

## Preparations for 2011 Census Ian Farrow, Consultant

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### 1. Work areas which require further attention and risks associated with the ONS approach to the 2011 Census

#### Main areas for Preparation for 2011 for Better Enumeration

The ONS identified 5 areas which will be priorities for the 2011 Census, to improve on census accuracy as outlined below, with background information on past and future 2001 Census developments. ONS also aim to engage with LAs through forums such as SOLACE and CIPFA, in order to develop ways of championing the Census at the senior executive level and of encouraging LAs to actively engage in partnership working for 2011 Census. A strategic plan should be developed in LBS to address all these issue locally – as outline.

#### 1. Address Register Development

One of the major local problems in 2001 census around the country, was the use of out of date and incomplete address lists used by enumerators on the ground. This leads to areas not receiving census forms or enumeration backing up low response.

The ONS have identified the following areas for improvement.

- The identification of sub-premise addresses and different address types; commercial, communal
- Evaluating NLPG and OS Address products other sources of address intelligence

#### **Camden Experience – Informal Feedback**

**Address check** : ONS used Ordnance Survey's Master Map Layer 2 as the basis for its address list and supplemented it with a complete survey of the Census Test EDs. A team of address-checkers visited every address in each ED and checked for subdivision (flats). The results for Camden showed that address checking found approximately **6,000 more addresses**. Camden also supplied a complete address listing from our Local Land and Property Gazetteer (LLPG - which contains more detail than NLPG) to ONS for comparative purposes.

**Enumerator Record Books (ERB)**: in general use, okay, but a significant problem was found with duplicate addresses, i.e. same address appearing as Flat 1 *and* Flat A *and/or* Ground Floor Flat. Team Managers were surprised that the address check hadn't ironed this out.

#### **LBS Actions –**

It is recommended that an action plan will be drawn up around this areas which will include - quality assurance of current data, planned updating of information up until 2011

with any risks, ensuring that enumerators have the most address accurate lists available to them, (paying particular attention to HMO's) whilst remaining within data protection frameworks. LBS might also help with good quality local maps.

## 2. Enumeration Intelligence

The ONS are fully aware that some parts of the Country are more difficult to enumerate than other and have split England and Wales into 5 categories – as below:

- 60% of areas are category 1, the easiest
- 20% category 2
- 10% category 3
- 8% category 4
- 2% category 5, the hardest

The categorisation is needed for the ONS to target resources where they are needed most. Research suggests that areas become harder to enumerate with increasing numbers of young adults, non-standard housing, ethnicity –all Black, Asian or Chinese households, private rental, other rental and low income. It should be noted that in 2001 'Hard to Count areas' were identified by the ONS but the differential in resource distribution was insufficient (possible because of enumerator recruitment and training issues).

Field Managers (who manage local enumeration teams) , will be provided with "**Local Area Profiles**" that will provide information to help managers do their jobs, and manage their team more efficiently, inform better allocation of staff to areas, provide information on where different strategies may be appropriate. Area profiles would contain the following types of information: structural / building change, sites associated with mobile accommodation, access issues, health & Safety concerns, ethnic communities (language service provision), high levels of second residences, student accommodation, single person households, electoral registration take up

Before 2011 ONS will need to produce a series of key-outputs including - a model for non-response (using the factors previously mentioned, the enumeration targeting categorisation, expected postal return profiles, expected internet return profiles, calling strategy research and area profiles for field force managers

**LBS Actions** - It is recommended that LBS liaise with the ONS to determine what elements of the "**Local Area Profiles**" can be provided by the Council, which add value to the information already provided by the ONS to their field managers.

## 3. Community Liaison

Nationally ONS have met with key organisations representing specific population groups such as older people, disabled people, ethnic minority and faith groups, to develop a strategy for community liaison. Clearly there is also a role for LAs in working on community liaison as they will have extensive local contacts which could be shared with Census field managers.

For the Census Test LAs were asked to prepare a list of local contacts for the key organisation identified by ONS and to add others that they think would be helpful. ONS

## Camden Experience – Informal Feedback

### Building Key Community contacts

Camden Council's list of community organisations is extensive and its strength lies in that it is frequently updated. However, the sheer number of potential contacts was daunting. The lesson learned from the Census Test is that time needs to be spent on identifying key contacts, whether they be people, organisations or facilities (community centres) in order to be able concentrate our efforts to contacting the hardest to reach people.

may be able to provide an initial list sourced from national organisations for LAs to QA and expand as necessary.

LAs were asked to arrange for the Test Area Manager to give presentations at Local Strategic Partnership meetings or other relevant local network forums. ONS established contacts with local community groups and drop-in centres for particular community groups and Citizens Advice Bureaux.

LAs will identify existing forums such as Neighbourhood Committees for developing community networks.

As part of its Language Strategy, ONS will undertake further research into the range of languages for which it may be necessary to have translations of census documentation.

**LBS Actions** - It is recommended initially that the Council should work to identify key community contacts in order that we may be able to channel publicity and to foster understanding of the needs and uses of the Census. This will assist the Council in its goal to improve falling levels of *enumeration and foster higher levels of inclusion*.

## 4. Recruitment & Logistics

In 2001 Census, several local authorities were flexible in providing time off for staff to act as census field officers. Recruitment for the 2009 Test is being outsourced, and thus LA staff will be required to apply for field staff posts through the appointed agency channels, but the procured suppliers are being asked to prioritise their recruitment from among LA applicants wherever possible.

Also, LAs may be able to provide either office accommodation from which local managers can train field staff and direct operations, and/or storage space for local supplies of materials and equipment

LAs may be encouraged to offer staff to be seconded to ONS for the purposes of taking up senior field management posts as a further means of strengthening the working relationship between ONS and Local Authorities.

