

# To Link or Not to Link?: Exploring Approaches to Maintaining American Community Survey Response Rates During Census 2010

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## Abstract

In 2010, the Census Bureau will conduct the monthly American Community Survey (ACS) amid the massive Census 2010 advertising campaign and mobilization. Research during the last decennial census environment in 2000 suggests that ACS check-in rates could drop as much as seven percent during March/April 2010, with lesser drops later. The ACS was designed and implemented as an independent monthly survey of roughly 250,000 households, in part, to replace the census long form used in past censuses to collect detailed demographic, housing and other data. How can the Bureau stem this possible decline in ACS response during Census 2010?

This paper reports the results of cognitive testing of experimental ACS messages in green text boxes on envelopes as part of our testing to try to mitigate this possible decline. We simulated the worst-case ACS scenario in which Census 2010 mailings begin arriving just before the ACS mailings. We gave respondents the Census and ACS mailings sequentially, interspersed as they will be received during the March/April peak census months. In Phase 1, we emphasized the separateness of the ACS and Census mailings through green text boxes on the ACS envelopes and by text in the advance and questionnaire package cover letters that stated the ACS was linked to the census, but also separate. The letters informed respondents they were required by law to complete both forms. Nearly all respondents recognized the Census logo and the importance of completing that form. In contrast, a sizeable number did not recognize the ACS, reactions to the green color on the envelope varied, and a few said the color signaled junk mail. Some not reading the experimental text assumed the census and ACS were alternate versions of the same letter for the census. In Phase 2 we revised the green text box to emphasize the ACS/Census Bureau link by including U.S. Census Bureau above the survey name. A greater proportion of Phase 2 respondents said they would be more likely to open this envelope and submit the ACS questionnaire. While reactions in both phases to the green color were mixed, a plurality of respondents in both phases found the ACS envelope to be more noticeable, but less official, than the census envelope, and there seemed to be an association between respondents' feelings about the green color and their stated likelihood to complete and submit the ACS form if it came in the mail. There was insufficient time to conduct a split-panel test and analyze the results to decide if the envelopes with green text boxes would work well enough to replace the current ACS envelope for 2010. A split-panel test of envelopes with experimental green text boxes, experimental black-and-white text boxes, and the current ACS (control) envelope will be conducted during regular ACS data collection in 2010.

**Key Words:** American Community Survey, Response Rates, Color on Envelopes, Census 2010

## 1. Introduction

In 2010, the U.S. Census Bureau will be conducting a massive advertising campaign and mobilization to get a complete Census 2010 count nationwide. Within this context, the Census Bureau will continue to conduct the American Community Survey (ACS) in approximately 250,000 households each month. ACS response rates may likely be affected by this census environment, as they seem to have been during the last census. In 2000, the ACS mail check-in rates increased between five and ten percent from January to March during the height of the Census 2000 advertising campaign and before the census forms were mailed out in mid-March, but declined by about seven percent in the peak census period of April. From May to December 2000, the ACS check-in rates declined another one to two percent before pulling up again somewhat at the end of the year (Raglin: unpublished data).

The Census Bureau's American Community Survey Messaging Project had as its aim the development of experimental messages in letters, envelopes, and a flyer to attempt to maintain, or at least mitigate the decline of, ACS response rates during Census 2010. The purpose of this paper is to describe the development, testing and final selection of special ACS messages on envelopes during Census 2010 as part of this wider project.

We start by describing the ACS and its links to the census, and then discuss the development and cognitive testing of new ACS mailout materials. We discuss two messaging approaches—one emphasizing the ACS link to the census and the other de-emphasizing it—and the factors considered in deciding which to use. We explain why we chose the latter approach and present results on the noticeability and “officialness” of the messages, the extent to which respondents recognized the ACS, their reactions to the green color, and their stated likeliness to respond. Based on these testing results, we realized the envelopes needed improvements, and we revised the envelopes and protocol and conducted a second round of cognitive testing. We present those results. We conclude with a summary of the mixed results on using green color on the envelopes, and descriptions of the final revisions to the envelopes and the split-panel test of ACS messages that will be fielded in 2010.

## 2. Background

The ACS is both separate from the census and also closely linked with it in providing the decennial statistical portrait of America. The relatively new American Community Survey has its origins in the decennial census long form. Up through Census 2000, there were two census forms. The first was the “short form” used for about five-sixths of the population. In 2000 the short census form collected the most basic demographic data on age, sex, relationship, Hispanic origin and race. The second was the “long form,” which collected that same basic demographic data as well as additional data on housing, occupation, education, mobility, and other types of data. Respondents received either the short or the long form, not both.

In the mid-1990s, the Census Bureau began developing the American Community Survey as a monthly survey as a possible replacement for the long form in Census 2010 to collect and disseminate more timely data. The ACS was developed directly from the census long form and was tested in the late 1990s and during Census 2000. Congress approved full

funding of the ACS as a monthly survey of approximately 250,000 people, starting in 2005. The ACS has been conducted monthly since then.

In Census 2010, just the short census form will be used. The ACS will provide the data on housing, occupation, income and other variables formerly supplied by the long form.

The overlap between the two data collections in 2010 in sponsorship and in basic demographic questions is necessary, but problematic. First, both data collections are sponsored by the Census Bureau, under the same authority, with mandated participation, and basically the same return address, save for a different zipcode. It would be easy for some respondents to think from the similarity of the messages, addresses, and materials that these were the same data collection and ignore one or the other as a duplicate.

