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**2010 CENSUS PLANNING MEMORANDA SERIES**

**No. 228**

MEMORANDUM FOR      The Distribution List

From:                      Burton Reist *[signed]*  
                                 Acting Chief, Decennial Management Division

Subject:                    2010 Census Integrated Communications Program National  
                                 Partnership Assessment Report

Attached is the 2010 Census Integrated Communications Program National Partnership Assessment Report. The Quality Process for the 2010 Census Test Evaluations, Experiments, and Assessments was applied to the methodology development and review process. The report is sound and appropriate for completeness and accuracy.

If you have any questions about this document, please contact Mary Bucci at (301) 763-9925.

Attachment

August 1, 2012

# **2010 Census Integrated Communications Program National Partnership Assessment Report**

U.S. Census Bureau standards and quality process procedures were applied throughout the creation of this report.

**Final**

**William T. King, David L. Wycinsky Jr.**

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**Customer Liaison & Marketing Services Office,  
Office of External Engagement**



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## Executive Summary

This assessment of the National Partnership program concludes that while there were operational difficulties similar to those faced by other large national campaigns, the program met its goals and helped make the 2010 Census Integrated Communications Program a success.

The National Partnership Program had three programmatic goals:

- Goal 1: Make contact with national organizations representing various target populations;
- Goal 2: Get national partners to sign the partnership agreement form or verbally commit to assist in the 2010 Census campaign; and
- Goal 3: Get national partners to mobilize local affiliates. Engaged national governmental and non-governmental organizations to mobilize their local affiliates and chapters to support the 2010 Census at the local level through completed partnership outreach activities.

The overall partnership program had both a national and regional focus, building partnerships with state, local, and tribal governments, community-based organizations, and the private sector. Census Bureau National Partnership staff was responsible for establishing partnerships with national governmental organizations such as the Veterans Administration, U. S. Conference of Mayors, and the Social Security Administration. Staff was also responsible for establishing partnerships with national non-governmental organizations such as: community action/advocacy groups, chambers of commerce, foundations, labor unions, religious organizations, and youth organizations.

The Census Bureau asked its partners to assist in three major areas: 1) data collection support, 2) recruitment, and 3) promotion. National partners rose to the challenge through a variety of activities. Partners assisted in recruiting millions of individuals to conduct various census operations and make public endorsements of the 2010 Census. Partners put drop-in articles in their newsletters and other publications, developed co-branded products using 2010 Census logos and messaging, distributed and displayed 2010 Census promotional materials, and included 2010 Census messages on their websites. Partners translated Census Bureau prepared products into languages other than English. Partners included the Census Bureau on the agenda of national (and regional) annual meetings to speak to their constituencies during plenary sessions or to do workshops. Census Bureau staff also exhibited during national conferences to develop awareness with attendees about the census.

This report draws on a number of diverse sources for program feedback and assessment including:

- Analysis of the Integrated Partner Contact Database, a customer relationship management tool used to document staff and partner activity;
- Formal feedback from staff solicited through a lessons learned/best practices session;
- Formal debriefings on National Partnership program facilitated by the 2010 Census Publicity Office through their formal 2010 Census Integrated Communications Program debriefing and;
- Miscellaneous qualitative feedback from staff and contractors.



Some of the most notable specific findings of this assessment show that the National Partnership program:

- Provided a good channel for communicating with organizations that service the target populations. National Partnership staff provided direct support for their assigned partners' activities and on several occasions participated in partner sponsored activities.
- Helped to increase partner organizations' census awareness level to serve as the trusted third party voice in promoting participation to their stakeholder communities. Specific tactics used to raise partner awareness included regular communications through: calls, email blasts, training webinars, and featuring or involving partners in Public Service Announcements.
- Exceeded outreach efforts compared to the Census 2000 campaign. The National Partnership program for the 2010 Census was more robust and successful; more national organizations participated and their activities were more high-profile and impactful.
- Produced or coordinated production of relevant and helpful materials.
- Utilized population-specific materials in useful ways, with some exceptions. Partners were very positive and receptive to the myriad of in-language materials available, though a more researched production and distribution plan could have yielded better return on investment per language.

Some recommendations for the 2020 Census are:

- Start the entire partnership planning and implementation process earlier. Ramp up the program beginning with at least a skeleton staff in FY 2017 versus FY 2018.
- "Evergreen" the National Partnership program into an ongoing program during the intercensal years to maintain contacts and relationships, keep up the Customer Relationship Management database, and provide value to other ongoing census programs.
- Increase the coordination among all the various levels of Census Bureau staff associated with the partnership programs—do more embedding of disparate staffs, more regular mandatory meetings, more co-attendance at outside events, etc.
- Identify and partner with more emerging population organizations that reach out to groups not as familiar to the typical Census Bureau stakeholder realm (disabled, young people, multi-ethnic, etc.).
- Develop a unified, systematic approach to determining value added contributions and minimize the subjectivity of this critical metric.

# **1. Introduction**

## **1.1 Scope**

The aim of this assessment is to describe the various efforts that the 2010 Census Integrated Communications Program (ICP) engaged in during the 2010 Census and the outputs that resulted from this work. The National Partnership (NP) program was a component of the ICP and strived to work with national organizations as partners to achieve its 2010 Census campaign goals. This study will identify, describe, and measure the participation of national organizations, businesses, and staff, in assisting the NP. Analyzing, interpreting, and synthesizing the effectiveness of the ICP is beyond the scope of this study

## **1.2 Intended Audience**

The information contained in this report is important for Census Bureau leadership in planning for the 2020 Census. This report is particularly intended for Census Bureau decision makers to help formulate the best structure, processes/protocols, and expectations for the 2020 Census partnership effort.

Managers below the senior leadership level will also find this assessment as a useful tool to help with:

- Setting branch and team level strategic goals and objectives;
- Forming the basis for some basic metrics to measure success relative to 2010 Census partnership activities and measurements, and
- Understanding how the NP office fits into the larger partnership effort for the 2010 Census in order to better integrate activities should a separate Associate Director for Communications-Field regional partnership effort be continued for the 2020 Census.

