



2010 Census Advertising Buys Media Distribution Strategy

The goal of the 2010 Census paid advertising, promotion and public relations campaign is threefold:

1. Increase the share of American households that mail back their census form.
2. Reduce the undercount, especially the differential undercount which disproportionately impacts hard to count communities.
3. Increase cooperation with enumerators during the door-to-door phase, also known as Non-Response Follow-Up (NRFU).

Mail back response rates have historically been declining since the 1970 Census. The 2000 Census was the first ever to deploy a paid advertising campaign to help reverse the decline in civic participation. Commerce Secretary Don Evans in 2001 testified, and research over the last decade confirmed, that the paid advertising in 2000 was a major contributor to not only halting the decline in response rates, but helped realize an increase in response compared to the previous Census for the first time since 1970.

In 2000, 67% of households that received a form returned it by mail by mid-April, in time to avoid having to send an enumerator to collect the required information. The workload for NRFU was roughly 1/3 of all households, and the Census Bureau is planning for a very similar pattern of response in 2010.

The NRFU operation is the largest and most expensive of the entire Census design. The ten-year life-cycle cost of the 2010 Census is \$14.5 billion, with more than half, \$7.4 billion, spent in 2010 alone. The Bureau estimates that for each one percent increase in the mail-back response rates, the government would realize savings in the range of \$80-90 million dollars from the projected NRFU workload.

Paid Advertising Strategy

In 2007, the Bureau contracted with a professional advertising firm that retained 12 subcontractors to research, test, design, and produce a multi-faceted paid media effort to reach everyone in America. With additional funding provided in 2009 through the American Recovery and Reinvestment Act (ARRA), the total media buy budget was increased to \$140 million. The campaign is in 28 languages, across 8 major audiences (see budget Appendix). Based upon experience, a decade of research, and requirements in Congressional appropriations, the 2010 campaign is designed to especially motivate “hard to count” populations. Some key differences between the two campaigns include:

Spending to ethnic audiences is greater in 2010 vs. 2000

Ethnic audience budget is up 38% vs. 2000 (from \$52MM to \$72MM)

Diverse Mass budget is up 5% vs. 2000 (from \$58MM to \$61MM)

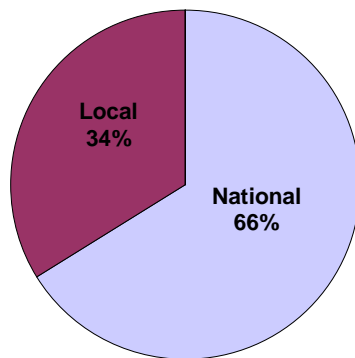
2000 - 47% ethnic audiences (\$52MM); 53% Diverse Mass (\$58MM)

2010 - 54% ethnic audiences (\$72MM); 46% Diverse Mass (\$61MM)

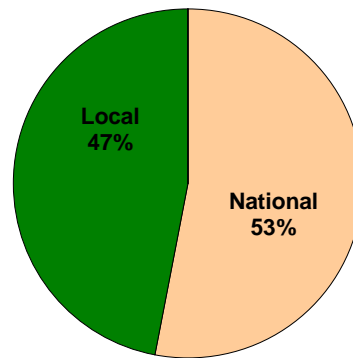
Local media spend vs. 2000

2000 – 34% Local (\$37MM), 66% National (\$73MM)

2010 – 47% Local (\$63MM), 53% National (\$70MM)



2000



2010

The Census bureau has done extensive research at understanding the societal factors which help contribute to low response rates. Among the key indicators are; rates of public assistance, unemployment rates, homeownership vs. renting, linguistic isolation, and others. Altogether we identified 12 variables which help predict low response and mapped this data at the census tract level. This research has helped guide where we are making media buys, especially at the local level. The 2010 media buy strategy puts more resources into these local, targeted buys as compared to the 2000 campaign.

Together the Census Bureau and our subcontractors collaborated on a media buy strategy and allocation of dollars across television, radio, print, out-of-home (OOH - which includes billboards, transit ads, in-store ads, and others), as well as digital media outlets for each audience campaign.



Before entering into negotiations with media outlets, the 2010 Census Team developed an allocation for all media based upon extensive research into media consumption habits of American consumers.