The overlap in basic questions is also problematic. At least some respondents who will be randomly selected to participate in the ACS from March, 2010 onward will notice that the ACS starts out asking for answers to the exact same basic demographic questions that they saw on the Census 2010 form in a very similar person page format. Some unknown number of respondents are expected to balk at the burden of being asked to complete the same information again, as well as answer the additional ACS questions in the much longer ACS booklet.

With the ACS data collection and processing systems now running separately and independently from those of the decennial census, those randomly selected to participate in the ACS during the decennial census year will need to complete both the census and ACS forms. They will be providing some of the same data twice.

The ACS Messaging Working Group was aware of the likelihood that some respondents in 2010 will balk at completing both the ACS and the census forms, perhaps because some recall from previous censuses that they only needed to complete one form and/or notice the overlap in 2010 and refuse to do both, or for some other reason. The Working Group was also aware that if a respondent received both the census form and the ACS form around the same general time period and decided to complete just one, most respondents would be likely to choose the census form, as it is clearly much shorter and would take substantially less time to complete.

As a result, the Working Group identified two alternative approaches to modifying the ACS messages to try to maintain, or at least staunch the decline of, ACS response rates in 2010. The first messaging approach would be to link the ACS strongly to the census, since there would be a strong advertising campaign to raise response rates in the census environment and the ACS response rates might improve through close association with the census. However, close linkage to the census could lead more respondents to compare the forms and choose to do just the census form to fulfill their civic duty. This could reduce ACS response rates.

The second approach would be to de-emphasize the linkage to the census, to try to make the American Community Survey seem more independent of the census, to strengthen the message that the ACS and census forms both needed to be completed and mailed in. However, would de-emphasizing the link lead respondents to decline to complete it in greater numbers because they do not realize how critical the ACS data are to the census?

Hence, the group faced the question encapsulated in the title of this paper: “to link or not to link.” The Working Group consulted with the members from the American Marketing Association of the Census Advisory Committee of Professional Associations, then chose to go with the approach of acknowledging, but de-emphasizing the links between the ACS and the Census in developing the messages for cognitive testing.

### **3. Experimental Materials**

This approach was reflected in the experimental ACS letters and envelopes that we developed and tested for use in 2010 during the census. Because the ACS is still relatively new, we decided that we needed some means of conveying on the envelope that the ACS was different from the census. As noted earlier, the return addresses and some administrative messages on the envelope were virtually identical. Also virtually identical in format was the mandatory message enclosed in a black box on the side that had been found to be one of the most effective elements for raising response rates (Dillman, Clark and Treat 1994; summary in Dillman 2007). Given these limitations, we decided that a color text box might be the best means of enabling respondents to distinguishing the ACS materials from the census materials quickly.

We know of only a few Census Bureau studies of using color on census and/or ACS envelopes and other mailers. At the time we were planning this study, we had just completed cognitive testing on another project of a second experimental reminder card to send to ACS households that had not responded to the first or second mailout questionnaire and for whom we had no phone numbers. That overall project aim was to develop and test one additional reminder card and one additional experimental replacement package cover letter and questionnaire to try to get those mail nonresponders to respond by mail before beginning the much more expensive personal visit interview phase of ACS data collection. Large, medium green reminder cards with a mix of “carrot” and “stick” messages worked well in cognitive testing, as did a new additional letter and replacement questionnaire package (Schwede 2008a). Respondents preferred green over white and salmon cards with the same message (Schwede 2008b). The medium green color used on those postcards was just a few shades darker than the green color we used on the ACS envelopes that are the topic of this paper.

The additional postcard, additional replacement package and cover letter, and a control group with no additional mailings in that former project were included in a split-panel test in the March 2009 ACS production panel. The preliminary results of that test show that both the large green postcard and the additional replacement questionnaire package improved the mail response rate over the control group (Chesnut forthcoming). While the test does not allow isolation of the effects of the green color from the large size of the postcard or just the additional piece of mail, the results of this split-panel test suggest at the minimum that the green color of the mailing helped, or at least did not harm, ACS mail response rates.

Later, we learned of a previous test in the 1996 National Content Survey comparing response rates of the Public Information Design approach (gold respondent-friendly questionnaires in gold envelopes with a coordinated slogan) and the Official Government approach (green respondent friendly questionnaires in plain white envelopes with the mandatory message). The Official Government approach achieved higher response rates (Leslie 1995). After that time, the Bureau appeared to have stopped research on using

colors on mailers until the postcard study cited above and the new discussions by the ACS Messaging Project Working Group in 2008 that is the focus of this paper.

The Census 2010 envelopes are white with black lettering, with a large and bold logo, “United States<sup>TM</sup> Census 2010” prominently centered in the upper middle part of the envelope. In the upper left corner, five lines of the official return address are followed by two required administrative notices and the census form identification number. The census prenotice envelope (Figure 1) had the centered logo with the window partially under it and offset to the left side. The census questionnaire package envelope included the centered logo with the window partially under it and offset to the right side, as well as a mandatory message in a black box on the left side, under the address (Figure 2).

