



Advisory Group Paper AG (05) 02

**STRATEGY FOR DEVELOPMENT OF LA PARTNERSHIPS FOR 2011 CENSUS
ENUMERATION**

Introduction

This paper sets out the approach we intend to take to develop and test the strategies for working in partnership with Local Authorities in the conduct of the 2011 Census. The approach has already been discussed with the Census Local Authority Liaison Steering group, which has representatives from the Local Government Association, the Welsh Local Government Data Unit and a number of Local Authorities. More recently the paper has been discussed with officials from each of the 5 2007 Census Test Local Authorities – Bath & North East Somerset, Camden, Carmarthenshire, Liverpool and Stoke-on-Trent.

Action

Advisory Group members are asked to note the paper.

STRATEGY FOR DEVELOPMENT OF LA PARTNERSHIPS FOR 2011 CENSUS ENUMERATION

1. Background

It is clear that it will be mutually beneficial for Local Authorities (LAs) and the Office for National Statistics (ONS) to work in partnership in the conduct of the 2011 Census. ONS wish to benefit from LA resources and knowledge of their local areas to improve the enumeration process and LAs in turn will benefit from better census results.

Areas for partnership working include:

- Address Register development;
- Enumeration procedures;
- Targeting of delivery methods and follow-up resources;
- Community intelligence; and
- Publicity

The challenge for us now is how to turn these aspirations into a reality on the ground in 2011. Clear, well tested strategies for engagement are needed if we are to be successful. This document sets out the approach we intend to take to develop and test these strategies. The approach has already been discussed with the Census Local Authority Liaison Steering group, which has representatives from the Local Government Association, the Welsh Local Government Data Unit and a number of Local Authorities.

2. Proposed approach to developing LA partnerships

Our proposed approach to development of strategies for LA partnership working is to hold meetings with each 2007 Census Test LAs to think through the possibilities and generate ideas. ONS will then spend six months developing the ideas further, perhaps with meetings with individual test LAs, and bring draft strategies to a workshop in March 2006.

Following agreement of these strategies within ONS and further discussion with Census Advisory Groups, we would then try them out during the 2007 Census Test. Through evaluation with LAs after the test, they would be refined and again tested during the Census Rehearsal in 2009, leading to final strategies for the 2011 Census.

The following table describes the planned process in more detail.

Sep / Oct 05	Meetings with Census Liaison Managers (CLMs) at each 2007 Census Test LA and some members of the LA Liaison steering group to describe what we want to achieve in 2011 in the above 5 areas, and discuss practical ways of working with all LAs to achieve them.
Sep 05 - March 06	Six months' strategy development. ONS will take the ideas discussed at the meetings and turn them into proposals for how LA liaison in each area will work in practice. This may involve further discussions with individuals from test LAs, and other interested parties.
March 06	Workshop to discuss and improve strategies.
March 06 - June 06	Internal ONS approval of strategies and communication to census advisory groups etc.
June 06 - June 07	Implementation of partnership strategies during 2007 test.
June 07 - Dec 07	Evaluation of effectiveness of strategies during 2007 test.
Jan 08 - June 08	Revision and agreement of strategies.
June 08 - June 09	Implementation of partnership strategies during dress rehearsal.
June 09 - Dec 09	Evaluation of effectiveness of strategies during dress rehearsal; revision and agreement; increased communication to all LAs; appointment of Census Liaison Managers for 2011 Census.
June 09	2011 Census Area Managers appointed.
June 09 - June 11	Implementation of partnership strategies for 2011 Census and ongoing liaison with LAs

During this time we will also be meeting with Society of Local Authority Chief Executives (SOLACE) and Chartered Institute of Public Finance and Accountancy (CIPFA), to develop ways of encouraging LAs to actively engage in partnership working in 2011.

The remainder of this paper sets out in more detail what we want to achieve in the short term in order to develop strategies in the 5 areas identified.

3. Address register development

ODPM has announced the development of a National Spatial Address Infrastructure (NSAI) with a commitment to create a comprehensive data source covering all types of addresses/properties:

- all postal points/addresses;
- all households/dwellings at multi-occupied addresses;
- all communal establishments;
- all business addresses;
- all non-residential addresses;
- other objects (potentially useful for local events that are not address-based).