Total spend by each medium

- Television - \$62.7M
- Radio – \$18.1M
- Newspaper – \$17.2M
- Magazines - \$3.9M
- Out of Home (OOH) - \$12.0M
- Digital - \$10.1M

(Please note: Totals do not include NRFU which has not yet been allocated and will be driven the geography of low response areas.)

Added Value in the Media Buys

As our contractors entered into negotiations for media buys for national and local outlets, they followed industry practices which seek “added value” from the media outlets above and beyond the price of the placements sought by an advertiser. Examples of added value for the 2010 Census campaign include additional broadcast spots provided for free; celebrity endorsements or mentions of Census in programming or through Public Service Announcements (PSAs); news or editorial content; or even special 2010 Census programming. In all some 2,100 RFPs were issued for media buys, with over 61,000 media outlets responding and each outlet engaged was asked to provide some added value. However it was never a requirement of a final buy.

As of late January, the Census team has negotiated almost \$30 million in added value from media outlets. This represents a leveraging of the taxpayer spending on media buys of about 22.5% of the total \$133 million in buys negotiated or being completed. We expect the final added value may come close to 25% when finalized after NRFU.

Added Value as of 1/25/09

- Diverse Mass: \$9.158M
- Hispanic: \$7.468M
- Black: \$6.600M
- Puerto Rico: \$4.491M
- Asian: \$2.025M
- Emerging: \$0.100M
- Legacy: \$0.071M



Reach, Frequency, Targeting and Major Television Events

The “Diverse Mass” campaign is designed to reach the almost 85% of Americans who consume paid media and who speak English only. However, it will also reach segments of the other ethnic/language audiences, (especially the Black audience) to the extent they are consumers of media outlets in diverse mass as well as their own audience specific media. Each of the targeted audience plans; Black, Hispanic, Asian, Emerging, etc... has been designed to penetrate the individual market sufficiently to achieve our campaign goals for that audience. To the extent these audiences are also reached by the diverse mass campaign, we will exceed our goals for those audiences. The three phases of the campaign are “Awareness”, “Motivation”, and “NRFU”. Each phase has a specific goal with tailored messaging designed for that phase. The Awareness phase is January – early March, and intended to remind Americans that the Census is coming, its importance, and its benefits. The Motivation phase is March – mid-April and intended to motivate households to mail back their form. The NRFU phase is late April – June, and intended to increase cooperation with door-to-door enumerators.

“Reach” means the share of an intended audience that is expected to see Census ads.

“Frequency” is the number of ads during a phase of a campaign that the average viewer/reader/listener will see or hear. Below are the estimates from our contractors of the reach and frequency of the three major audience campaigns. For example, we estimate that 97% of the audience of the diverse mass campaign will see at least 42 census ads in just the Awareness and Motivation phases alone.

Reach/Frequency by phase

Diverse Mass (A18+)

Awareness - 97% R / 20 F

Motivation - 97% R / 22 F

Overall - 97% R / 42 F

Black Audience (BA 18-49)

Awareness - 95% R / 16 F

Motivation - 95% R / 44 F

Overall - 95% R / 52 F

Hispanic Audience (HA18-49)

Awareness – 95% R/30 F

Motivation – 96% R/42 F







Total – 96% R/52 F

Each media purchase carefully considered the efficiency and effectiveness of that purchase against those audiences least likely to participate in the Census without some persuasion. The Census Bureau's research into the 12 variables which help predict low response, which we mapped at the census tract level, was grouped into 8 audience clusters. The Census Bureau then tested the value of this audience segmentation during the Census Dress Rehearsal and [published the findings](#) in October 2008.

The Dress Rehearsal results indicated the segmentation was strongly predictive of response likelihood. We have used this research to help guide where we are making media buys, especially at the local level, along with commercial market research data used in the industry, such as Arbitron, Nielsen and Simmons market data.