The experimental feature that we added to the ACS envelopes was the enclosure of the survey name, “THE American Community Survey,” within a shaded green box outlined by a black border. The shade of green used in the box was approximately the shade of the ACS questionnaire itself to give a unified appearance to the envelope and questionnaire. This box was centered above the window in the envelope. The ACS prenotice envelope included just this survey name box, centered above the window, with both offset to the left of the envelope (see Figure 3). The questionnaire package envelope included this box centered above the window in the center of the envelope, with another shaded green box on the left with the mandatory message (Figure 4). In the upper left corner, the ACS envelopes included the same five official address lines as on the census envelopes, except for a different zip code. Below those lines were one administrative notice and the ACS form number. The remaining administrative message, “An Equal Opportunity Employer” was located in the top center of the ACS envelopes, rather than on the left under the other messages, as on the census envelopes.

#### 4. Methodology

Since an objective of the field test was to try to at least maintain existing mail response rates, we aimed to recruit, for cognitive testing, types of respondents who would be likely to respond to mail surveys. We did some computer runs to identify characteristics of 2005 ACS responders; these types include persons living with a spouse, living in a single unit, and/or owning their residences. We recruited such respondents from our existing respondent database and from postings on [www.craigslist.org](http://www.craigslist.org).

We conducted 19 cognitive interviews in our lab or at places more convenient to respondents in the Washington, DC metropolitan area in the fall of 2008. Our sample was diversified by race, Hispanic origin, age and education. A small honorarium was paid.

The main focus of our cognitive testing was on the ACS materials—the prenotice and initial and replacement questionnaire package envelopes and cover letters—though we also probed on the census materials so as not to disclose our special interest in the ACS. The experimental features tested in this round were 1) the use of a horizontal green box on the envelopes enclosing the words “THE American Community Survey” and 2) new wording in the ACS prenotice and ACS initial and replacement questionnaire package letters emphasizing that the respondent will be getting both the ACS and the census and is required by law to complete both (for results on testing of the letters, see Schwede and Sorokin Phase 1 and Phase 2 reports 2009). The ACS prenotice envelope included just the letter, while the questionnaire packages included the letter, the questionnaire, a return envelope, a brochure of frequently asked questions, and a question guide.

We designed our cognitive testing to simulate, as much we could within one interview, the worst-case scenario for ACS response rates. This is the situation a person selected for the ACS would face at home during March and April, 2010, during the height of the census advertising campaign when first the census, then the ACS mailings, start arriving and continue interspersed over a short time period. We presented the respondent with each of the eight mailings in the sequence in which they will arrive in 2010: 1) the Census prenotice letter (which would arrive around March 7<sup>th</sup>); 2) the Census 2010 initial questionnaire package (March 16<sup>th</sup>); 3) the ACS prenotice letter (around March 18<sup>th</sup>); 4) the ACS initial questionnaire package (around March 22<sup>nd</sup>); 5) the Census 2010 reminder postcard (around March 23<sup>rd</sup>); the ACS reminder postcard (about March 25<sup>th</sup>); the decennial census replacement questionnaire package (around April 6<sup>th</sup>); and finally, the ACS replacement questionnaire package (around April 22<sup>nd</sup>). There were a lot of materials for the respondent to process and we did not ask them to complete the forms.

During the testing, we began with intent observation of how respondents interacted with each of the first four mailings; the census prenotice and initial questionnaire package, then the ACS prenotice and initial form package. At that point, we stopped to ask non-directive open-ended retrospective probes on what they had noticed and reacted to in the first four mailings. Next, we switched back to observation only as we presented the remaining four mailings: the census then ACS reminder postcards, then the census and ACS replacement questionnaire packages. We followed up with directed probes about the mailings. Key questions included whether they thought one or the other was more noticeable, then more official, whether or not they would be likely to open the envelopes and send in the completed forms, how they interpreted the experimental text, and how they felt about the green on the envelope. We invited them to suggest improvements.

During the cognitive testing, several issues emerged with the lack of familiarity with the ACS, the text box, and the color. It became clear that we needed to improve the materials and conduct another round of testing. We conducted a second round of cognitive testing in Spring, 2009 with ten respondents whose characteristics indicated they would be likely to be ACS mail responders.

## 5. Phase 1 Results

We showed respondents both the census and the ACS envelopes and asked them to tell us whether one or the other was more noticeable or about the same. Of the thirteen respondents asked this question who gave an adequate answer, eight said the ACS was more noticeable, four said the census was more noticeable and one said there was no difference in terms of noticeability.

In contrast, when asked which was more official looking, just one said that the ACS envelope looked more official, ten said the census envelope was more official and three said there was no difference. One offered her opinion and a recommendation:

“The American Community Survey is more noticeable visually; vibrant colors draw my attention. Put U.S. Census Bureau onto the ACS envelope. I’d be more likely to do it if I see that it is associated with the census. Somehow let people know this is related to the census. They are not familiar with the name of this survey—they won’t respond to the name.”

Fifteen respondents said that if they received these envelopes in the mail, they would open both. Four admitted that they would only open the census envelope.

The respondents differed on how likely they would be to send back the ACS form if it were received at home. Ten said they would be very or somewhat likely to send it in, while four said they would be not likely or somewhat unlikely to mail it in. Thus, 71% said they would be likely to submit the ACS form.

When asked how they felt about the green background on the ACS envelope, opinions were mixed. Seven said they liked it, four did not like it, and three said they were neutral, that the color would make no difference.