# **2. Background**

## **2.1 Census 2000**

The Census 2000 Partnership Program was designed to increase census participation among the various racial and ethnic groups found in previous censuses to be associated with lower mail response rates and to encourage everyone to mail back the questionnaire. Special emphasis was placed on those groups that traditionally had a low mail response rate (Poyer et al., 2001).

In our review of the various evaluation reports commissioned by the Census Bureau to examine the effectiveness of the Census 2000 Partnership Program and outreach activities, there were only parting references to the contributions of the NP program. We were unable to find a published or unpublished independent assessment or evaluation of the 2000 NP program. For the Census 2000 campaign, the Census 2000 Publicity Office (C2PO) and the Field Division's Partnership and Data Services Staff (PDS) coordinated the work of the contractors that handled partnerships with many national organizations and corporations. The vendor, 21<sup>st</sup> Century Group, handled partnerships with about 130 national organizations and the contractor,

Skyles Communications, handled partnerships with Fortune 500 companies and other national corporations.

The Customer Liaison and Marketing Services Office (CLMSO), formerly the Customer Liaison Office, established partnerships with about 100 national governmental and non-governmental organizations and worked with the State Data Centers, the Census Information Centers, and the Governors' Liaisons to increase awareness of the census and disseminate information to the hard-to-enumerate populations. CLMSO led the NP team in the development of its partnership plan, established an Excel database of potential organizations, and spearheaded the initial Census 2000 "kick-off" conference with potential partners and Census Bureau leaders present at the University of Maryland. It also took the lead on the Partnership Implementation Team, which developed initial plans for partnership efforts.

### **Documentation of Partnership Activities**

Since the late 1990s, partnership activities at the Census Bureau have been documented, tracked, and partially managed through an evolving series of Customer Relationship Management (CRM) databases. The Contact Profile Usage and Management System (CPUMS) was developed in the late 1990s by the Census Bureau to be the Census 2000 partnership tracking database. Partner information was entered into the system until May 2000, at which time a decision was made to transfer the data from CPUMS to PRISMS, a new database developed by the contractor - Natek Inc.

PRISMS was maintained by the Census Bureau's Field Division and used by headquarters and field staff for Census 2000 and beyond. Its purpose was to be a centralized Internet accessible database used to track all external partnerships and customer relations with regards to census outreach, promotions, and data services. Staff was encouraged to record and maintain up-to-date detailed information on the contributions and activities of organizations (Edwards and Wilson, 2004).

In order for a record to be considered complete so that the data could be saved in PRISMS, three essential data elements had to be entered. They were: (1) organization information (contact person information, methods of contact, etc.); (2) activity information (advertisement, training space, testing space, hosting meeting, etc.); and (3) value-added section (cost/dollar estimates showing the cost saving benefits) (U.S. Census Bureau, 2008).

In late 2008, a new CRM system was contracted, implemented, and called the Integrated Partner Contact Database (IPCD) on the Salesforce.com cloud-based platform. The vendor Acumen Solutions built the system and staffed an in-house help desk to provide support, training, and customer service to the thousands of decennial partnership staff users. All PRISMS data were migrated into the IPCD. The system was developed and owned through Field Division with decennial census funding. The specifications, vendor choice, and system implementation were done in an integrated fashion with representatives from the Decennial Management Division, Communications Directorate (ADCOM), and Information Technology Directorate.

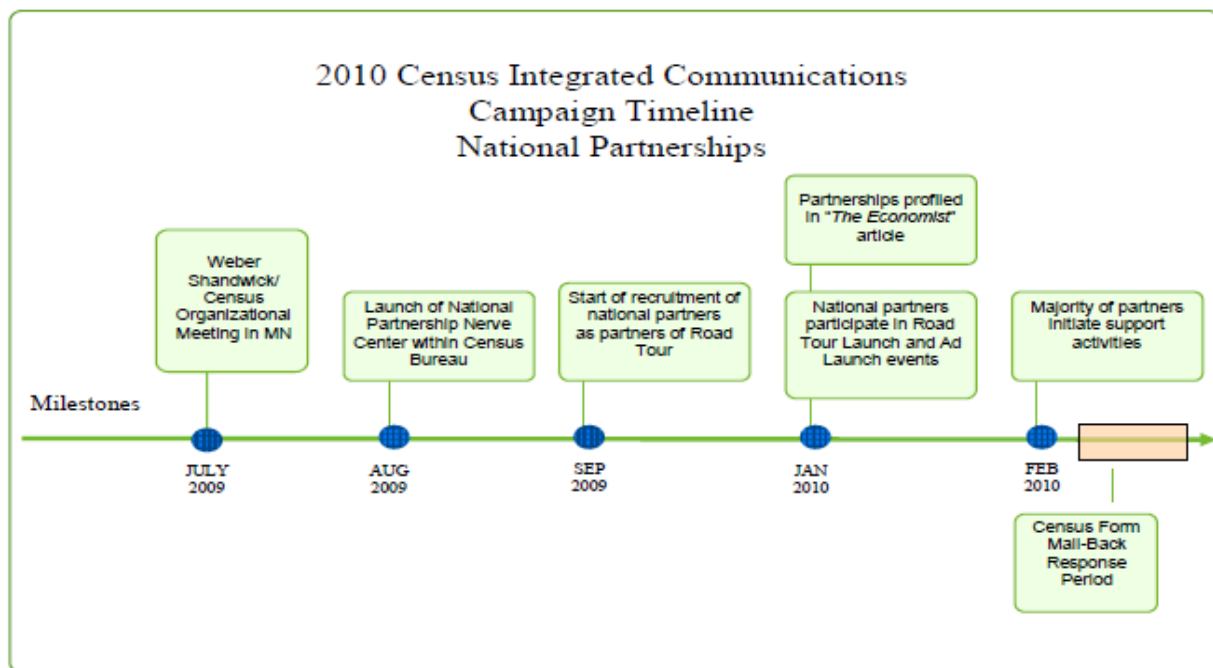
While Field Partnership had the vast majority of users, ADCOM also had users entering and editing data and using the IPCD as a management tool for national partnerships. From late 2009 to summer 2010, NP also directly funded a helpdesk staffer to attend specifically to NP needs.