Eight Audience Clusters

The 2010 framework assigns each census tract into one of eight distinct clusters that vary in terms of size, geographic location; socioeconomic characteristics and Census 2000 mailback propensity (see Bates and Mulry, 2007). Typical characteristics of the eight clusters (at the national level) are summarized below:

-  ***All Around Average I (homeowner skewed)*** – Average poverty, education, mobility and education; ¾ homeowners; cluster with largest % rural tracts; 80% white. Census 2000 mail response=66%. Comprises 35% of occupied housing units.
-  ***All Around Average II (renter skewed)*** – Average poverty, education, mobility and education; skews renters in multi-units; urban; 69% white. **Census 2000 mail response=66%**. Comprises 16% occupied housing units.
-  ***Economically Disadvantaged I (homeowner skewed)*** – High poverty, public assistance, unemployment; ½ homeowners, skews female-headed households; central cities and rural; 49% black, 37% white. **Census 2000 mail response=55%**. Comprises 6% of occupied housing units.
-  ***Economically Disadvantaged II (renter skewed)*** - High poverty, public assistance, unemployment; renters in multi-units, non-spousal female headed households; very urban; 59% black. Census 2000 mail response rate=48%. Comprises 3% of occupied housing units.
-  ***Ethnic Enclave I (homeowner skewed)***-Crowded housing; high poverty, low education, mostly spousal households, high number of children, linguistic isolation; 61% Hispanic. Census 2000 mail response rate=60%. Comprises 3% of occupied housing units.
-  ***Ethnic Enclave II (renter skewed)***-Crowded housing; high poverty, low education; linguistic isolation, urban, 59% Hispanic; 11% Asian. Census 2000 mail response rate=57%. Comprises 3% of occupied housing units.

☞ **Single/Mobiles** – skews non-spousal renters in multi-units with high mobility. Above average education. Racially diverse; urban. Census 2000 mail response rate=59%. Comprises 8% of occupied housing units.

~ **Advantaged Homeowners** - Mostly single family home-owners containing married couples; low mobility; suburban; 85% White. Census 2000 mail response =75%. Comprises 26% of occupied housing units.

Each of our media buyers were required to demonstrate the effectiveness of a media purchase against these audience clusters.

Major Television Events

Armed with this research data, and challenged to meet the goal of motivating historically low-responding communities to mail back their forms, the Census media buyers engaged in negotiations with media outlets within the budget framework. Negotiations with the major television networks were comprehensive across the whole spectrum of their programming, and the networks themselves presented our buyers with their own proposals to maximize the reach to our targeted audiences.

The media buyers were required to find the best efficiencies in these negotiations, including the added value component in those calculations. Finally, other networks avoid highly rated programming opposite these major events, which reduces the efficiency and value of purchases made against these major events.



Super Bowl

The Super Bowl is the top-rated and most highly anticipated television event in the U.S. There is not another television program that has the potential to reach as many people as the Super Bowl. The average rating of the Super Bowl for A18+ is 45. This means that running an ad once in the Super Bowl has the potential to reach 45% of Adults 18+.

For comparison, **CSI** which is one of the top rated programs on television delivers a 6.6 rating against Adults 18+ which is a fraction of the reach of the Super Bowl.

The Super Bowl is rare, in that viewers are just as tuned in to see the commercials as the program itself. Commercials that air on the Super Bowl have a multiplier effect. Advertisers are



mentioned in multiple news media outlets and viewers will typically look to view them online almost immediately after airing. Therefore, airing once in the Super Bowl creates significant buzz leading to additional viewing potential. When considering our target Audience Segments, the NFL is the only sports property that reaches a minimum of 20% of all 8 clusters. The range of reach is:

	<u>%</u>
All Around Average I	40.21
All Around Average II	40.74
Economically Disadvantaged I	31.93
Economically Disadvantaged II	28.65
Ethnic Enclave I	23.08
Ethnic Enclave II	22.70
Single Unattached Mobile	34.12
Advantaged Homeowner	45.10

The NFL also spans ethnicities and delivers significant reach against each:

	<u>%</u>
WHITE	41.52
BLACK	39.13
HISPANIC	20.35
ASIAN	24.24
SOME OTHER RACE	25.95
NOT WHITE OR BLACK	25.23

Our media buy with CBS consists of (1) 30 second ad in the 3rd Quarter. CBS provided added value in the form of (2) more 30 second ads in the pre-game show and an additional (2-3) 12-second vignettes featuring James Brown delivering a message on behalf of the Census. We believe the message delivered by James Brown who is the host of the day, will carry great weight with viewers.

Finally, Super Bowl advertisers see a significant lift in internet searches which is a great opportunity for Census to drive traffic to 2010census.gov to further educate viewers on the Census.