NSAI development will involve Local Authorities and it is hoped that pilot work by Ordnance Survey will include the areas selected for the 2007 Census Test. ONS will be looking at ways in which the census field operation can be used to both quality assure and improve the NSAI and are actively discussing with Ordnance Survey how to take this forward.

ONS and Local Authorities will want to be satisfied, in advance of any field operation, about the quality of the address lists being used for the census and the processes designed to improve them. We want to avoid having discussions about this aspect of quality after the operation. We need to know from Local Authorities what processes need to be in place to ensure agreement for 2007, 2009 and 2011.

As well as agreement in this area we also need to determine whether Local Authorities intelligence about addresses can be used in the Census. Data such as Council Tax discount, exemption and reduction data may be of use in supporting the enumeration. We need to establish what data Local Authorities have, whether they are willing and legally able to share it, and how this can practically be done.

4. Enumeration procedures

Differential delivery approach

The current working assumption is that there will be two delivery methods for Census questionnaires in 2011, one being post out, and the other being hand delivery through a traditional field force. If this model is adopted, the intention is that hand delivery would be at a lower volume (say 20 per cent) targeted at particular areas where the address register is considered inadequate and/or where the demographics of the population mean that response is likely to be lower and potentially positively impacted by personal contact at the point of delivery. This is in line with one of the key objectives of the Census, to reduce differential undercoverage.

The issues we are particularly keen to discuss with Local Authorities in the period of 2005/06 are:

- LA views on this approach in principle;
- the factors that LAs consider would be relevant to using post and hand delivery, such as the impact in different geographies (rural/urban) and with different population sub-groups;
- the information that LAs could share with us, to assist determining delivery methods and that information's format; and
- the appropriate level of geography at which to determine mode of delivery.

Assistance LAs can give to field staff/managers

ONS would like to provide census enumerators with information about the characteristics of their enumeration areas, drawing from Neighbourhood Statistics and other statistical sources. Enhancement of this information with local knowledge from LAs would be invaluable, in identifying, for example:

- areas of high population or residential property change;
- areas of high proportions of non-English speakers; and
- practical, health and safety issues, for example areas which may be dangerous to enumerate after dark;

For all of this ONS welcome an indication from LAs of the format, timeliness of this information and the best methods of sharing it with Census managers.

Guidance on how LAs might be able to assist the field operation by providing logistical/accommodation support are also welcome.

5. Targeting enumeration follow up

As a further means of addressing differential undercount we are proposing to employ follow-up staff in accordance with an assessment of likely response rates so that the ratio of staff to households will be higher in hard-to-count areas than in those areas that are easier to enumerate. During the follow-up we are considering moving staff between areas (firstly at a local level within a Census Manager's area, but potentially between Local Authority areas) in reaction to patterns of response between areas.

To tackle differential undercoverage we are also considering:

- deploying teams of peripatetic staff to assist in areas where response is especially slow; and
- commencing follow-up activity earlier in certain areas (for example, student areas) before we have direct evidence about response levels but where we expect to have difficulties in getting responses.

As with the differential approach to the delivery procedures above, ONS have been keen to get some initial thoughts from LAs on:

- the proposal in principal; and
- the information that LAs could provide to assist in assessing areas prior to enumeration (for example, on areas where LAs have difficulty in take up of initiatives and engaging with residents).

6. Community intelligence

Between now and December 05, separately from LA liaison, ONS will be meeting with key organisations representing specific population groups such as the elderly, the disabled, minority and religious groups to develop a strategy for community liaison. Initially these discussions will be mainly with National Organisations, but then increasingly with local organisations as we move towards the 2007 Test.

The criteria to be adopted in deciding which of key national organisations are likely to be the most valuable are still under consideration. We will consider, however, such factors as:

- how big/representative the organisation is;
- how large a group of the national population it represents;
- how much influence it exerts;
- the experience of working with them during the 2001 Census.

Clearly there is also a role for LAs in community liaison as they will have extensive local contacts which could be shared with census managers. Additionally, LAs could themselves

engage directly with community groups. We are keen to understand how contact information could best be gathered from LAs and what role LAs could themselves play in Community Liaison.

7. Publicity

Providing the right level and type of publicity material is essential to maximise response in the Census. National publicity planning is already well underway, but LAs will have established local communication methods that ONS may be able to tap into. We will discuss with LAs the sorts of communication channels that exist and how we can work together to utilise them to best effect.

During the 2001 Census, some LAs established their own census advice lines. We will want to discuss whether this could become more widespread in 2011.

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