Before and after that period when NP directly funded a help desk staffer, the NP office had relied on Field Division’s funding/system management for the minimal overall NP support required.

## 2.2 2010 Census

A priority for the 2010 Census NP program was to build national partnerships at every stage of the ICP campaign process with external organizations such as Fortune 500 companies, federal governmental agencies, non-governmental organizations, businesses, and corporations to ensure accurate and complete population enumeration and to meet the data needs for the next decade. Because the Census Bureau could not effectively conduct the census alone, it was recognized early that influential partners and trusted leaders were needed to help accomplish the goal of achieving an accurate and complete count of the population. Figure 1 shows the NP timeline.

**Figure 1: Partnership Program (National Partnerships)**



Source: 2010 Census Integrated Communications Campaign Lessons Learned Report, Final, 11/17/10

Using the slogan, “It’s In Our Hands,” the NP mission was to develop an aggressive and comprehensive program which would directly encourage national organizations and corporations to assist in getting an increased mail response from those people who were not inclined to respond to the census by direct mail, advertising, or other methods. Corporation executives were asked to help spread the word by including the 2010 Census logo on their media advertising and products. The primary goals were to:

- Make contact with national organizations that represent the target populations;
- Have national organizations sign NP Agreement forms or verbally commit to assisting in the 2010 Census campaign, and;
- Engage national governmental and non-governmental organizations to mobilize their local affiliates and chapters to support the 2010 Census at the local level.

## **Staffing and Office Structure**

CLMSO's efforts were woven into the 2010 Census Integrated Communications Program. A significant component of the Field Directorate was to have regional partnership staff engage national organizations in their respective regions. Regional partnership staff was often able to partner with these organizations due to longstanding local relationships as well as general local familiarity with stakeholder organizations.

C2PO handled contractual matters involving contractor support to the NP program mission. The Decennial Management Division (DMD) served as advisors, along with other key participants throughout the Communications Directorate.

From 2007 to 2010, the structure and makeup of the NP program evolved considerably. The program was ramped up within the Communication Directorate's CLMSO, through a staff of temporary hires on term appointments. CLMSO was the point of contact for several of the primary stakeholder management offices at the Census Bureau. In particular, the long-running State Data Center and Census Information Center programs served as models for interacting with interested stakeholder groups.

The NP Office was initially headed by a branch chief, a section chief and six to eight staffers including clerical staff and seasonal interns. The Division Chief of CLMSO supervised the office and in turn reported to the Associate Director for Communications.

In July 2009, the NP Office evolved into the NP Nerve Center reporting directly to the Associate Director for Communications. The basic internal office hierarchy remained the same while the professional staff of federal employees and contractors effectively tripled in size. This new team included members from Field Division, Administrative and Customer Services Division, Congressional Affairs Office, Census 2010 Publicity Office, Public Information Office, and included Weber Shandwick contractors working on-site.

At peak from mid-2009 to April 2010, there were as many as ten different contractor personnel working directly with the NP Nerve Center. Part of the Integrated Communications Program master contract included partnership deliverables mostly associated with developing major national Fortune 500 company partnerships. Essentially, the contractors were required to provide a certain number of successful national partnerships by a certain date. The contractors working in the Nerve Center were helpful and effective as determined through qualitative feedback. However, interaction with some of the contractors off-site proved more problematic and tense, partially because the structure of the off-site contractors' obligations created a difficult situation in day to day operations. In 2010, as they neared their deadline to deliver these national corporate partnerships, there were breakdowns in observing delicate internal regional-national protocols about proper internal notification and other similar concerns.

In July 2009, a week-long off-site Nerve Center kick-off training was held in which some existing members and most of the new Nerve Center staff was briefed on the new structure and operating protocols. The overall strategic emphasis also shifted to one of getting a smaller number of highly engaged national partners to do some very impactful activities as opposed to the prior emphasis on volume of partnerships gathered.

As mentioned above, the Field Directorate was also highly engaged with national partnerships. A Field Division representative was assigned to work on the National Partnerships Nerve Center staff in July 2009 to better coordinate interaction with Field Partnership. In general, the national and regional partnership staffs have had a relationship, too often defined by an “us vs. them” paradigm. The Field Division representative worked to help alleviate concerns along these lines by trying to clearly define the lead on national partnership relationships and mediating potential disputes as they arose. The decentralized structure of having two different areas within the Census Bureau working on partnerships certainly proved a challenge, at best, in this endeavor.

### **Operating Assumptions and Protocols**

The major operating assumptions for the NP program were:

- A web-based tracking system would be in place that was fully tested and user friendly;
- Guidelines for implementing the program would be developed and national partnership specialists made aware of them;
- Sufficient time and effort would be spent on maintaining adequate records for national partners and their activities;
- Relevant information would be retrievable from the web-based tracking system;
- Debriefings of staff and national organizations would be conducted;
- Partners would be willing and able to share the information needed for the evaluation of the 2010 Census National Partnership program – beyond the information available in the web-based tracking system; and
- The NP program would make substantial efforts in its outreach to national organizations.

### **Partner Development Guidelines**

CLMSO developed several guidelines for implementing and nurturing a relationship with prospective partner organizations including: conducting research, formulating a partner pitch, following certain prescribed contact protocols, organizing and attending meetings, developing progress reports and follow-up procedures; exhibiting at conferences, and including regional staff in the program.