We then crosstabulated the respondents' feelings about the green color by their stated likelihood to send in the ACS if they received it in the mail. These results suggest that the respondents' feeling about the green color may be associated with their stated likelihood to respond. All but one of the six who liked the green said they would be somewhat or very likely to send in the form; the last one would be unlikely to do so. All four who were neutral about the green said they would be likely to complete and submit it. In contrast, just one of the four who did not like the green said that he would be likely to send in the form; the other three said they would be not likely or somewhat unlikely to mail it in.

Some respondents were not shy about expressing their opinions about the green color. One said that it was "friendlier" than the black-and-white census envelope. Another said, "Governmental things don't put color on it. I'm not inclined to see color and believe our government is doing it." A third opined that the ACS gave "more of a feel of consumer surveys that I don't have to do." Another said,

"[The ACS] looks, I don't know, cheap or something, like you might be getting some kind of come on in the mail from some hucksters... You may have already won 10 million dollars! It's got that kind of feel to it, you know?" A fifth broke out in song, "Money, money, money, MON-ey!"

Lack of respondent familiarity with the ACS became apparent in our testing. Without any probe by us, seven of nineteen respondents spontaneously said that they did not recognize the ACS. In the words of one, "The ACS doesn't ring a bell."

Another said, "It could be someone trying to make money off the survey, not really from the Department of Commerce." In the same vein, another advised, "Somehow let people know this is related to the census. They are not familiar with the name of this survey—they don't respond to the name."

In summary, Phase 1 testing revealed mixed results for the ACS and the envelopes. A sizeable proportion of respondents were not familiar with the ACS and some expressed hesitation about the legitimacy of the survey. This lack of familiarity with the ACS may affect response rates if respondents do not see the legitimacy and importance of this government survey and discard it. Four of our 19 respondents said they would open the census, but not the ACS envelope. Four were unlikely to mail it back. A plurality thought the ACS envelopes were more noticeable but less official than the census envelopes. There were also mixed reactions to the green color on the envelope. While most cognitive respondents liked the green or were neutral, some did not like it. Some

associated it with junk mail. We found that respondents' feelings about the green color seemed linked to their stated likelihood to send in the ACS if they received it at home.

These results suggested that the approach of de-emphasizing the link to the census on the envelope may not have been the best approach, given that the ACS is still relatively unknown. Based on these findings, we suggested and the other working group members agreed that we needed to revise the envelopes and conduct another round of cognitive testing. The Working Group decided to forge a more explicit link between the ACS and the Census Bureau on the envelope to increase the legitimacy and importance of the ACS without mentioning the census *per se*.

For Phase 2, we modified the green text box on the envelopes to include the words "U.S. Census Bureau" above the words "THE American Community Survey" (Figures 5 and 6). The wording in the letters remained the same. We printed the new envelopes and found that the printed green color inadvertently appeared less dense and more subdued than the green on the Phase 1 envelopes. We added a debriefing question on whether or not the inclusion of the words "U.S. Census Bureau" above "the American Community Survey" in the text box would affect respondents' likelihood to open the envelope. We then conducted the second round of cognitive interviews with ten respondents in Spring, 2009.

## 6. Phase 2 Results

In Phase 2, we asked respondents to do the same comparisons of the census and revised ACS envelopes in terms of noticeability in an incoming stack of mail, "officialness," and likelihood to send in their completed forms. As in Phase 1, we asked for their feelings about the green color on the envelope.

The respondents in Phase 2 balanced somewhat more evenly than those in Phase 1 in terms of whether they thought the census or ACS form were more noticeable or not. Four said the ACS was more noticeable while two indicated the census form was more noticeable. Four thought there was no difference in noticeability. The more subdued color of the green in the text box may have been a factor. Here are contrasting opinions:

"Color is always more noticeable when you are going through the mail. Actually your mind kind of works that way as well. You can remember it has a green color on it. It lends itself to be less important with this coloration, to me."

"I don't think there would be much difference, because both are from the Census Bureau. I think the one with the bold letters [census] is quite noticeable. The other one is too, but...I would pay more attention to the [census] one than the [ACS] one, but both are noticeable...The [ACS] has the green, but of course you look at the 'American Community Survey' and try to figure out what this is."

In Phase 2, seven of the ten chose the census envelope as the more official of the two, while three chose the ACS envelope. Three volunteered that the boldness and size of the census logo contributed to "officialness"; some suggested enlarging and bolding the ACS text. Contrasting opinions are shown in these two quotes:

"The Census is very official, with Census 2010 in bold, boldness in the heading part. Census, not a survey. The ACS is a survey, maybe green, heading lacking boldness, plain."



“I saw US Census Bureau and required by law. This is even more official. The Census Bureau is highlighted by a green background. This tells you right away this is government correspondence. Everything tells you this is from the government.”

Compared to the Phase 1 results where just one of nineteen said the ACS looked more official and four indicated no difference, this increase in the number of Phase 2 respondents saying the ACS is more official seems to suggest that our revisions to link the ACS with the Census Bureau in the text box has improved the envelope’s “officialness,” at least for some. We also have a hunch that the more subdued green color in the text boxes in Phase 2 as compared to Phase 1 may also have been a factor. However, our small sample is non-random so we do not know for sure.