There are only a few events that allow us to build reach and frequency quickly, which is a premium in the compressed time frame of the Census experience. Because the Census comes along once every ten years, we do not have the luxury of other advertisers to build awareness and motivation over years of repeated viewing. We have a very limited window of opportunity achieve our goals - and therefore need programming that delivers high ratings. We did not choose the Super Bowl at the expense of some other programming. We went where the audience was to be found.



For comparison with other advertising placements that are part of the Census campaign a 30 second spot on **American Idol** costs \$450,000 and has a 9.5 rating. Excluding our value added package for the Super Bowl, our 30 second spot in the 3rd quarters while 5 times greater in cost, delivers an audience rating that is more than 5 times greater. However, for a price of a single ad, CBS provided us three ads, two in the pre-game and one during the game.



Winter Olympics

The Winter Olympics allows the Census message to air in a positive and patriotic environment that coincides well with the Awareness phase of the campaign.

The Winter Olympics are watched by 26% of the U.S. population and is one of only four sports properties active during the Campaign timeframe that provides 10% or higher coverage of each Census audience cluster. The 2010 Olympics, to be held in Vancouver, are expected to be one of the biggest television events in its timeframe and one that networks will avoid counter-programming against.

The Winter Olympics has a strong reach against all eight audience clusters - with a minimum of 10% against each cluster and ethnicity:

	<u>%</u>
All Around Average I	25.86
All Around Average II	26.95
Economically Disadvantaged I	14.10
Economically Disadvantaged II	11.48
Ethnic Enclave I	12.91
Ethnic Enclave II	15.20
Single Unattached Mobile	23.66
Advantaged Homeowner	31.12

	<u>%</u>
WHITE	28.46
BLACK OR AFRICAN AMERICAN	16.09
HISPANIC	10.49
ASIAN	21.41
SOME OTHER RACE	14.38
NOT WHITE OR BLACK	17.36

United States[®] Census 2010

To capitalize on the patriotic and high reach of the Olympics, both a television and online buy has been implemented. The TV buy consists of units airing during the games on network (NBC) and cable (MSNBC, CNBC, USA). NBC and the U.S. Olympic Committee have also provided the Census with access to 3 Olympic athletes who will deliver the Census message in customized vignettes. They have provided this only to Census at a very low dollar commitment that typically is available to advertisers that are purchasing \$20-\$30M in the Olympics. Prior to and during the Olympics, NBC will air the athlete vignettes in bonus air time. These vignettes will also run on NBCOlympics.com that will be surrounded with Census messaging.

The cost per 30 second spot and rating varies greatly based on the games and if it airs on network or cable. The AVERAGE cost is \$195,000 with a rating of 3.5 (Adults 18+).



NCAA

College Basketball is watched by 20% of the total U.S. population and 23% of the Black audience. NCAA basketball also delivers 10% or higher coverage of seven of the eight clusters. Moreover, the NCAA Tournament occurs during the campaign's key motivation time period when "March Madness" truly grips the nation.

	<u>%</u>
All Around Average I	20.49
All Around Average II	17.63
Economically Disadvantaged I	17.22
Economically Disadvantaged II	13.07
Ethnic Enclave I	9.33
Ethnic Enclave II	11.62
Single Unattached Mobile	16.69
Advantaged Homeowner	24.09

	<u>%</u>
WHITE	20.47
BLACK	23.31
HISPANIC	8.44
ASIAN	12.30
SOME OTHER RACE	12.61
NOT WHITE OR BLACK	12.48



A TV and Online package with CBS has been negotiated to take advantage of the reach potential of the tournament for Census, and tie it into the theme of our overall motivational campaign when we ask Americans to “march to the mailbox.”

The TV buy consists of units starting February 20th through the Championship Game with heavier presence in March when forms are arriving. In addition, CBS has agreed to have the sports broadcasters do live, in-game mentions of Census to further enhance our presence.

The Online buy places 2010 Census messaging where people watch the games on [March Madness On Demand](#). This takes into account the greater share of viewing that digital has with this media event.

The cost per 30 second spot and rating varies based on game (regular season vs. tournament vs. championship). The average cost is \$508k with a rating of 6.5 (Adults 18)



NASCAR

NASCAR has 75 million fans across the country and is the number one spectator sport with an average of 120,000 spectators at each NASCAR Sprint Cup Series event. NASCAR is the second-highest rated regular season sport on TV in the United States and is considered to have the most loyal fans. More Fortune 500 companies rely on NASCAR to build their brands than any other sport.