Some examples of the suggested procedures were:

- Conduct research on the organization by looking at the Encyclopedia of Associations and LexisNexis, perusing the organization’s Internet site, talking to key contacts that know the organization, and assemble background information on the organization;
- Develop a profile on the organization before making contact. Staff was instructed to learn as much as possible about the organization, its mission, programs, and leadership;
- Send an introductory letter from the Director of the Census Bureau announcing the start of the national partnership effort and alert the organization to expect follow-up from CLMSO and the NP staff;
- Send a letter and other communications (e.g., follow-up letter, e-mail, or telephone call) to the leadership of the organization and attempt to schedule the initial exploratory meeting with relevant members of the organization; and

- Prepare 2010 Census information kits to take to the meeting. The following materials were included: (1) 2010 Census promotional items; (2) the partnership resolution; (3) endorsement letter; (4) fact sheet; (5) a partnership agreement that included a checklist of activities an organization could perform; (6) a census proclamation; (7) Statistical Abstract CD; and (8) an American Community Survey data wheel (Harris, 2007).

Once contact with the appropriate member of the organization was made, staff was trained on how to conduct the meeting. The guidelines were:

- Stress the need for the assistance on recruitment and promotion;
- Review the documents in the information kits. Indicate that a primary goal is to get people, especially in the targeted areas pre-identified as having traditional undercount populations, to fill out the census questionnaire and mail it back;
- Ask the organization to become a formal partner with the Census Bureau by passing a resolution endorsing the 2010 Census or by otherwise indicating its willingness, with a letter from the top executive, to support the efforts of the Census Bureau; and
- Seek a firm commitment from the organization by verifying pertinent information on the organization and identifying the person (liaison) in the organization who will be responsible for the partnership operation.

Additional guidelines were adopted during the transition period in July 2009. These materials were a combination of training content from the Field Division for its regional partnership specialists, and new content developed by the public relations firm Weber Shandwick (a subcontractor to the ICP prime contractor DraftFCB). These materials followed much of the same approach as CLMSO outlined earlier in terms of researching a potential partner and preparing a comprehensive partner pitch keying on tailored themes and activities to peak the partner's interest.

### **Exhibition Guidelines**

For the 2010 Census, NP staff attended national conferences in which they staffed exhibition booths, conducted workshops, established contacts with potential new partners, and made presentations. When attending national conferences and meetings, guidelines given to staff included:

- Staff exhibit booths;
- Conduct workshops;
- Make presentations;
- Establish contacts with potential partners;
- Solicit exhibit and conference information;
- Make all arrangements for booth space, furnishings, services, shipping, etc.
- Conduct pre-and post conference planning and evaluation meetings;
- Work with Field Division to identify regional office support, if requested or needed;
- Collect and ship exhibit materials; and
- Coordinate shipment and inventories of exhibit equipment and graphics.

Minimal post-conference attendance follow-up metrics were put in effect, so a limited measure of the effectiveness of the overall exhibiting program and strategy exists. This is not to say this strategy was not effective, but that there is very little in the way of metrics to substantiate the expense, time, and activities related to exhibiting. In some cases, trip reports were filed by those who attended these exhibits, but they were mostly subjective, qualitative narratives.

## **Partner Selection and Review**

Because the potential universe of national organizations was so large, CLMSO used specific criteria to prioritize which national non-governmental and governmental organizations could help the most with the 2010 Census campaign. See Appendix A for a listing of some of the criteria for choosing national governmental and non-governmental organizations. Not only was detailed information developed on how to select a partner, but criteria were developed on who should not be considered for partnership. Staff was instructed not to select a partner organization that:

- Produces products that may have a negative connotation for the Census Bureau, such as condoms or other sexually related products;
- May have negative support or no support or influence in the communities we are trying to reach, such as a company or organization located in a minority community that has a negative reputation or treatment of that minority; and
- Could distract from the mission of the Census Bureau.

Potential partners were vetted, reviewed and approved through the supervisory chain of command at Headquarters. Staff was also instructed to inform their supervisors if they had some specific concern about the adequacy of a partner or potential partner. When expressing concerns to management about a potential partner, the staff member was instructed to outline their concerns.

This partner selection and review protocol was not a hindrance to attaining partnerships. In fact, there were a dozen or so national partners that might have been considered marginal in terms of being truly national in scope. A certain amount of leeway was granted in order to persuade a partner to undertake some activities -- even as minimal or low in impact as they may be -- on behalf of 2010 Census promotion.

The biggest example, and perhaps only major one, of a partner's participation being reviewed and acted on came in September 2009 involving the Association of Community Organizations for Reform Now (ACORN). ACORN was a collection of community-based organizations with neighborhood chapters that advocated for low- and moderate-income families by working on neighborhood safety, voter registration, health care, affordable housing, and other social issues. In September 2009, ACORN was involved in a media story involving undercover filmmakers highlighting ACORN staff making controversial recommendations (not related to the 2010 Census). Subsequently, Census Bureau senior leadership decided that their association as a census partner was a negative distraction and they were dropped as a partner. The action seemed to diffuse the situation from the perspective of any Census Bureau connection. It also led to a de facto pause in publicly adding national partners to the list on 2010census.gov for a number of months.



### **Partnership Integration Example – “Children Count Too” Awareness Campaign**

The “Children Count Too” awareness campaign was a great example of the coming together of all the tools available to promote the 2010 Census. Children Count Too was designed to raise awareness for parents filling out the form to remember to include babies and young children that often are left off the returned questionnaires. This initiative involved a combination of paid promotions, in-kind partner donations/activities, a media blitz, strategic executive involvement, and partner/stakeholder testimonials.

Through a funded commitment, Nickelodeon allowed for the use of their Dora the Explorer character in a public service announcement and appearances. The Director of the Census Bureau spoke at the major media kick-off event on March 9, 2010 at Mary’s Center, a D.C. area nonprofit maternal and childcare center serving immigrant communities. Other partners/stakeholders were on hand to lend their third-party voices to the event. A number of materials were available in English and Spanish to appeal to the Spanish-speaking community. With half of all children now living in other than the Non-Hispanic White households, this event served as a perfect opportunity for the Census Bureau to reach out to hard-to-count populations while also delivering a broader message of including babies and young children to all of America.

