Improving Response to the American Community Survey (ACS)

For

National Academies

Workshop on Respondent Burden in the American Community Survey

March 8, 2016

By

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Some background

- I want to congratulate the Census
 Bureau on the multiple 2015 tests that
 I learned about last week; they are well done.
- I also believe <u>more</u> can be done to improve ACS self-administered response rates, and this is the focus of my comments.

Important Background: Why do people respond to Census self-administered surveys

(Dillman, 2000, Mail and Internet Surveys, pp.298-313)

- In the 1990's 16 factors were tested experimentally in an effort to improve <u>mail-back</u> response rates to Decennial Census forms.
- Only five of these factors significantly improved response rates.
 - 1. Respondent-friendly visual design
 - 2. Pre-notice letter
 - 3. Postcard thank-you reminder
 - 4. Replacement questionnaire
 - 5. Prominent disclosure on envelope (U.S. Census Form Enclosed: Your Response is required by law)
- Findings on the first four techniques were consistent with non-Census research. The "required by law" effect was Census-specific (and came from business survey research).
- Multiple contacts produced biggest effect, ~58%. The mandatory response notice added only modestly (9 percentage points) to this amount in non-census year tests.

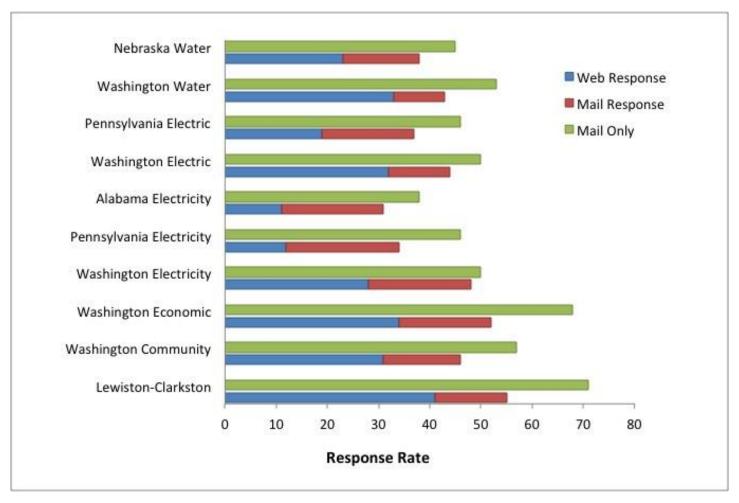
Where the "response process" breaks down

- A 1991 survey showed some people did not respond to 1990 Decennial Census because:
 - They did not remember receiving the Census form.
 - They received it, but did not open it.
 - They opened it, but did not start to fill it out.
 - They started to fill it out but did not finish.
 - They completed the form, but did not send it back.
- The strength of multiple contacts is that each is an opportunity to get people to start and/or finish responding, but each contact needs to 1) be seen, 2) be processed and 3) add value.

Sponsorship and the "web-push" challenge

- Census Bureau "government" sponsorship is probably <u>the most</u>
 <u>desirable sponsorship</u> possible for obtaining high response rates.
 Census Bureau has credibility that other organizations and agencies lack.
- Obtaining response to a web-push methodology (request web response, and offer mail later) is more difficult than getting responses to only a mail-out mail-back procedure.
 - Research evidence: Ten University sponsored tests in multiple states produced mean response rates of 43% for a web-push methodology vs. 53% for a mail-out, mail-back approach.
 - The reason for lower response is that switching from one medium of communication (mail contact) to web response. requires special effort.

Response rates for 10 statewide web-push (mean, 43%, with 62% over the web) vs. mail out/mail back (mean, 53%) surveys, 2007-2012 (Dillman, Smyth and Christian, 2014, Chapter 11).



What makes a communication sequence effective?

