census. Data will then remain at the forefront of our efforts to engage stakeholders, partners, and the public throughout all phases of the campaign.

Streamlining of the Review and Approval Process: Ensuring that all data come from the new platform will add efficiency to the approval process for data products. To further streamline reviews, we will create templates of products such as social media posts or one-page sheets in a toolkit. We will also anticipate frequently asked questions before the data release and create data dissemination tools that can be updated and executed to respond to those questions. Having templates and tools in place before the availability of 2020 data will allow us to rapidly update and distribute data products.

Integration With Other Program Areas: Data dissemination should not be viewed as an activity that happens only when the enumeration is over. We will integrate the use of data across the communications campaign, including partnership outreach, stakeholder relations, earned media, crisis communications, and the Census Statistics in Schools program. The dissemination of data can help in building key relationships, and those relationships can be leveraged to support each of these program areas.

EXECUTION

Support of the “Thank-You” Phase: Upon completion of enumeration, the Census Bureau will launch the thank-you phase of the 2020 Census campaign to show its appreciation for the individuals and organizations that participated in the 2020 Census. While these messages of appreciation will be shared publicly before 2020 Census data are available, they will be an important bridge to maintain public interest and engagement with the Census Bureau.

Activities during this phase could include distributing materials and information of particular interest to each census partner and stakeholder and encouraging them to continue to interact with the Census Bureau, use available census or other Census Bureau data, and check back in the future for the results of the 2020 Census. Campaign materials will include social media and other digital content and online engagement opportunities, as well as print pieces such as a one-page sheet or flyer for those with limited digital capabilities or low levels of internet access.

Results Reporting: A wide range of stakeholders and people—with different levels of experience, knowledge, and needs—will access and use the data collected by the 2020 Census. Once the Census Bureau has delivered apportionment counts to the president and redistricting counts to the states, we will use the 2020 Census data to develop a suite of data products in a variety of formats to essentially “give back” the data to communities nationwide. The Census Bureau will map data needs to our audiences, while also identifying which data sets and

materials each audience could use. We will also identify the appropriate outreach and distribution strategies for particular audiences—especially to partners and stakeholders who may be less familiar with the Census Bureau’s rich data offerings—to ensure they can access the data.

We will develop tailored materials that offer information on census results, from in-depth data sets for super users to simple infographics that highlight findings at a glance for the average reader. Respondents who had opted in for an email or SMS text message after completing their census questionnaire would receive an automatic email with the resulting data for their city, county, and/or state. We will also develop a process to make data accessible for people who are searching for very specific data points in large quantities, such as town clerks updating their population figures.

In addition, the Census Bureau will create presentations, collateral materials, and digital tools that staff can use to promote the use of the census data to larger audiences. We will explore opportunities to produce interesting and informative news releases, newsletters, and products such as data wheels, briefing books, interactive maps, and trackers that allow users to compare results among populations and geographic areas, that immerse the reader in the rich data produced by the 2020 Census. In addition, we will consider hosting online events with Census Bureau staff, partners, stakeholders, and members of the media to walk through the results and encourage public engagement with census data.

We will also develop the functionality to easily share this content with others on social media. As we develop data products, the Census Bureau will ensure that the data are used accurately and without prejudice, encouraging the public to draw their own inferences and providing guidelines for how the data may be used. We will also collect partner feedback on ways to enhance partner outreach, address questions or concerns from partners about completing the census, and learn how partners prefer to receive updates about future efforts.

APPENDIX A: PROJECT AND FINANCIAL MANAGEMENT

The Census Bureau will oversee project management for the 2020 Census Integrated Communications Contract (ICC), including the full suite of processes and techniques to support the successful management of the effort. This includes developing a comprehensive set of plans to support project management, including plans related to schedule, risk, cost and budget, and quality assurance management across orders associated with the contract. Program management documentation is being developed by the 2020 ICC Project Management Office (PMO) with the support of the ICC contractor to guide the management of project performance. More details about the Census Bureau's project and financial management approach will be available in subsequent iterations of this plan.

Schedule Management: The Census Bureau is employing a risk-based schedule management approach to develop the ICC Integrated Master Schedule (IMS)—which will be integrated with the 2020 Integrated Partnership and Communications (IPC) Integrated Project Team (IPT) Master Schedule. This approach will identify and monitor schedule-related risks and issues and develop contractwide schedule change control procedures to document, approve, and monitor schedule adjustments to the schedule.

Risk Management: The objective of risk management is to increase the likelihood of events that facilitate success of the ICC and associated orders, and to minimize the likelihood of events that adversely impact contract and order performance. We employ a risk management approach that accounts for known risks and provides a framework to effectively identify, track, and mitigate unforeseen situations as they arise. These procedures support the successful management of the contract, allowing the Census Bureau to identify risks as early as possible and to plan for potential challenges. Successful implementation of risk management activities also helps ensure that relevant stakeholders are kept regularly apprised of the contract's respective risks with sufficient regularity.