### **Partnership Integration Example – U.S. Postal Service Stamp Cancellation**

Another interesting example of the mix of paid and value-added partnership activities was the national stamp cancellation promotional message of “2010 Census Mail it Back” that was applied to almost 1.5 billion pieces of regular mail that flowed through the postal system between March and April 2010. See Figure 2 below displaying an image of regular first-class mail with a postage stamp that had been through the postal system. Of course, the Census Bureau has a long ongoing business relationship with the United States Postal Service (USPS) delivering the decennial census questionnaires and hundreds of other ongoing surveys. The NP Nerve Center sought to leverage Census Bureau-funded business transactions into additional partnership activities. In addition to the stamp cancellation promotional message, a custom made 2010 Census promotion poster was hung in every one of the over 31,000 post offices across the nation during the Spring of 2010.

**Figure 2: Picture of the First Class Mail Cancellation Stamp**



Source: U.S. Postal Service

### **3. Methodology**

#### **3.1 Methods**

The analytic goals of this assessment are to: (1) determine the number of commitments of national organizations that represent the target populations and (2) determine whether procedures used in the 2010 NP campaign helped or hindered the office from achieving its goals. Data from the IPCD and information derived from the internal staff lessons learned session also provided support for the answers.

#### **3.2 Questions to Be Answered**

1. How successful was the National Partnership program in obtaining partnerships and establishing relationships with the following groups:
  - a. Faith-based
  - b. Labor unions
  - c. African American populations
  - d. Hispanic populations
  - e. Asian/Pacific Islander populations
  - f. American Indian or Alaska Native populations
  - g. Native Hawaiian and Other Pacific Islander populations
  - h. Educational institutions
  - i. Migrant organizations
  - j. Recent Immigrants/Emerging populations
  - k. Governmental organizations
  - l. Federal government agencies
  - m. Disabled populations
  - n. Congressional organizations
  - o. Nonprofits
  - p. Gay and lesbian populations
2. How successful was National Partnership in establishing partnerships with Fortune 1000 corporations?
3. How many employees were employed in all corporations that were national partners?
4. How successful was National Partnership in establishing partnerships with social groups such as fraternities and sororities? How many partnerships were obtained?
5. How successful was National Partnership in establishing partnerships with faith-based organizations?
6. How successful was National Partnership in establishing partnerships with business associations such as: (1) Black Chamber of Commerce; (2) Hispanic Chamber of Commerce; and (3) U.S. Chamber of Commerce? How many partnerships were obtained?
7. How successful was National Partnership in sending (1) e-blasts; (2) telephone calls; and (3) individual e-mails to partners? How many were sent?
8. How many organizations received grants from sources other than the Census Bureau to assist in the outreach campaign such as: (1) Leadership Conference on Civil Rights and (2) National Association of Latino Elected and Appointed Officials?
9. How successful were partners in holding events and activities, such as town hall meetings or media events? Describe.

10. How many of the national organizations had dedicated websites for the 2010 Census? How many linked back to the official 2010 Census website?
11. How successful were National Partnership Nerve Center employees in attending, making presentations at, conducting workshops, and exhibiting at conferences? Describe.
12. How successful was National Partnership in making Public Service Announcements and impressions? How many were made?
13. How many and what types of activities were the national organizations committed to?

## **4. Limitations**

### **4.1 General Limitations**

The effects of 2010 Census National Partnerships program are hard to quantify and isolate into direct, attributable participation results. Over time, many efforts have been made to make such correlations, with mixed success. Therefore, this assessment at a minimum is designed as a mechanism to express the outcomes of measureable items such as the number of partnerships made, activities undertaken, and value-added donations. It is limited to this scope, and should be used as one of many tools for a truly thorough review of partnerships.

### **4.2 Partnership Activity Documentation Limitations**

There are a number of limitations to the wide-scale documentation of census partnership activities and any subsequent use/analysis of the data. From the 1990s to now, throughout the evolution of various Customer Relationship Management (CRM) software systems to track partnership activities, certain issues continue to limit the usability and analysis of partnership data:

- Consistency: Data are entered by many different partnership personnel at headquarters and in the field (at times numbering in the thousands), rather than by a well-trained central manager or staff.
  - Erroneous entries: Due to various reasons (poor communication, staff turnover, subjectivity, fraud, etc.) some documented partners may have never really been a partner, did not fulfill a commitment, or did not consider themselves partners, etc.
  - Mismatches: Partner contacts inaccurately associated with the partner organization.
  - Training Variation: Depending on when staff came on board and if resources were available, they may have never received training or received inadequate training.
- Subjectivity: Even the most well-trained system operators will have differing, but justifiable, opinions on subjective data fields like value added approximations.
- Duplication: No CRM system has an adequate method for eliminating duplications. Process, protocols, and trainings minimize it, but a data enterer can still create a partner record for one already existing. Costly manual maintenance is needed to reduce duplication.
- Bad Addresses/Geocoding Errors: Even carefully entered and accurate addresses may not meet the exact technical specifications to properly geocode the address, thus making it hard to align the data with specific areas for technical analysis.
- Partner Viability Turnover: Partners, especially smaller ones, have a turnover rate often caused by going out of business. Costly manual follow-up and maintenance is the only way to remove their contact information from the active system.

- **Non-intended Uses:** Often decision makers may make inquiries that cannot be met exactly by the data as entered in the system. For example, during the 2010 cycle, there was an internal request for the number of Ethiopian partners. The IPCD salesforce.com system used in 2010, was not set up to capture whether partner organizations served such detailed race/ethnicities as Ethiopian, so ‘Sub-Saharan African’ was the closest approximation to satisfy this request.
- **Imputation by second-hand data enterers:** Often, especially during the peak of decennial partnership activities, clerical staff may have been entering data on behalf of professional staff who were busy actively engaging partners. The clerical staff at times may have had to make educated approximations of data fields the professional staff did not fill out through hard-copy forms or they were not immediately aware of.

