

*Testimony
Of
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*Information Policy, Census, and National Archives Subcommittee
Oversight and Government Reform Committee*

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2247 Rayburn HOB

2:00 P.M.

*“2010 Census: Using the Communication Campaign to Effectively
Reduce the Undercount”*

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

- 1). Timeline for deliverables and ability to meet those timelines*
- 2). Plans for review and success measurements*
- 3). Contingency Plans*
- 4). Implementation of Partnership Program*
 - Including Census in Schools and any restrictions posed by No Child Left Behind Act*
- 5). Any key facts that might affect the ability of DFCB or subs to complete contract resulting in delays or cost overruns.*

Background

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

- WeberShandwick: Public Relations (Earned Media) and Partnerships
- Jack Morton: Events Marketing
- GlobalHue: Black Audience (Minority Owned)
- GlobalHue Latino: Hispanic Audience (Minority Owned)
- IW Group: Asian Audiences (Small, Minority Owned)
- Zona Design: Design (Small, Disadvantaged, Minority Owned)
- Allied Media: Emerging Markets (Small, Minority Owned)
- G&G Advertising: AI/AN, NHOPI (Small, Disadvantaged, Minority Owned)
- MarCom Group: Recruitment (Small, Disadvantaged, Minority Owned)

DraftFCB and our partner sub-contractors are fully committed to delivering the goals of the census. There are three goals. They must be achieved collectively:

- Increase overall mail response
- Increase accuracy and reduce the differential undercount
- Support Non-Response Follow-Up

We are on track to deliver the Campaign on time and on budget and intend to maintain that standard throughout the contract. We understand there is only one chance to do census correctly.

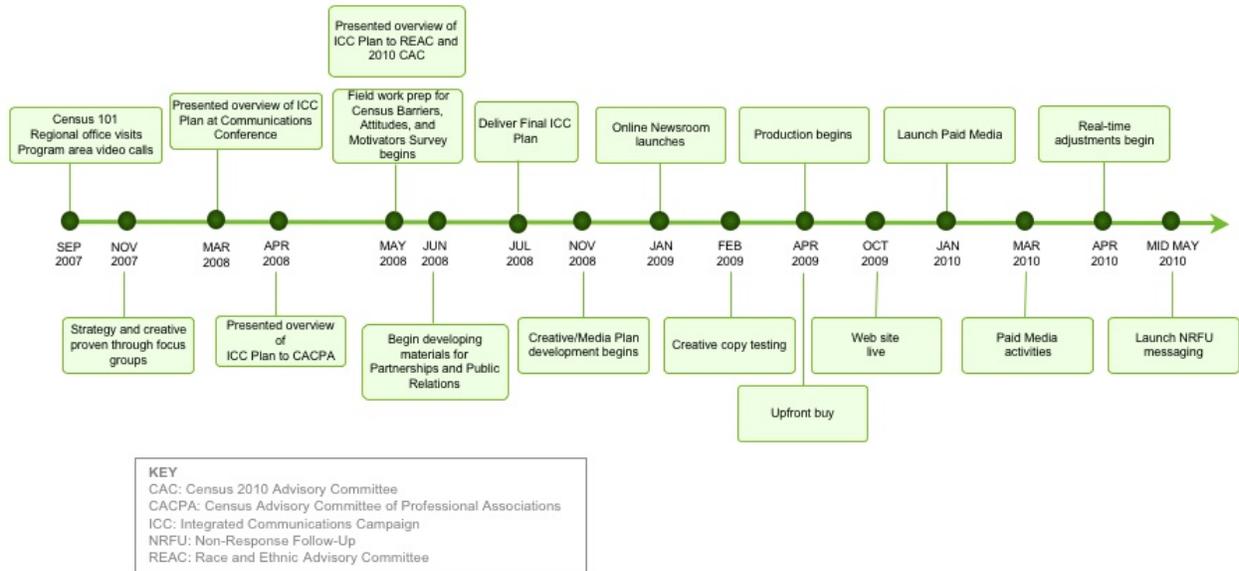
Campaign Timeline

Our work is on-time and on-budget.

We have developed jointly with our partners and shared with the Bureau and stakeholders an overall timeline for developing and researching the materials for the Campaign, planning and buying the media, disseminating and deploying the materials in market and developing and implementing the plan for tracking and

optimization. This timeline is used both to track our performance and chart our course forward.

2010 Census Timeline



Reviews

We have on-going communication with the Bureau that includes our sub-contractors regarding progress and review of the work of the contract. In addition, there are key points when more formal review and approval of work by the Bureau and Stakeholders is required. We are on track to meet these, which include:

- Media Plans Late winter 2009
- View Proposed Ad Ideas in rough form such as storyboards or scripts
Spring 2009
- Upfront Media Buy Proposals Spring 2009

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

Accomplishments to Date

The following itemizes the key deliverables and accomplishments during the first 8 months of the contract:

- Delivery of draft Integrated Communications Campaign (ICC) Plan and two rounds of revisions
 - o Key Features of the Campaign Plan:
 - Description of Campaign goals and objectives: Key challenge is balancing increasing mail response with reducing the differential undercount. This requires careful consideration of initiatives to achieve each goal along with potential trade-offs.
 - Target Audience Strategy: Reach everyone but with emphasis on the Hard-to-Count. Data provided by Bureau's audience cluster segmentation. This has been supplemented by DraftFCB to add media usage/lifestyle data that will be critical in developing media plans.
For example with the Black audience, where single unattached males have historically represented an undercounted segment, data

tells us that they can be effectively reached in venues such as barbershops and sporting events, and that they view a substantial amount of sports on TV.