NASCAR audiences are strong in rural areas, which are a key hard to count geography for the 2010 Census, and they are also a part of the more cynical audience that distrusts government. This group is likely to have awareness of the Census but is more likely to be disillusioned with the federal government and believe the country is headed in the wrong direction. They are, therefore, a pivotal group to encourage participation in the census. Connecting with this group in the right environments is critical to the success of the campaign.

The NASCAR sponsorship allows Census to have an authentic presence to connect with this group. Advertisements for the 2010 Census will be prominently displayed on NASCAR driver Greg Biffle's #16 Ford Fusion owned by top tier Roush Fenway Racing for three races in March 2010. Races in Atlanta, GA; Bristol, TN; and Martinsville, VA will feature the Census car. The schedule of these races coincides with the very important Motivation period of the census Campaign.

The Census presence will also include the pit crew uniforms, Biffle's fire suit and on-track



signage in the pit area. The signage look and feel will be incorporated into 3M's ongoing sponsorship with Biffle--the 2010 logo will in fact be designed to look like it's on a large "post-it note" on the hood reminding viewers to "Mail it Back". Additional elements stemming from this sponsorship that will further extend our reach include:

- 1) Television spots on FOX during their broadcast of the races
- 2) National Association of Broadcasters distribution of a TV Census PSA with Greg driver Biffle featuring the Census car.
- 3) Census Road Tour vehicles and press events at the races.

The New Media Environment

The media environment has dramatically changed since the Census Bureau completed its last paid advertising campaign in 2000. Among the inventions since then are the Ipod, Facebook, Twitter, MySpace, and the TIVO, also known as the DVR, which allows consumers to skip advertising in their favorite programs on TV. An explosion of additional channels on cable systems and the advent of content available over the Internet through sites such as HULU all have led to a serious decline in television ratings, and it is more challenging to reach large audiences.

There are indeed very few TV opportunities left that have the reach potential of the Super Bowl, Olympics and March Madness. Being able to reach such a large number of people all at once, is less important to marketers who advertise their brands and services year-round, or even continuously over many years. In the compressed time frame of the Census experience, these vehicles are especially valuable to reach our campaign goals.

The promotion of the census is very different than a typical advertising campaign, in both the breath of our required reach, and the time frame permitted for us to motivate our audience. Because we promote the need to participate once every ten years in advance of the decennial census, it is critical that we avail ourselves of any/all large reach opportunities during our promotional window when they are cost efficient. The media properties that have been discussed here deliver the critical numbers we need at the time we need them. We have done everything possible through our contractors to secure them at maximum value to the taxpayer.

The diffusion of the paid media marketplace puts an even higher premium on using a data-driven strategy to achieve an effective, cost efficient, and audited strategy. We believe that the extensive use of Census data and commercial market research that corporate advertisers rely upon helps ensure an effective 2010 advertising campaign.

ADVERTISING BUDGET

Census 2000 and 2010 Census

All figures in millions

Program Component	Census 2000 Contract Cost (Actual)	% Share by Audience	2010 Census Jan. 2010 Budget Allocation	% Share by Audience	Index vs. 2000
Total Advertising Buy:					
Diverse Mass	\$57.9	52.6%	\$60.8	45.7%	105
Black (incl. African, Caribbean and Haitian)	\$17.0	15.5%	\$23.0	17.3%	135
Hispanic	\$18.9	17.2%	\$25.5	19.2%	135
Asian	\$10.0	9.1%	\$13.5	10.2%	135
American Indian/Alaska Native	\$2.8	2.5%	\$3.8	2.8%	135
Emerging Audiences	\$1.5	1.4%	\$2.0	1.5%	135
Native Hawaiian & Other Pacific Islanders	\$.15	0.1%	\$1.1	0.8%	748
Puerto Rico	\$1.3	1.2%	\$2.4	1.8%	185
Island Areas	\$.4	0.4%	\$0.0	0.0%	N/A
New Legacy Languages	N/A	N/A	\$.9	0.7%	N/A
Audiences Subtotal	\$110.0	100.0%	\$133.0	100.0%	121
Rapid Response/Media Buy Mgt. Reserve	N/A	N/A	\$7.4	N/A	N/A
TOTAL	\$110.0		\$140.4		128

Note: Figures may not add up exactly due to rounding.