- Designing <u>all</u> visible aspects of <u>mail contacts</u> in mutually supportive ways.
 - Outside appearance of envelope or card—size, shape, print.
 - The message (letter) requesting a response.
 - Enclosures.
 - The Census form cover pages.
 - The actual questions.
- Factors that work against individual effectiveness of contacts
 - Keeping the same outside appearance of most mailings.
 - Repeating the same content over an over so new information and appeals
 - cannot be added.
 - Gratuitous enclosures that are not relevant to most people who will respond.
 - Failure to convey the importance of each household's response.
 - Failure to utilize new opportunities/places for effective persuasion in later contacts.
 - Goal is to avoid <u>sameness</u> of arguments and letting each contact become unfocused (too many disparate enclosures).

The current implementation package has five contacts

- a. envelope, b. frequently asked questions,
 c. instruction card for logging in, d. multi-language
 brochure, e. message from the director.
- 2 a. envelope, b. message from the director.
- a. envelope, b. frequently asked questions (repeat), c. 16 page Instruction booklet, d. card for log-in, e. message from the director, f. paper questionnaire, g. return envelope.
- 4. Reminder postcard (small).
- Large postcard

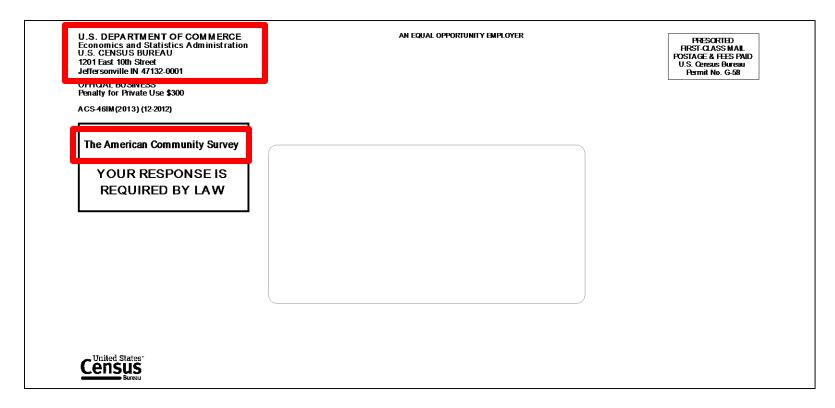
I propose removing or change certain these elements in the five Census contacts

- a. envelope, b. frequently asked questions, c. instruction card for logging in, d. multi-language brochure, e. message from the director. ADD: How your responses help America.
- a. envelope, b. message from the director.
- a. envelope, b. frequently asked questions (repeat), c. 16 page Instruction booklet, d. card for log-in, e. message from the director, f. paper questionnaire, g. return envelope. ADD: How your responses help America
- 4. Small reminder postcard.
- 5. Large postcard Replace with letter

Contact 1. Remove elements that interfere with focus and add "How Your Responses Help America"

- Change, "American Community Survey" to "U.S. Census Form is Enclosed" to get envelope opened.
- Remove language enclosure from mailing. English and Spanish sections are wrong ("In a few days you will receive an American Community Survey...") and this efforts needs to be integrated into letter.)
- Remove Frequently Asked Questions brochure. It's partially redundant and points can be better conveyed in letter. Also, some parts, "e.g. helping your community to establish goals..." is probably not credible to most people.
- Replace the two enclosures with "How Your Responses Help America". It gives concrete examples of why the ACS is important.
- Eliminate web card and put log-in information into the letter
- Rewrite letter to make it culturally consistent with being a request to which the recipient is required to respond.

Envelope Less likely to be opened because ACS not well known; previously tested as U.S. Census form enclosed; Census Bureau deemphasized to lesser known entity, and seems to be located in Jeffersonville



Frequently asked questions does not add much value; Graphics inconsistent with multi-language brochure.



E manufacturação para sufficiente ou communidade faulle são compa sépara de 1-127-420-1421.

Frequently Asked Questions

What is the American Community Server?

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Where can I find more information about the American Community Server or net artistance

Too Buy ship our Belt site consequents or or not 1 400-104-2271 Myon word analytican or Bowinfo floring.

Also <u>Delete multi-language</u> brochure. Can this be explained in the letter? Some wording now seems inaccurate.