- 14 Languages for advertising, 19 for other materials and the ability for the Census Regions to supplement using materials provided to them.
- Fully Integrated
 - Media Plan Development: All media approach, all possible communications channels considered, national and local (TV, Radio, Newspapers, Magazines, Out-of-Home, Online Banners, Web Sites, Events, Partnerships, Earned Media, and more).
 - Messaging: One overarching communication theme customized with unique creative executions and materials to most effectively motivate individual audiences by addressing their specific barriers and opportunities.
 - Implementation: All communications channels working together in a “surround sound” effect, synchronized with key census events, for maximum impact and synergy.
- Data-Driven allocation of resources:
 - The 2010 Campaign has advanced how resources are planned for all audiences. Instead of using data about civic participation as a means of segmenting audiences, in 2010 actual response data from 2000 is used. This enables a segmentation of audiences by Hard-to-Count factors. The harder to count, the more resources proportionately are allocated to audiences. Those audiences who are more likely to respond are allocated proportionately fewer resources.
 - Hard to count scores were provided by the Bureau. These reflect actual response to the census in

2000, validated by additional 2006 ACS (American Community Survey) data.

- All creative executions to be fully researched with intended target audience(s) before production and marketplace implementation
- Multiple Phases:
 - The Campaign will be divided into three Phases: Preparation, Awareness and Action
 - Preparation 2008-2009: To help train and equip census partnership specialists with the materials they need to recruit, train and activate partners. To build the foundation for the Campaign: e. g. research, creative development, media planning, web sites, tracking metrics and infrastructure.
 - Awareness: Jan-Feb 2010. Build awareness in the marketplace that the census is coming. Educate audiences on the importance, relevance and benefits of the census and their need to respond.
 - Action:
 - Mar-Apr 2010. Motivate mail response. Encourage people to encourage others to respond. Continue education messaging to overcome barriers to response. Continue awareness build.
 - May-Jun 2010. Support enumeration/Non-response follow-up.
- Continuous Tracking of results
 - The impact of the Campaign will be continuously tracked in market to optimize our approach and re-direct resources so that outcomes are maximized. To accomplish this, we have

developed a tool called Smart Suite. Smart Suite is a series of eight web-based screens, each representing a specific theme. Two of the screens are devoted to audience monitoring and tracking. The data in audience monitoring will assess awareness and intent to complete and mail back the questionnaire. The data in performance tracking will contain daily real-time mail response rates, at the tract level, from mid-March through May 2010. Together these two screens will provide with the data needed to make real-time adjustments and reallocations of resources to geographies and audiences needing additional motivation to respond.

- Note: Overall assessment of Campaign to be provided by independent contractor chosen and directed by Bureau

o Status:

- Currently incorporating Bureau and stakeholder comments and making revisions
- Revised Plan and Synopsis due to Bureau on July 15
- Bureau acceptance due on September 1, 2008
- THEREFORE, a FINAL CAMPAIGN PLAN and ELEMENTS SUCH AS AUDIENCE PLANS ARE STILL A WORK IN PROGRESS and will be until audience plans are developed and approved in FY09
- DraftFCB and sub-contractors have made numerous presentations of the Campaign Plan to REAC, 2010 CAC, Other 2010 Advisory Committees
- During development, DraftFCB and sub-contractors met with the representatives from the 12 Census Regional Offices and attended numerous videoconferences on topics determined by the Bureau
- Conducted primary research and reviewed secondary research, evaluations of 2000 census, reviewed REAC and other Advisory Committee Recommendations

- Validation of Strategy for Communications
 - o Strategy is based upon the fundamental shift away from trust in Government to more self-reliance and empowerment.
 - o Key finding: Census has better chance of success if seen as embodying the voice of the people vs. as an instrument of Government.
 - o Strategy developed and researched by multi-cultural communications team approach

- Development and validation of Core Communications Platform: “The 2010 Census, It’s in Our Hands”
 - o Also developed and researched by multi-cultural communications team approach.
 - o Three ideas created and researched
 - o “It’s in Our Hands” was the preferred expression of the strategy, most consistently ranked first or second among all audiences, and incorporated many of the successful elements of the other two ideas.