Cost and Budget Management: Budget monitoring for a campaign as large as the 2020 Census ICC requires a high degree of planning and cooperation. We have organized our cost and budget management activities into three distinct areas: planning, execution/monitoring, and closeout. Within each area, we have laid out management activities that will occur at the contract level and at the individual order level. This approach enables us to effectively establish the appropriate contract-level plans and templates while detailing the specific order-level activities to help in delivering financial compliance and management.

Quality Assurance Surveillance Approach: The Census Bureau understands that quality is an integral element of a successful campaign that achieves established goals and outcomes. Our quality assurance and surveillance approach embeds quality control procedures throughout a project's life cycle for all key activities—at both the contract and order levels. The quality assurance surveillance approach provides the processes and procedures to facilitate the delivery of high-quality products and services across the campaign. Contract and order teams will adhere to procedures that help ensure compliance with quality requirements.

APPENDIX B: CONTRIBUTORS TO THIS PLAN

This plan was created by the U.S. Census Bureau's team of communications, partnership, research, operations, and other experts. The following internal groups at Census were consulted for input to craft the approach described in this plan:

- Associate Director for Communications (ADCOM).
- Associate Director for Decennial Census Programs (ADDC).
- Associate Director for Economic Programs (ADEP).
- Associate Director for Field Operations (ADFO).
- Associate Director for Research and Methodology (ADRM).
- Application and Services Development Division (ADSD).
- Center for New Media and Promotion (CNMP).
- Community Partnership and Engagement Program (CPEP).
- Customer Liaison and Marketing Services Office (CLMSO).
- Data dissemination program.
- Decennial Census Management Division (DCMD).
- Decennial Communications Coordination Office (DCCO).
- Decennial Contracts Execution Office (DCEO).
- Decennial Program Management Office (DPMO).
- Decennial Statistical Studies Division (DSSD).
- Field Division.
- Geography Division (GEO).
- Integrated Partnership and Communications (IPC) – Integrated Project Team (IPT).
- National Partnership Program (NPP).
- Office of Congressional and Intergovernmental Affairs (OCIA).
- Public Information Office (PIO).
- Research and Analytics Team (RAT).
- Statistics in Schools (SIS) program.

Census engaged Team Y&R for contractor support to develop this plan, using the experience and expertise of each contractor partner to drive the campaign strategy. Team Y&R as a whole was engaged in the development and review of the entire plan at multiple stages, and the team's partners offered inputs on more specific sections based on their focus areas. Contractor partners and their key inputs include:

- **Y&R Advertising, PSB, Burson-Marsteller, and Maxus:** Inputs related to campaign strategy and creative development, research, public relations and crisis response, and media planning and buying.
- **Reingold:** Strategy for creative development, digital advertising, partnership engagement, and stakeholder relations.
- **Civis:** Predictive modeling, analytics, and rapid response approach and insight.
- **Multicultural partners:** Inputs related to overall 2020 Census campaign planning, research, creative development, execution, and measurement strategy, as well as unique considerations for ethnically diverse audiences and hard-to-count subgroups within them; Census' multicultural partners contributing to the development of this plan include:
 - **Carol H Williams:** A full-service marketing agency, with offices across the United States, that has expertise in leading national and local campaigns to reach African American audiences.
 - **Culture ONE World:** An integrated communications agency that has developed nearly 100 fully integrated Hispanic market campaigns on behalf of almost every branch of the federal government.
 - **G+G Advertising:** A leader in American Indian and Alaska Native (AIAN) advertising and outreach to AIAN audiences for more than 20 years, and a team member for the 2000 and 2010 Census communications campaigns.
 - **The Kālainoku Group:** A Native Hawaiian-owned marketing and communications firm based in Hawaii with offices in Guam, the Northern Mariana Islands, and American Samoa, and a leader in reaching Native Hawaiian and Pacific Islander audiences.
 - **TDW+Co:** A cross-cultural agency providing support in more than 24 languages, with more than two decades of experience in reaching Asian American audiences.
 - **Y&R San Juan:** A creative agency and member of the Y&R family with experience reaching Puerto Rican audiences through compelling advertising campaigns, as well as a member of the 2000 Census communications team.
 - **The DC Group:** A communications firm with insight into creative development and outreach to the service member and veteran audiences.

- **TMP Government:** An expert in recruitment for Census field and enumerator positions.
- **PricewaterhouseCoopers:** A resource for program and financial management considerations for the 2020 Census campaign.

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