The U.S. Census Bureau is conduct the American Community Survey

In a few days you will receive an American Community Survey questionnaire in the mail. Because you are living in the United States, you are required by law to respond to this survey. If you have question about the form, please call us toll-fit at 1.800.354.2721.

What is the American Commu Survey?

The American Community Survey is an important survey conducted by the Census Bureau. It is designed to give communities current information about its people and housing. In order to make well-informed decisions, a community needs accurate and reliable information. By responding to this survey, you are helping your community to get this kind of information.

Will my answers to this survey be kept confidential?

Yes. All of the information the Census Bureau collects for this survey about you and your household is confidential by law (Title 13, United States Code).

La Oficina del Censo de los Estados Unidos está realizando la Encuesta sobre la Comunidad Estadounidense

En unos días, recibirá por correo un cuestionario de la fixuesta sobre la sel Comunidad Estadounidense. Como usta staviendo en los Estados Unidos, la ley exige que usted responda a esta encuesta. Si tiene pregunaras sobre el cuestionario, sobre di cuestionario, con uno de nuestros empleados que había español. La liamada es gratis. El empleado podrá contestar sus preguntas o usted podrá completar la encuesta por teléfono.

¿Qué es la Encuesta sobre la Comunidad Estadounidense?

La Encuesta sobre la Comunidad Estadounidence es una encuesta importante realizada por la Oficia del Censo de los Estados Unidos. Está diseñada para brindar información actual a las comunidades sobre las personas y las viviendas. Para poder tomar buenas decisiones, una comunidad necesita información precisa y conflable. Al responder a estados de la comunidada de la comunidada de la comunidada de está ayudando a su comunidada de la comunidada de

¿Serán confidenciales mis respuestas a esta encuesta?

Así es. Toda información que la Oficina del Censo de los Estados Unidos obtenga durante esta encuesta sobre usted y su vivienda es confidencial según la ley (Titulo 13, Código de los Estados Unidos).



会保密。根据法律的规定(美国法典等 13章),对于这次问签调查收集的有关 您个人和住户的信息,人口普查局都必须 保密。

Văn phông Thống kê Dân số Hoa Kỳ đang thực hiện cuộc Khảo sát Công đồng tại Mỹ.

Trong một vài ngày nữa quý vị sẽ nhận được bàn chủ bài Khio sát Công đồng tại Mỹ qua thời Lu. Vị dụ vị dang sống ở Hoa Kỳ, nên buất bái bước quy vị phát trá lời cuốc khảo sát này. Mêu quý vị có thác mắc về màu đón, xin gọi chúng từ theo số điện thoại mắn gắt 1-877-221-9498. Bản chu bởi khảo sát nội có bằng tuống có bằng thống có bằng tuống có bằng có bằng tuống có bằng tuống có bằng tuống có bằng có b

Cuộc Khảo sát Cộng đồng tại Mỹ là gi?

Cuộc Khảo sát Cộng đồng tại Mỹ là một cách khảo sát quan trong được Văn phòng Thống kê Dân số Hoa Kỳ thượ hiện. Nó được thiến kế để củng cấp cho công đồng thống tín hiện tướ bề ngườc đần, với nhỏ cón. Nhằm có được những quyết định thức thời có Mi Lữ trư thếp cho những nhỏ của của công đồng quy Vị, những thống tia cầu được chím khảo về đồng tin cậy. Đầng cóch tia liệt cuộc khảo sát nhị, quý vị dang qián cóng đồng minh Mỹ duộc loá thông tin nhệy dong đồng minh Mỹ duộc loá thông tin nhệy

Liệu các câu trả lời khảo cát của tôi có được giữ bị mặt không?

Có. Tất cả thông tin mà Văn phòng Thống kê Dân số Hoa Kỳ thu thập cho cuộc khảo sát này về quý vị và người nhà đều được giữ bí mặt theo luật. (Thêu đề 13, Bô Luật Hoa Kỳ).