## 5. Results

### 5.1 How successful was the National Partnership program in obtaining partnerships and establishing relationships with the following groups:

- Faith-Based
- Labor Unions
- African American Populations
- Hispanic Populations
- Asian/Pacific Islander Populations
- American Indian and Alaska Native Populations
- Native Hawaiian and Pacific Islander Populations
- Educational Institutions
- Migrant Organizations
- Recent Immigrants/Emerging Populations
- Governmental Organizations
- Federal Government Agencies
- Disabled Populations
- Congressional Organizations
- Nonprofits
- Gay and Lesbian Populations

The task of the NP program was to establish partnerships with national organizations such as: educational organizations, federal government agencies, religious groups, governmental organizations, State Data Centers, Census Information Centers, foundations, community based, labor unions, Fortune 500 corporations, research organizations, faith-based organizations, and businesses organizations, with the shared goal of improving the accuracy and completeness of the 2010 Census. The NP program was successful in getting the active participation of national organizations. Partners were successfully made aware of the benefits of participating in the program and the importance of an accurate and complete count of their targeted population(s).

## **5.2 How successful was National Partnership in establishing partnerships with Fortune 1000 corporations?**

One of the primary goals of the NP program was to encourage corporations to use/leverage their influence and mobilize the general population into participating in the 2010 Census campaign. That goal was successfully met as evidenced by the number of businesses and corporations that were selected as National Census Partners. The NP Nerve Center along with the outside contractor Weber Shandwick implemented an integrated outreach program designed to bring in Fortune 1000 corporations of diverse industries in the Census process. Some of our corporate partners included: Best Buy, Target, Valero, Comcast, Google, AT&T, Adams Petroleum, and Walgreens.

## **5.3 How many employees were employed in all corporations that were national partners?**

Of the 278 businesses or corporation partner types that assisted with the census promotional campaign, the number of employees varied widely. According to the 114 businesses/corporations we were able to document the total number of employees, all together had nearly 3 million employees. However, the overall and average partner employee estimates have significant margins of error as a large portion of the partner records did not contain information on the number of employees. The larger national partner corporations such as Best Buy, Bank of America, Dollar General, FedEx, and others reached as many as 200,000 employees nationwide.

## **5.4 How successful was National Partnership in establishing partnerships with social groups such as fraternities and sororities? How many partnerships were obtained?**

African-American fraternities and sororities are a mainstay in African American society. These organizations serve their communities in an array of service projects for which its members can volunteer. There were eight African American and Greek fraternities and sororities who signed up to assist in numerous activities with our promotional campaign and recruitment of staff throughout the country. They were: (1) Kappa Alpha Psi; (2) Omega Psi Phi; (3) Alpha Phi Alpha; (4) Phi Beta Sigma; (5) Delta Sigma Theta; (6) Zeta Phi Beta; (7) Alpha Kappa Alpha; and (8) Sigma Gamma Rho.

## **5.5 How successful was National Partnership in establishing partnerships with faith-based organizations?**

The largest faith-based organizations in the country were identified as the focus of the national campaign of which approximately 51 were active participants. The purpose of the national Faith-Based Initiative, a component of the NP program, was to reach out to major national religious organizations to create awareness of and promote participation in the 2010 Census. The partnerships developed through this program were designed to help ensure faith-based populations across the country were informed and inspired to motivate their congregants and other constituents to respond to the census. Faith-Based organizations such as the African American Methodist Episcopal Church, Catholic Charities USA, Church of God in Christ, Islamic Information Center, Synagogue for Russian Jews, Korean Churches for Community Development, and Episcopal Church were active partners.

Faith-based organizations have provided one of the earliest and therefore most recognizable vehicles for Americans to begin to develop networks of support, be it economic, spiritual, or social. Therefore, in order to reach as many people as possible, NP created a Faith-Based Initiative that was to encompass all faiths.

**5.6 How successful was National Partnership in establishing partnerships with business associations such as: (1) Black Chamber of Commerce; (2) Hispanic Chamber of Commerce; and (3) U.S. Chamber of Commerce? How many partnerships were obtained?**

Partnerships were established with the three largest chambers of commerce:

- 1) U.S. Chamber of Commerce - represents the interests of more than 3 million businesses of all sizes, sectors, and regions, as well as state and local chambers and industry associations;
- 2) Hispanic Chamber of Commerce - represents over 3 million Hispanic-owned businesses; and
- 3) National Black Chamber of Commerce - reaches over 100,000 Black-owned businesses. There are 1.9 million Black-owned businesses in the United States.

In addition to securing the support of the above Chambers of Commerce organizations, some additional chambers were also partners:

- Korean American Chamber of Commerce
- Latin Chamber of Commerce of the United States (CAMACOL)
- U.S. Pan Asian American Chamber of Commerce
- Dominican American Global Chamber of Commerce

**5.7 How successful was National Partnership in sending (1) e-blasts; (2) telephone calls; and (3) individual e-mails to partners? How many were sent?**

From February 2009 to February of 2011, the NP office issued 70 mass email blasts or “e-blasts” to national partner contacts. The actual number of active contacts for a national partner would fluctuate per e-blast, but the average number of national partner contacts with emails at any one time was around 1,400 according to GovDelivery reports.

From the beginning, NP used internal e-blast capability within the IPCD on the salesforce.com platform; however it had internal limitations of only allowing 1,000 mass emails to be sent per day. Partly because of those limitations, in April of 2010, NP began using the GovDelivery email tool to send out e-blasts. Both systems had metrics reports to evaluate the effectiveness of the emails, and overall, the e-blasts “open rate” (a measure of recipients actually opening the email) would fluctuate between ten percent and twenty percent. NP staffers also sent numerous personal emails and made individual calls to partners and prospective partners throughout the formation of partnerships.

**5.8 How many organizations received grants from sources other than the Census Bureau to assist in the outreach campaign such as: (1) Leadership Conference on Civil Rights and (2) National Association of Latino Elected and Appointed Officials?**

The Leadership Conference on Civil and Human Rights, the Ford Foundation, and the National Association of Latino Elected and Appointed Officials were the three organizations that informed us of receiving or giving foundational grants to assist in the 2010 NP campaign.