Nine of the Phase 2 respondents indicated they would be likely to complete and mail in their ACS forms if they received them in the mail, with just one saying she would be unlikely or somewhat unlikely to do so. Most said one envelope or the other would not affect their likeliness to complete the form; thickness and the closeness in time of arrival of the two forms in the mail would be more important.

In terms of the green color, six respondents liked it, one did not, and three were neutral. Two of them associated green with the government, with one saying “there is something green governmenty about this envelope.” Another said,

“The Census form is plain generic, with white background and black print. The ACS is more commercial/maybe nonprofit—like an ad of some sort to maybe reduce your mortgage. Maybe it’s the green. I do like the green, but it reminds me...of an ad or the things you receive...pretend(ing) it’s from the government but it’s not.

All of the Phase 2 respondents told us they would be likely to open both the census and ACS envelopes.

In Phase 2, when we compared the respondents’ feelings about the green color with their stated likeliness to send in an ACS form if it arrived at their home, we found that all but one of those who liked the green or were neutral were likely to send in the ACS. The one person who did not like the green nonetheless said that she would be likely to mail it in.

We conclude from these results that the Phase 2 modification of linking the “US Census Bureau” with “the American Community Survey” in the green box was successful. It appeared to improve the likeliness that the ACS envelope will be opened.

Anticipating we might get this outcome, we included one additional probe in the Phase 2 debriefing. We had respondents look at the green text box and asked how likely they would be to send the form in if the words “US Census Bureau” were absent from the box. Five of the ten told us they would be less likely to open the ACS envelopes if the agency name was not in the box. In the words of one,

“I’m not familiar with the ACS name; I would probably discard it without opening it. I don’t know that I have a desire to participate in the ACS. Without “US Census Bureau above it, I don’t know if I would do it.”

Finally, in both phases, we asked respondents whether they thought it would be more effective to have a third color on the envelope or to use just black and white or if there would be no difference. In Phase 1, six respondents thought adding a third color would be more effective, while five preferred black and white and three said it would not matter.

In Phase 2, four said a third color would be more effective, but three said it would be less effective and three said it would make no difference. Thus, while opinions were mixed, the majority of respondents in both phases thought color either would not help or would not make a difference.

## **7. Conclusions and Next Steps**

Our findings suggest that the green box enclosing “US Census Bureau” and “THE American Community Survey” made the ACS envelopes noticeable and helped respondents distinguish the ACS envelopes from the census envelopes, which could be important when ACS sample households receive both sets of mailings in 2010. The link to the Census Bureau did seem to increase the legitimacy and authority of the ACS for at least some respondents.

There were mixed opinions about the use of the green color on the envelopes, with some respondents saying they thought the envelopes were not as official with the green. However, the ACS questionnaire package envelopes do also carry the mandatory message in a second green text box and that may counterbalance potential effects from the color. Our cognitive testing suggests that these formatting changes appeared to increase the likelihood that respondents would open the ACS envelope and mail in the completed questionnaire. It should be noted that our cognitive testing was done with small non-random samples that are not representative of any larger population.

A sizeable number of respondents mentioned the boldness, size, “catchiness” and appearance of the Census logo, suggesting that enlarging and bolding the ACS text box could improve the ACS envelopes. Based on these results, we enlarged the font and text box in the final version of the 2010 ACS envelopes, and moved the “Equal Employment Opportunity message from the top center to the left under the address (see Figure 7 for the final ACS Questionnaire envelope with green color for 2010).

We presented these preliminary results at AAPOR and to our working group. Census Bureau managers were consulted and they suggested that the Bureau conduct a split-panel test of experimental ACS mailings with color and no-color text messages on envelopes with the current control ACS envelopes within the actual 2010 ACS production panels from January through November during the balance of the calendar year. That proposal was approved; in 2010 a sample of 10,000-15,000 ACS households each month will receive the ACS envelopes with the green color. Due to the mixed reactions of respondents to the green color in this testing, the majority of the ACS envelopes sent out during the peak Census period will have the same text boxes, but with no green (see Figure 8). The split-panel test will allow us to compare the response rates and survey costs of the experimental mailings with green and/or plain black and white message boxes to those mailings with the current ACS envelopes. The test will also permit us to assess whether the experimental versions do a better job in maintaining, or at least mitigating the potential decline of, ACS response rates during Census 2010.

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Figure 1: Census 2010 Prenotice Envelope