Биро переписи изселения проводит Аниетирование населения США по месту житопъства

Через восможаю, дней Вы получент из вочеших у Англијо ознаке на сипенки США по и США, Вы обезнаке и сомическите с в США, Вы обезнаке и сомическите с закомна для отчети на кограси данного инстранция. Англет состажент и часки на английским съзнак. Положите на беспактивер и намеря 1-646-22-227, в Вам отчетите урусскитемренций согруших. Вы совмете инструтите отчета на Зашта метроса и Вы

Что представляет собой Анкетирован населения США по месту эоптельства?

Авистиравание высекция США по месту автеньства – это заключите исследоватию, произвране Воро порежил високопих США. Ето цесть – обеспечить обществе изучаться выправления обращения выполнения выправления обращения обращения ризвений вы места инобизацию вынеть учетуро до реговереров этофровацию. Опечан из этофромации обращения с выправления образования выполнения сморте данных почетоть такить выбромация. Вы помесате сморте данных почетоть такить выбромация.

Будет ли съхранена конфициинальность мож отнетов?

Да. Соппасно маконодиральству (Раздис 13, Кодекс заяваное США) вся наформация о выс и выплек близких, собратные Вомую переписи настичных США в развих настивную неспециализь, акциется колфицентизациюй.

미국 인구조사국에서는 미국 지역사회조사를 실시하고 있습니다.

이렇 만으로 마국 지역사회조사 설문지를 우편으로 반으실 것 입니다. 미국에 사시는 모든 분은 앱에 의해 이 설문에 응답하셔야 합니다. 설문지는 영어로만 되어있습니다. 참파다로 설문을 작성하고 설소시기나 절문에 있으시면, 무료전화 1-800-772-6728 로 전화를 주십시오. 콘국어 답답적임과 통화하실 수 있습니다.

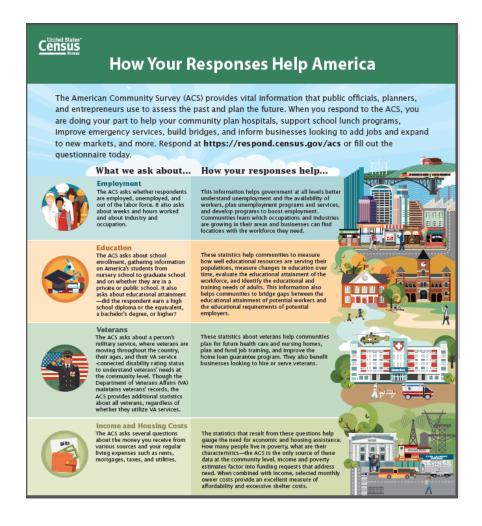
미국 지역사회조사란 무엇인가요?

이국 지역시회조사는 미국 인구조사국에서 사용하는 영요한 설턴조지입니다. 이 성요조사는 지역사회 주인들과 주역에 관한 최근 정보를 업무리고고 자체되었습니다. 지역사회가 집단에 기초는 합리적인 결점을 내리기 위해서 생륙하고 말을 수 있는 정보가 필요한다는, 가하의 설문으로 지역사회가 이런 정보를 수집하는 데 도움을 줍니다.

설문조사에 대한 당번은 보호됩니까?

그렇습니다. 이 설문조사를 통하여 미국 인구조사국이 일게 되는 귀하와 귀하의 가족에 관한 모든 정보는 법에 의하여 엄격히 보응됩니다(미 연방법 13장),

Replace with this much needed explanation for why the ACS is an important and mandatory survey.



Back side of How your responses help America



Pump-up Relevance and Content of the <u>cover</u> <u>letter</u>, so it no longer appears mass-produced

- Replace the salutation "A message from the Director,
 U.S. Census Bureau". With inside address (replacement
 for online card insert).
- Put date on the letter (culturally, targeted communications have dates).
- Add any essential information from removed brochures using backside of the letter if needed.
- Explain why people are required to respond and that the response applies to all persons living at this address.
- Tie justification of request to, How your responses help America.