## Camden Experience – Informal Feedback

### Recruitment and Logistics

***It is recommended*** that ONS carry forward the idea of using a locally sourced Census Area Manager to the to the Census Rehearsal in order to ascertain the benefits of having in place a Census Area Manager who has detailed local knowledge prior to appointment.

**LBS Actions** – It is recommended that LBS consider the HR implications of supporting the 2011 census with staff from possibly Census Area Managers down to Field Managers and Enumerators and formulate a clear policy.

It is further recommended that LBS consider how it could best assist ONS in terms of a base.

## 5. Publicity

The ONS will need to publicise the Census, its purpose, its use of personal data and the benefits of taking part.

During the 2001 Census, some LAs established their own census advice lines. ONS will seek, in particular, to work with LAs on developing these channels for the 2011 Census and to ensure that the messages that they give out are synchronised and harmonised with changing events within the national enumeration programme.

The simplest approach might be to ask LAs to pass on all public enquiries about the Census directly to the central Census Contact Centre, which ONS will endeavour to ensure will have a greater capacity to deal with calls than was the case in 2001 and where consistent and updated messages and information will be available. But LAs will also need to be aware of these messages so that, as a contingency, they may offer more direct local support as and when necessary.

The ONS also develop scripts for public messages for Local Authorities and give LA contact centres access.

**LBS Actions:** It is recommended that LBS works with ONS Census publicity to identify local opportunities – e.g. around potential local media outlets; Local press and radio, LA newsletters/circulars, Community newsletters, and other media to improve census response rates.

A local government communications forum will be set up with a first meeting in January 2009 organised by ONS and LGA. LBS should make sure a lead communications officer is put forward to this group.

### Timeline

Date	Event
July 2008	2006 Sub-national population projections
21 August	ONS release mid 2007 population estimates, International migration 2006-7, interregional migration Dec 2007, 2006 MYE?, Asylum, A8A2 Q2 2008, NiNo Q1 2008 and 2007/8, LFS foreign nationals in employment, Quarterly assessment of SNPP, NHS Flag 4 2006/7
September 2008	Publication of further set of Short Term Migration data
September 2008	Consultation ends on the UK Statistics Authority Code of Practice for Official Statistics
September 2008	Census User consultation on proposed UK Statistical Disclosure Control methods

<b>October 2008</b>	(Central Local Information Partnership) CLIP population sub group meeting
<b>October 2008</b>	White Paper government proposals for the next census. What topics are proposed for inclusion in the next census questionnaire and why, - will give notice of major changes in methodology or policy (postal v. enumeration)
<b>November 2008</b>	CLIP census sub group ONS release feasibility paper on short-term migrants figures at an LA level. ONS release: International migration 2007 first release, Interregional migration March 2008, Asylum Q3 2008, A8/A2 Q3 2008, NiNo Q2 2008, Interim 2005-7 lifetables, LFS foreign nationals in employment
<b>January 2009</b>	UK Statistical Disclosure Control agreement and sign-off of Statistical Disclosure Control methods for 2011 Census outputs by ONS
<b>March 2009</b>	Census test in Slough
<b>August 2009</b>	ONS publish Mid Year Estimates 2008 – may incorporate IMPS revisions
<b>September 2009</b>	ONS publish 2007-based Population projections – may incorporate IMPS revisions.
<b>October 2009</b>	Census dress rehearsal' will take place on 11th October 2009 in Ynys Môn, Lancaster and Newham.
<b>November 2009</b>	Census order laid before parliament for approval by February 2010. The order will detail the date of the census, who is to be included, the persons responsible for making a return, and the information to be collected.
<b>February 2010</b>	Approval of census order
<b>27 March 2011</b>	<b>2011 Census</b>

### Summary of actions

	<b>Issue</b>	<b>Risk</b>	<b>Potential Impact</b>	<b>Mitigating Action</b>
1	Inaccurate Address Lists	Enumerators are given out of date and incomplete address lists as in 2001.	Not all residential properties identified or receive census forms leading to undercounts.	In December 2008 the ONS will begin address matching the Royal Mail, Ordnance Survey and National Land and Property Gazetteer address lists. In 2009 this list will be passed to LBS, and it will be the responsibility of LBS to determine accurate addresses for unmatched properties.
2	Local Knowledge	That ONS enumerators are	Not all residents receive census	a. Support ONS staff with " <b>Local Area</b>

		not given enough local knowledge to overcome enumeration obstacles. e.g. community clusters, 'sheds with beds'.	forms and/or follow up visits are not targeted as effectively as they might be leading to undercounts.	<p><b>Profiles" plus</b> practical input from front-line and street based staff.</p> <p>b. Identify specific areas of concern in LBS, not picked up in Census test or dress rehearsal which the ONS may be able research</p> <p>c. Identify and place a census manager with the council</p>
3	Census Scepticism	Reluctance of many community groups to participate because of suspicions or language problems.	Response rates low within certain community groups leads to undercounts.	LBS either with or without ONS to liaise with key community contacts that might alleviate suspicion / cultural issues re census and help boost return rates.
4	Recruitment	ONS recruitment and/or training of enumerators are inadequate.	Inadequate numbers or training may lead to poor returns leading to undercounts.	LBS to consider what support in terms of staff and training it could provide.
5	Publicity	Lack of publicity - Poor response to Census because residents are unaware it happening and its purpose.	Poor response rates leading to undercounts.	<p>a. Locally - LBS works with ONS Census publicity to identify local opportunities – e.g. around potential local media outlets; Local press and radio, LA newsletters/circulars, Community newsletters, and other media to improve census response rate</p> <p>b. LBS offers lead communications officer to join a local government communications steering group hosted by ONS and LGA</p>