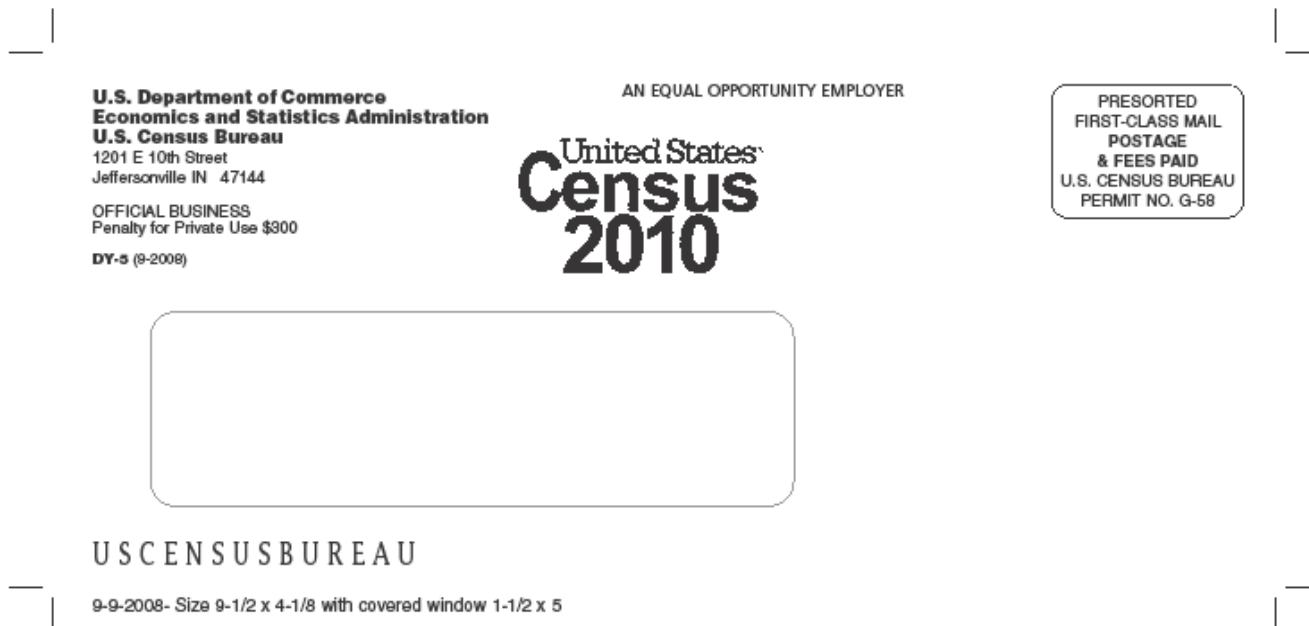
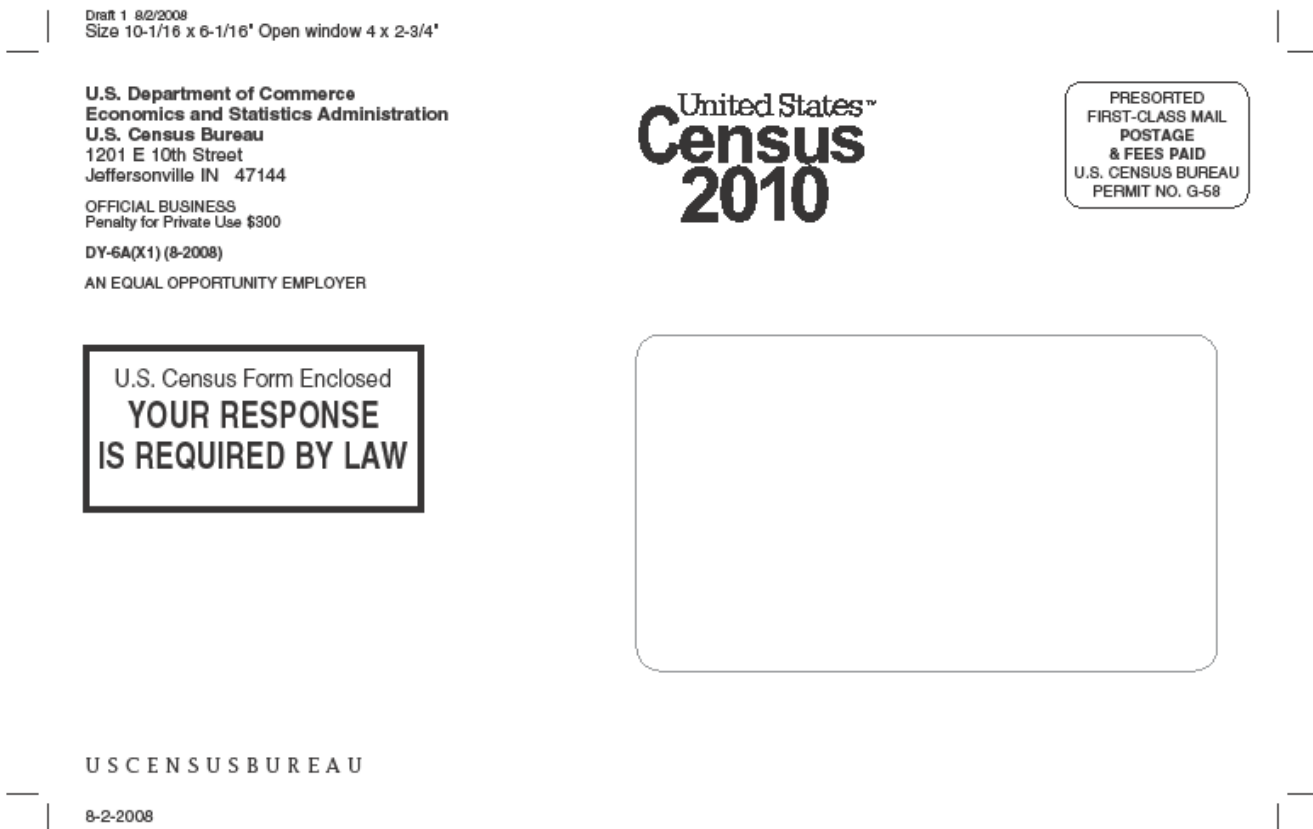