Contact 2: Replace postcard with letter reminder (already done)

- This letter was tested and replaced pre-notice letter and reminder postcard after August 2015. (Reminder Postcard was a carryover from mail-only request. It could not provide name of survey and login information, so respondent was "pushed back" to first mail-out, thus increasing the "burden" of figuring out how to respond online.
- This change illustrates how web-push methods need different contacts than did a mail-only approach.
- <u>Internet response improved ~5 %,</u> total Internet + mail response ~3.5%.

Further Improvements?

- The new letter needs a number of text changes, but I could not develop those within today's time constraints.
- Replacing pre-notice and reminder card with a follow-up letter has potential cost savings is \$5-9 million.

Third Contact: Eliminate three of current enclosures

- Currently includes 7 pieces of paper.
 - a. envelope, b. frequently asked questions,
 - c. 16 page Instruction booklet, d. log-in card,
 - e. message from the director, f. paper questionnaire, g. return envelope.
- Results of Census experiment. Removal of instruction booklet and choice card had no significant effect on item or unit response rate or calls for assistance.
- Cost savings for excluding both is ~2.7% of total cost.

Eliminate the 18 page instruction guide from Contact 3

Census

Your Guide for

American Community Survey

This guide gives helpful information on completing your survey form. If you need more help, call 1–800–354–7271. The telephone call is free. After you have completed your survey form, please return it in the postage-paid envelope we have provided.

- It is a holdover from 1990
 Census that has changed little except for question specifics.
- It's inclusion does not improve response.
- A non significant improvement in item response could be helped by new form cover page
- This guide is not used with the online version of the ACS.

Web card can also be removed without negatively affecting response rates; shift content to the letter



American Community Survey

U.S. Department of Commerce | Economics and Statistics Administration

Two Ways to Complete the American Community Survey:



Option 1 – Go to https://respond.census.gov/acs to complete the survey online. IMPORTANT: You will need information from the address label on the enclosed questionnaire to log in.



Option 2 - Fill out the enclosed questionnaire and mail it back in the postage-paid envelope.

Please choose **ONLY** one way to respond. If you need help or have questions about the American Community Survey, call the toll-free number 1–800–354–7271.

Vea el otro lado para español.

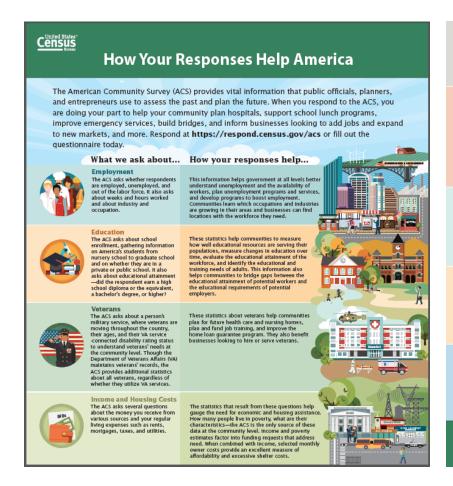
ACS-34RM (04/04/2013)

4

Other changes for Contact 3 are needed

- Add: "How Your Responses Help America."
 - Normally, <u>repetition</u> should be avoided. But, when changing modes of response, it is warranted if value is added.
- Redesign first page of the paper form to make it appealing, and communicate survey purpose.
- This mailing more likely than previous ones to be shared with other people in household; questionnaire cover gives more space for articulating why a response is important, in location that will do the most good.

Use as supporting enclosure for the newly drafted paper cover page





The ACS asks about your daily commute-where you go, how leave for work, and how long it takes-to understand where people are traveling during a normal day.

Precise information about your commuting patterns is crucial to planning improvements to roads and highways, developing transportation and services, and creating emergency response strategies.



Disability and Health Insurance

The ACS asks about a person's difficulty with specific daily living tasks: Do you have difficulty seeing or hearing? Do you have difficulty walking or cimbing stairs or in dressing

The ACS also asks whether people have health insurance, including type of health insurance for those who have health coverage plans.

disabilities. Businesses that serve this population may also seek areas that have a high demand for their services. From these statistics, we learn which groups

Communities use these statistics to plan services

public service accessibility for people with

such as transportation, employment programs, and

are at risk of experiencing limited health care access, poor health, and poor health outcomes.