Based on anecdotal and qualitative findings, the foundation and nonprofit communities were very active in supporting 2010 Census promotion. There was even a specific initiative in those communities called the Census Funders Initiative. The NP program was minimally involved in that outside initiative, so better sources for a summary of those activities are certainly available elsewhere.

**5.9 How successful were partners in holding events and activities, such as town hall meetings or media events? Describe.**

Mobilizing and engaging partners were important elements of the NP program. Successful activities fell under the following categories: (1) host meetings; (2) participate in partnership kick-off meetings; (3) provide speakers/participate in speaker bureau; (4) provide speaking opportunities; (5) provide exhibit space; (6) sponsor a census event; (7) use/distribute press releases; and (8) volunteer/participate in census events.

**5.10 How many of the national organizations had dedicated websites for the 2010 Census? How many linked back to the official 2010 Census website?**

The IPCD did not have a category specifically designed to capture this information. There are two activity categories that lend themselves towards the idea of web activity in general: link to the 2010 Census website from the organization's website and allow the Census Bureau to post the organization's name on the 2010 Census website. There were 219 successful activities under the category of link to the 2010 Census website, while there were 719 successful activities entered under the category of allowing the Census Bureau to post the organization's name on the 2010 Census website.

The Census Bureau established and maintained the 2010census.gov website that provided daily information to its partners and the general public. Partners were encouraged to establish a link on their web site that would lead the user to the Census Bureau's web page where they could access programming guides through the online partnership communications area. It was reported by the NP staff that a little under two-thirds of the national partners linked back to the 2010 Census web site. Partners were also encouraged to upload one of the 2010 Census web banners or buttons that were made available through the website.

**5.11 How successful were National Partnership Nerve Center employees in attending, making presentations at, conducting workshops, and exhibiting at conferences? Describe.**

NP Nerve Center employees attended numerous events throughout the U.S., such as all national partner conferences. They also presented, conducted workshops, and exhibited across the nation.

(e.g., AARP, NAACP, Latin Business Association, and A. Phillip Randolph Institute) NP staff shipped 2010 Census promotional items to national organizations for them to place in partner offices, pass out to partner constituents, and for general use to support the 2010 Census message. These items included posters, fact sheets, mugs, pencils, toolkits, hats, bags, 2010 clips, DVDs, brochures, lapel pins, and t-shirts. Many items were produced in several languages.

Beyond the NP staff, employees from CLMSO (especially the Governmental and Non-governmental Programs Branches who work with the State Data Centers, the Census Information Centers, governmental organizations, and Governor's Liaisons), PIO, and others in the Communications Directorate attended and participated in partner conferences. Operational staff throughout the Census Bureau also participated in familiar conferences. Regional staff often would assist national staff at these conferences, as well as, assist at national conferences that national staff could not attend (at times providing some or all of the materials needed). Many national organizations thanked us for our participation and materials.

### **5.12 How successful was National Partnership in making Public Service Announcements and impressions? How many were made?**

NP played an integral role in the 2010 Census ICP with successfully engaging well vetted national partners to participate in numerous Public Service Announcements (PSAs). Because of NP's involvement, some of America's most prestigious, diverse, and trusted voices helped to spread the 2010 Census message. For example, civil rights activist Dr. Dorothy Height, the children of Dr. Martin Luther King, Jr., conservative operative Karl Rove, Winter Olympians, and Major League Baseball players were featured, helping to reach the hard-to count demographic groups that often were not persuaded as readily by the mainstream media.

With a shared goal of improving the accuracy and completeness of the 2010 Census, NP actively and successfully coordinated approximately 18 PSAs, expanding the diverse partnership base. These award-winning PSAs helped spread the message of participation throughout new social media outlets.

### **5.13 How many and what types of activities were the national organizations committed to?**

Partners could contribute to the 2010 Census promotion in a myriad of ways (See Appendix A for list of activities that partners could undertake). For the purposes of tabulating activities, they were labeled into almost three dozen specific categories, falling under four main groupings:

- 1) Publicity Activities - using various media to get the 2010 Census message out, printing and distributing materials for distribution to partner's target population(s), sponsoring 2010 Census advertisements, etc.
- 2) Community Activities - holding community meetings and events and canvassing neighborhoods to encourage response, etc.
- 3) Operational Assistance Activities - supporting a Questionnaire Assistance Center, helping with the Local Update of Census Addresses program, identifying migrant camps and providers of services for people not found in conventional housing, etc.
- 4) Other Partnership Activities - providing a coordinator/liaison, donating/providing grants for the 2010 Census promotion, etc.



IPCD partner activity records show that of the partner organizations that agreed to perform an activity, over two-thirds conducted at least two or more of the activities (such as those listed above). See Attachment B for a list of activities. Partner support in events and materials contributed an estimated 30 million dollars of “value-added” support.

## **6. Related Assessments, Evaluations, and/or Experiments**

- 2010 Census Partnership Research Project
- 2010 Census Integrated Communications Program Evaluation
- 2010 Census ICP assessment reports:
  - 2010 ICP Summary
  - Research
  - Paid Advertising
  - Earned Media and Public Relations
  - Rapid Response
  - 2010 Census Website
  - Portrait of America Road Tour
  - Promotional Materials
  - Census in Schools
  - Regional Partnership
  - Mail Response Rates/Take 10

## **7. Key Lessons Learned, Conclusions, and Recommendations**

### **Lessons Learned**

- There must be a clearer, communicated protocol for selecting partners. This process of vetting, reviewing and approving potential partners was an important and essential step in the process and needs to continue to be part of the process in upcoming partnerships.
- In order to ensure consistency, there should be guidelines for working with partners and creating entries to the databases concerning partnership activities. These guidelines should be written and provided to all employees to help with staff turnover and inaccurate data collection.
- The entire process of planning and implementing a partnerships program is something that should be started before fiscal year 2018. An “evergreen” program will help make this process smoother, but partners need enough time to build decennial census activities into their budgets so that they have more resources.