- Interim Materials for Partnership Specialist Support
 - o In order to enable a timely start for Partner recruitment, interim materials were completed in Spring 2008. These materials included:
 - Folder
 - 3 Exhibit Banners: Hanging, Pop-Up, Booth
 - 7 Fact Sheets/FAQs for General, Business, Media, Community-based, Educators, Faith-based, State & Local Government Organizations
 - 7 Sell Sheets for General, Business, Media, Community-based, Educators, Faith-based, Elected Officials
 - Introduction and Follow-up Letter Templates
 - Partnership Agreements and Proclamation Templates

- Recruitment Campaign

- Campaign materials for local and limited national usage to support Address Canvassing. Materials include print, posters, radio, TV, online and website, primarily in English and Spanish, but with some materials in 4 additional languages: Russian, Simplified Chinese, Korean, Vietnamese.
- Final creative available 8/21/2008. Website to be live in September 2008.
- All work tasked and in-progress
- Work to be re-purposed and supplemented for Enumerator Recruitment in NRFU

Upcoming Key Activities and Status

- CBAMS (Census Barriers and Motivator Survey): Designed to provide the current reasons why people are inclined/disinclined to participate in the census and what would potentially overcome participation barriers from a communications perspective. 3800 respondents, all audiences.
 - Contractor identified, competitive solicitation completed
 - Design/Proposal approved by OMB
 - Questionnaire evaluated
 - Awaiting task next phase of work
 - **To be completed by October 30 so that creative and media plan development can begin on schedule.** Both are dependent upon the findings of CBAMS

- Partnership Support: While DraftFCB does not execute the Partnership Program, *that is done by the Census Regional Operation*, we do provide under our contract support for partnership specialists in the following areas:
 - Materials/ideas for recruiting partners and for partner outreach
 - Distribution of materials and sharing of best practices
 - DraftFCB has committed to providing the first wave of materials for partnership support in November 2008 and for developing a partnership communication area on census.gov at the same time

- Has already developed interim materials that are currently in use
- Census in Schools (CIS): DraftFCB will sub-contract to an educational expert to manage the Census in Schools communications program. The contractor chosen will be familiar with NCLB (No Child Left Behind) requirements as well as key learnings from CIS in 2000. In order to deliver the program on time and on-budget, work must begin on 8/1/2008. DraftFCB has been given approval by the Bureau to offer a contract to its recommended sub-contractor.
- Creative Testing Proposal/Vendor:
 - In order to meet the goal of testing all creative executions among their audiences before using in market, we must determine the methodology and identify a vendor to field the research. The development of the proposal needs to begin in summer 2008 and completed by December 2008 so that testing can begin in early 2009.
- Review of Web Site Assets:
 - The web will be a critical communications channel for obtaining 24/7, real-time information about the census. All communications will refer consumers to the web to learn more. In order to ensure that census web assets are easy to use and meet user needs, an assessment of existing and planned sites and a recommended web strategy will be completed by September 2008.
- Key Messaging:
 - To ensure that the media support the census with clear, consistent and compelling messages, a key messaging session will be held with the Bureau and designated stakeholders to provide the foundation for earned media efforts. To be completed during summer 2008.

Success Measures:

The core success measures of the Campaign are increasing mail response and reducing the differential undercount.

As already stated, the evaluation of the Campaign will be done by an independent contractor selected by the Bureau.

In addition The Campaign has interim “success measures” focused around two areas:

- Evaluations that enable the work to move from one phase to the next. Example: copy testing of all creative executions, among the audiences for whom they are intended, before production.
- Evaluations that enable Campaign optimization once in market: continuous tracking of awareness, intent to participate and daily response feeds when available to help re-direct funds to audiences and geographies that are lagging. (See pg. 5 for information about Smart Suite)

Issues and Concerns

Budgets overall: We and our sub-contractors are concerned that the budget is inadequate in light of media inflation, scope of contract (advertising alone in 2000, 2010 includes all channels), results of dress rehearsal (response is lower than expected-no marketing support), more diverse populations, media fragmentation, etc.

Potential impact of FDCA on communications contract. Dress rehearsal data showing that the need for census communications may be greater than ever. The re-plan of the non-response follow-up phase by the Bureau also argues for putting even more emphasis on successfully driving mail response in order to minimize NRFU workload.

Timing of funding/Distractions: FY08 was under-funded vs. needs. This has pushed back many activities until FY09. While the timeline assumes some level of delays as an insurance policy, it is imperative that our focus be on delivering an effective campaign on time and on budget without distractions that divert our

attention. We actively seek the help of stakeholders and oversight that can help pave the way for the Campaign's success. The Campaign cannot withstand delays and distractions in 09 without potentially jeopardizing integrity of the Campaign. Vulnerabilities are the upfront buy, copy testing, timing of creative production.

Increasing difficulty in motivating response: Over time, response to public and commercial surveys has been declining, further adding to the challenges exacerbated by distrust in Government, privacy and security, fear of deportation, etc.

Contingency Plans

Built into the Campaign is a broad range of risk scenarios and mitigation plans, developed jointly with the Bureau. The Risk Register explores possible threats to the Campaign ranging from Funding and Approval delays to large-scale cataclysmic events. Scenarios have been outlined and mitigation plans have been specified so that the Campaign is prepared in advance with an action plan if needed.

In addition, the timeline itself has incorporated additional time to account for delays. But it is based on thorough development process reflecting best practices in the communications industry. If substantial delays caused by lack of timely approvals, funding or the need for additional work not related to the core tasks occur, trade-offs will have to be made in order to keep the Campaign's implementation on time.