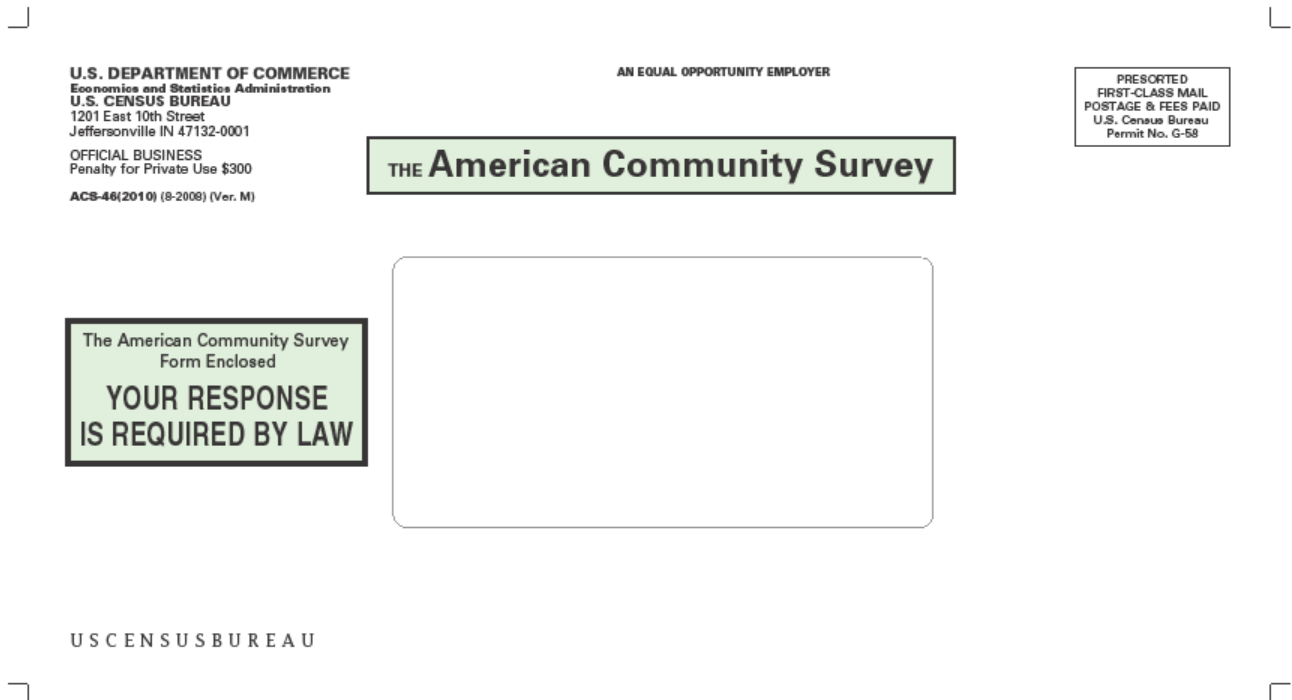
Figure 2: Census 2010 Questionnaire Package Envelope



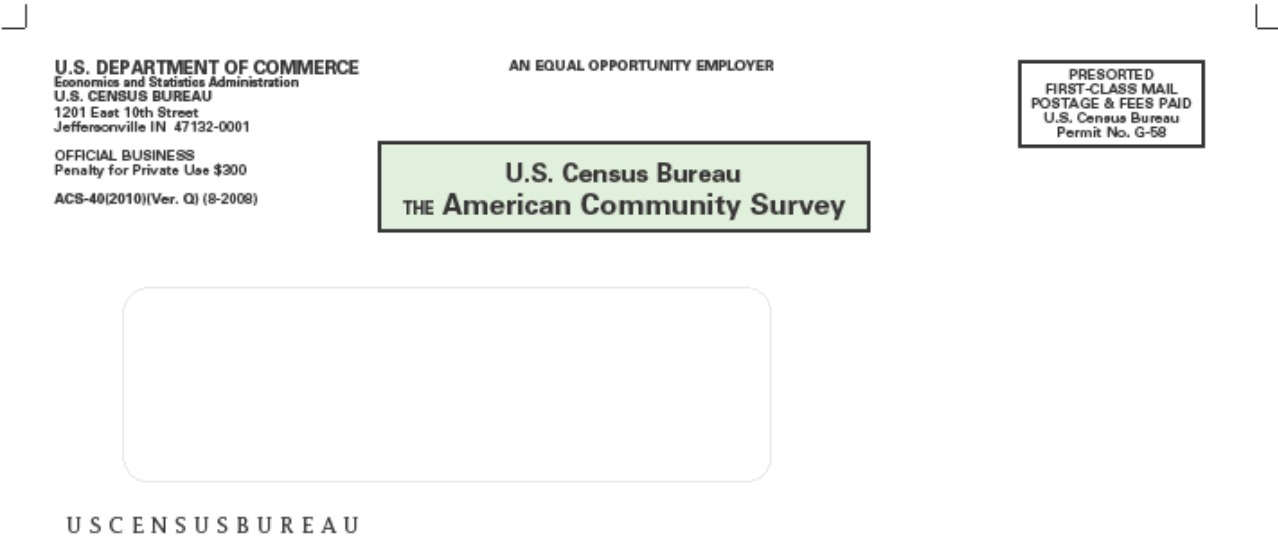
**Figure 3: Phase 1 ACS Prenotice Envelope with green box, no explicit link to Census**