Through your ACS responses, we learn about

rehabilitation loans, and other programs that help

people afford decent, safe, and sanitary housing.

communities eligible for housing assistance



Housing Characteristics The ACS asks questions about plumbing, kitchen facilities, and other housing features to help

identify areas with substandard housing. Questions about the size and age

Your responses help communities plan solutions. In places where disaster strikes, of housing also flag local problems like overcrowding these data are vital in planning recovery. health hazards, and congestion



Owners and Renters The ACS asks about whether

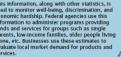
and the amount of monthly rent or how much the home and property are worth.

These statistics are used to analyze whether housing is affordable, protect owners and renters, and allocate and fund assistance programs. Governments use these statistics to understand changes in local housing markets, monitor affordability, qualify for assistance, and reduce the tax revenue losses from vacant or abandoned properties. Businesses use these data to design and market homes, and home goods.



This information, along with other statistics, is used to monitor well-being, discrimination, and economic hardship. Federal agencies use this information to administer programs providing funds and services for groups such as single parents, low-income families, older people living alone, etc. Businesses use these estimates to evaluate local market demand for products and

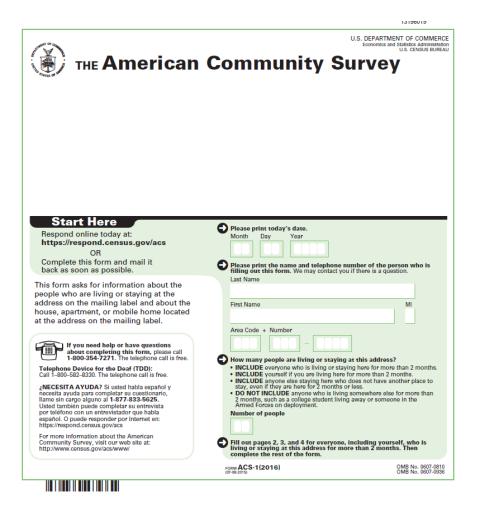








First page of the current paper ACS provides no reason for responding.



Proposed new first page for the ACS designed to engage recipients. Note secondary title, connection to "How Your Response Helps America", and additional explanation of reasons to respond.

(thanks to Thom Allen, Washington State University, for graciously drafting this concept)

THE AM	erican Community Survey	
Produc	ing quality of life statistics that communities in every state depend on	
	to assess their past and plan for the future.	
	Address Label	
Among the topics in this Census Bureau Survey	How it is done	
	Each month we survey several thousand randomly selected addresses in every region of the U.S. to learn how quality of life issues are changing in communities.	
Employment	The American Community Survey is one of only a few surveys for which all recipients are required to respond. The Census Bureau and its staff are also required by law to protect the confidentiality of responses, and no individual can be identified in the statistics produced from this survey. An explanation of the ACS is available at http://www.census.govacswww/	
Education	How to respond	
Veterans	We wrote to you earlier with a request to respond online. We are sending this paper questionnaire to all households that have not yet responded because we realize not everyone can or wants to respond over the Internet. If you would rather complete this survey online, please go to https://respond.census.gov/acs	
Income and Housing Costs	Let's get started	
	First, please print the name and telephone number of the person who is filling out this form. $ \\$	
Commuting	Last Name	
Disability and	First Name Middle Initial	
Health Insurance		
Housing Characteristics	Area Code + Number	
Owners and Renters	Next, tell us how many people are living or staying at this address.	
People and Relationships	Please include everyone who is living or staying here for more than 2 months, yourself if you are living here for more than 2 months and anyone else staying here who does not have another place to stay, even if they are here for 2 months or less.	
For more, see the information	But do not include anyone who is living somewhere else for more than 2 months, such as a college student living away or someone in the Armed Forces on deployment.	
sheet "How Your Responses Help America", included in this mailing.	Now, continue on the next page	_
	If you need help or have questions about completing this form, please call toll-free 1-800-354-7271. Telephone Device for the Deaf (TDD): Call 1-800-582-8330. The telephone call is free.	
U.S. DEPARTMENT OF COMMERCE Economics and Statistics	(NECESTIA AVUDA? Si usted habla español y necesita ayuda para completar su cuestionario, llame sin cargo alguno al 1-877-833-5652. Illated también puede completar su entresista por teléfono con un entresistador que habla español.	
Administration U.S. CENSUS BUREAU	Usted también puede completar su entrevista por teléfono con un entrevistador que habla español. O puede responder por Internet en: https://respond.census.gov/acs	