### **Recommendations for Overall Program**

- Senior leadership should systematically review and determine the best structure for the partnership program overall. A conscious, thoroughly researched and vetted decision should be made as to whether the national aspect of partnership will remain split between the Communication and Field Directorates, be consolidated under one of those two directorates, or established as some entirely new hybrid structure with a clear mandate and operating procedures.

- Start the entire partnership planning and implementation process earlier. Start the program beginning with at least a small staff in fiscal year 2017 rather than in fiscal year 2018. With many national organizations budgeting their operations several years out, it is important to get their attention as early as possible so they will have resources in place to participate fully at the peak of the decennial census time in late 2019 and early 2020.
- “Evergreen” the National Partnership program into an ongoing program during the intercensal years to maintain contacts and relationships, keep up the Customer Relationship Management database, and provide value to other ongoing Census Bureau programs.

### **Recommendations for Structuring the Program**

- Write a plan early in fiscal year 2016 and fiscal year 2017, communicate the plan to staff, and continuously check back to the plan through specific, measurable, attainable, realistic, timely goals, metrics and benchmarks. The plan should be made conspicuously public (perhaps turned into a poster and put up in all partnership offices), referred to often, and clearly communicated on a national level.
- Establish procedures to facilitate evaluation and assessment of the program. Potentially identify an independent, internal group who would monitor the program (and potentially all partnership) to solidify metrics along the way, and conduct audits as necessary. The Decennial Management Division already does this to some degree, but their involvement, oversight, and enforcement during the effort could be increased and/or more directly tied to specific performance metrics. Accordingly, quantifiable goals and program metrics should be more clearly defined early on (and modified as needed)—and ensure that quantifiable results are collected throughout the process rather than at the program’s conclusion.
- Increase the coordination among all the various levels of Census Bureau staff associated with the partnership programs—do more embedding of disparate staffs, more regular mandatory meetings, more co-attendance at outside events, etc.
- Develop a robust hiring plan scalable to differing levels of related goals and metrics (and outlined for the entire decennial cycle). Identify the top skillsets needed in the NP staff—primarily a sales-oriented set of skills. Have a systematic plan to develop such skillsets in-house leading up to the peak of the 2020 Census or contract out for the types of staff needed.
- Assign team leaders early. Decide on a coherent staff structure early on with clearly defined roles and responsibilities.

### **Recommendations for Engaging/Mobilizing Partners**

- Identify and partner with more emerging population organizations that reach out to groups not traditionally included in the Census Bureau stakeholder realm (disabled, young people, multi-ethnic, etc.).
- Make a concerted, ongoing effort to educate and remind partners that they are in the national partner and that they are expected to perform partnership activities. Remind our partner clients of the value of the two-way relationship throughout the process.

## **Recommendations for Business Processes**

- Develop a unified, systematic approach to determining value added contributions and minimize the subjectivity of this critical metric. Also, work more directly with partners from the beginning of the partnering process to solicit their first-hand feedback on value added approximations of their partnering activities.
- Enforce the use of the CRM system to capture agreement activities and value-added contributions, which should be well defined, measurable, and collected from the start. Perhaps include specific CRM documentation requirements in individual partnership personnel performance plans.
- Develop a more robust, transferable, mobile, interactive, and engaging training program. Train and inform all staff members equally even if some start later than others to avoid divisive impressions and improve coordination.
- Develop a more on-demand and engaged materials development and delivery system. Engage partners more about what materials they would like to use, do more co-branding and customization of materials, and get partners what they need more quickly. Incorporate the very popular development of in-language materials in a smarter, more on-demand, efficient manner to better leverage finite resources and funding.

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## **Appendix A: List of Most Important Criteria for Choosing National Governmental and Non-Governmental Organizations**

1. Serves one or more of the undercount population groups (i.e., those that were hard to enumerate)
2. Direct or indirect mission leads it to care whether the 2010 Census is complete and accurate
3. Partnered in Census 2000 -- Type of activities carried out
4. Likelihood of partnering in the 2010 Census
5. Effective membership size
6. Membership in a network or coalition of like-minded organizations
7. Useful number of affiliates or chapters
8. Holds annual conference
9. Hosts other meetings or conferences in which the Census Bureau could participate
10. Would allow the Census Bureau to participate in organizational conference with an exhibit, workshop, a speaking role in a plenary session, and/or panel
11. Sizable number of attendees at meetings or conferences sponsored by the organization
12. Access to organizational media, such as newsletter to members and website
13. Would volunteer space for testing possible employees for the 2010 Census or for training employees once they were hired for the 2010 Census
14. Connection with various media outside its organization and likelihood that the national office could help get out the message of the 2010 Census because of these connections
15. Likelihood of doing special events to promote the 2010 Census
16. Capability and likelihood of funding grant proposals for 2010 Census promotion projects and data dissemination projects after 2010
17. Capability and likelihood to adopt the 2010 Census Partnerships Program as a project (Harris, 2007)

## **Appendix B: List of Activities**

1. Air or run census promotions
2. Appoint liaison
3. Display/distribute printed materials
4. Encourage employee/constituent participation
5. Engage local and regional chapters
6. Form/host Complete Count Committee
7. Highlight key operational events in publications
8. Host meetings
9. Identify job applicants/assist recruiting
10. Issue public endorsement
11. Link to the 2010 Census website from organization's website
12. Participate in partnership kick-off meetings
13. Put 2010 Census on agenda
14. Provide BC/QAC space
15. Provide list of shelters/soup kitchens
16. Provide speakers/participate in speaker bureau
17. Provide speaking opportunities/exhibit space
18. Provide testing space
19. Provide training space
20. Provide translator/translate materials
21. Provide volunteers
22. Serve on Complete Count Committee
23. Sponsor a census event
24. Translate materials
25. Use drop in articles/messages/logos
26. Use/distribute educational materials
27. Use/distribute faith-based materials
28. Send/distribute press releases
29. Volunteer/participate in census events
30. Allow the Census Bureau to post organization's name on the 2010 Census website
31. Write/publish article
32. Other