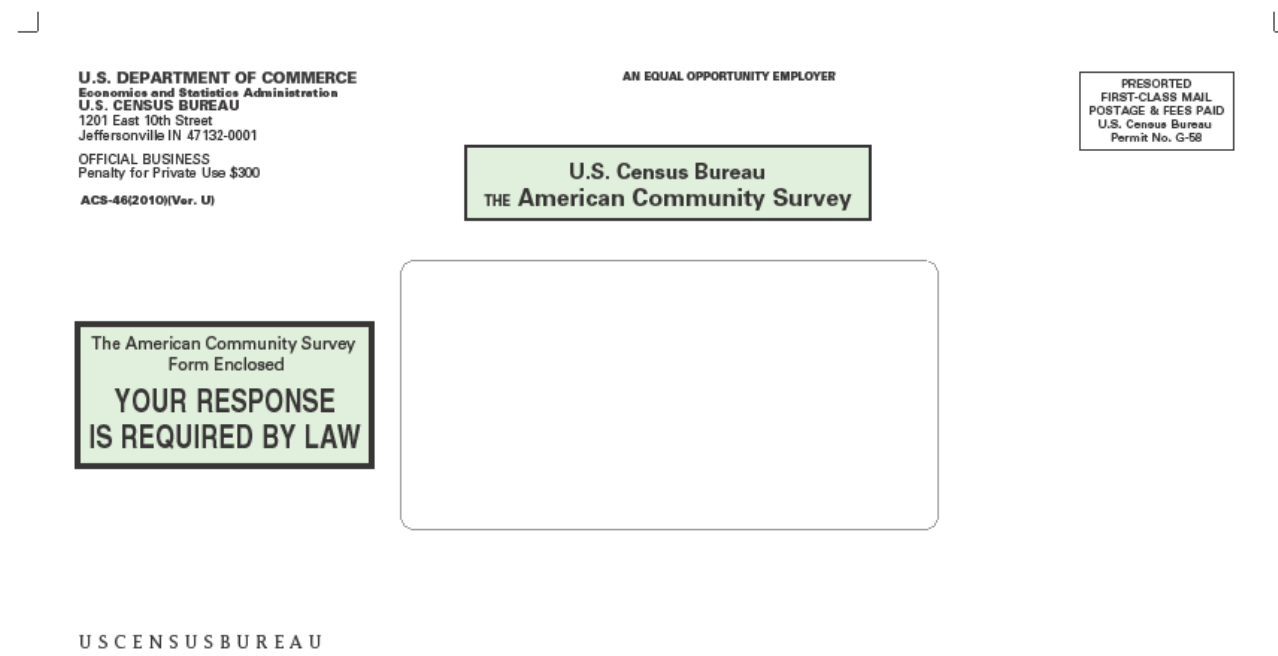
**Figure 4: Phase 1 ACS Questionnaire Envelope: Green box, no clear link to Census**



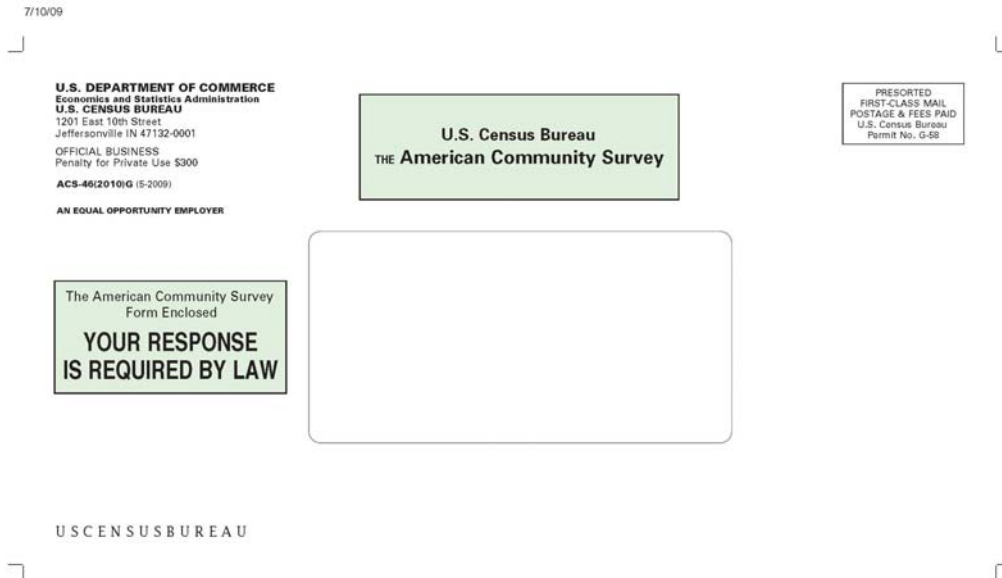
**Figure 5: Phase 2 ACS Prenotice Envelope: Add “U.S. Census Bureau” to Green Box to Explicitly Link the ACS to the Census Bureau**



**Figure 6: Phase 2 ACS Questionnaire Package Envelope: Add “U.S. Census Bureau” to Green Box to Clearly Link the ACS to the Census Bureau**



**Figure 7: Final ACS Questionnaire Package Envelope with color for 2010 test**



**Figure 8: Final ACS Questionnaire Package Envelope without color for 2010 test**