Give cover letter greater importance, and link to people living at this address

- Focus on getting people to respond by mail, but convey how having a copy of paper questionnaire may help in knowing questions to be asked.
- Eliminate paragraph on additional follow-up—save for next contact.
- Three paragraphs are virtually the same as an earlier letter, use them to provide new arguments.
- Add date and address at top of letter to personalize this mandatory request.

My goal is to get synergy among fewer, but stronger design elements



Contacts 4 and 5; Need to rethink these postcards, turning the 5th contact into a letter.

- The postcards are different sizes, but redundant visually and with regard to content.
- Similarity decreases likelihood of impact.
- Keep Contact 4 as postcard, but change Contact 5 to a letter.

The current 4th contact: Reminder Postcard

ACS-29(2015) (7-2015)



UNITED STATES DEPARTMENT OF COMMERCE Economics and Statistics Administration U.S. Census Bureau Washington, DC 20233-0001 OFFICE OF THE DIRECTOR

A message from the Director, U.S. Census Bureau . . .

Within the last few weeks, the U.S. Census Bureau sent you several requests to complete the American Community Survey. **Now is the time to complete the survey if you have not already done so.** Please complete the questionnaire and return it now OR go to https://respond.census.gov/acs to respond online.

Your response to this survey is required by U.S. law. If you do not respond, a Census Bureau interviewer may contact you to complete the survey. Local and national leaders use the information from this survey for planning schools, hospitals, roads, and other community needs.

If you need help completing the survey or have questions, please call our toll-free number (1–800–354–7271).

Thank you.

John H. Thompson

The current 5th Contact is also a postcard

ACS-23(2015) (7-2015)



A message from the Director, U.S. Census Bureau . . .

Within the last few weeks, the U.S. Census Bureau mailed an American Community Survey questionnaire package to your address. **You are required by U.S. law to respond to this survey.** The Census Bureau is required by U.S. law to keep your answers confidential. If you have already responded, thank you. If you have not, please complete the questionnaire and send it now, or complete the survey online now at https://respond.census.gov/acs.

Your response is critically important to your local community and to your country. If you do not respond, a Census Bureau interviewer may contact you by personal visit to complete the survey.

If you would like to complete the survey by telephone or need assistance, please call our toll-free number (1–800–354–7271).

Thank you.

John H. Thompson

4th contact stays as <u>postcard</u>, but appeal is refocused

- This is the first use of postcard in implementation sequence, so contrast is desirable.
- Research shows that one postcard helps bring in mail-back response, so make that the focus.
 Appeal of this postcard is towards those who kept paper questionnaire and have "predisposition" to return it.
- Leave out the emphasis on required by law, and "an enumerator will visit".

Change 5th contact to <u>letter</u>

- Use letter format to get contrast with 4th contact.
- Put mandatory requirement on outside of letter
- Focus letter on why response is required, and this being last contact prior to efforts to call by telephone or in-person.
- Emphasize online response (paper questionnaire less likely to still be available in household); letter format allows more detail about online response.

In summary

- I applaud the major tests the Census Bureau has made in the last year that have already improved their mail out strategy.
- However, I believe the five contacts now in use can be strengthened significantly to improve combined web/mail response rates (and reduce amount of telephone/in-person follow-up).
- These steps aimed at overcoming the "lower" response that seems inevitable when using a "web-push" instead of "mail-back only" methodology.
- <u>A major effort</u> needs to be invested in rewriting all of the letters so they become more persuasive, more likely to command attention, and mutually supportive with each other.

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