



CENSUS ADVISORY GROUP

Advisory Group Paper AG (08) 06 - Rehearsal Stage Plans

1. Objectives

1.1 Background

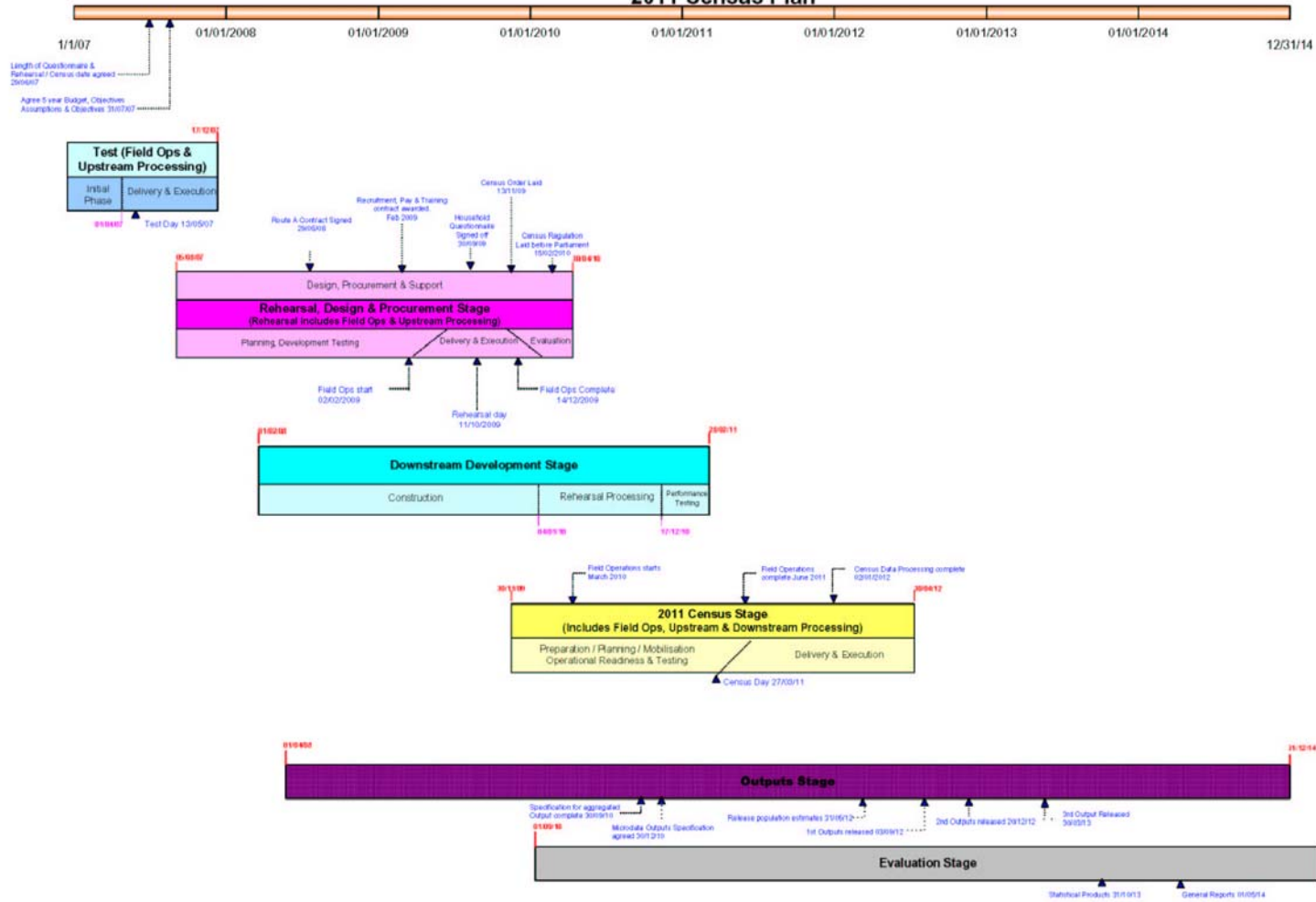
The Census Project for England and Wales has been broken down into Stages for effective planning, management and control.

The Stages of the Project are:

- Test (to validate some of the design decisions and outsourcing options) - **completed in 2007**
- **Rehearsal** (to prove the Field Operations and Upstream Processing systems and processes). The aim is that this will be a true prototype of 2011 operations to ensure that changes beyond this stage of the project are kept to an absolute minimum. **This stage is the subject of this document**
- Downstream Processing (to design, develop, test and rehearse the statistical systems for analysing and adjusting the data captured through the Census)
- Census 2011 (conducting the full operation to collect all household and personnel information across England & Wales)
- Census Outputs (to define, design, develop, process and distribute the main outputs from the 2011 Census)

In addition, there are several support services which will be delivered over the life of the Census. These include aspects of Procurement, Technology, Facilities, Communications and Assurance.

2011 Census Plan



Stage Approach

In the Census Business Case, the various elements of the Census are reviewed for potential delivery options, in sourcing, out-sourcing or joint venture. This has led to a procurement strategy being adopted with 2 key strands: Route A (for Printing, Data Capture, Internet, Public Interface and Operational Intelligence Systems) and Route C (for the Recruitment, Training & Pay for all enumeration staff, Postal Services, Logistics and Warehousing and Enumeration Supplies, Communications and Publicity). The procurement for Routes A & C will be for both Rehearsal & 2011 Census stages with exception of the Recruitment Pay & Training of Address Check field staff and some of the logistics and warehousing, partly because the requirements for these for rehearsal are too small but mainly to ensure better value for money.

1.2 Business Objectives and Success Criteria

Business Objectives	Success Criteria
<p>To confirm the viability of the final, integrated 2011 Census field procedures and supporting systems in real time.</p> <p>NOTE: There is an underlying assumption that the systems and procedures tested will be final versions. Therefore they will not be subject to fundamental change following the Rehearsal without a rerun of the Rehearsal.</p>	<ul style="list-style-type: none"> • Minimal changes identified following rehearsal • All systems and procedures work effectively to deliver fully integrated rehearsal <p>Initial findings will be identified in January 2010 and evaluation will be complete by April 2010</p>

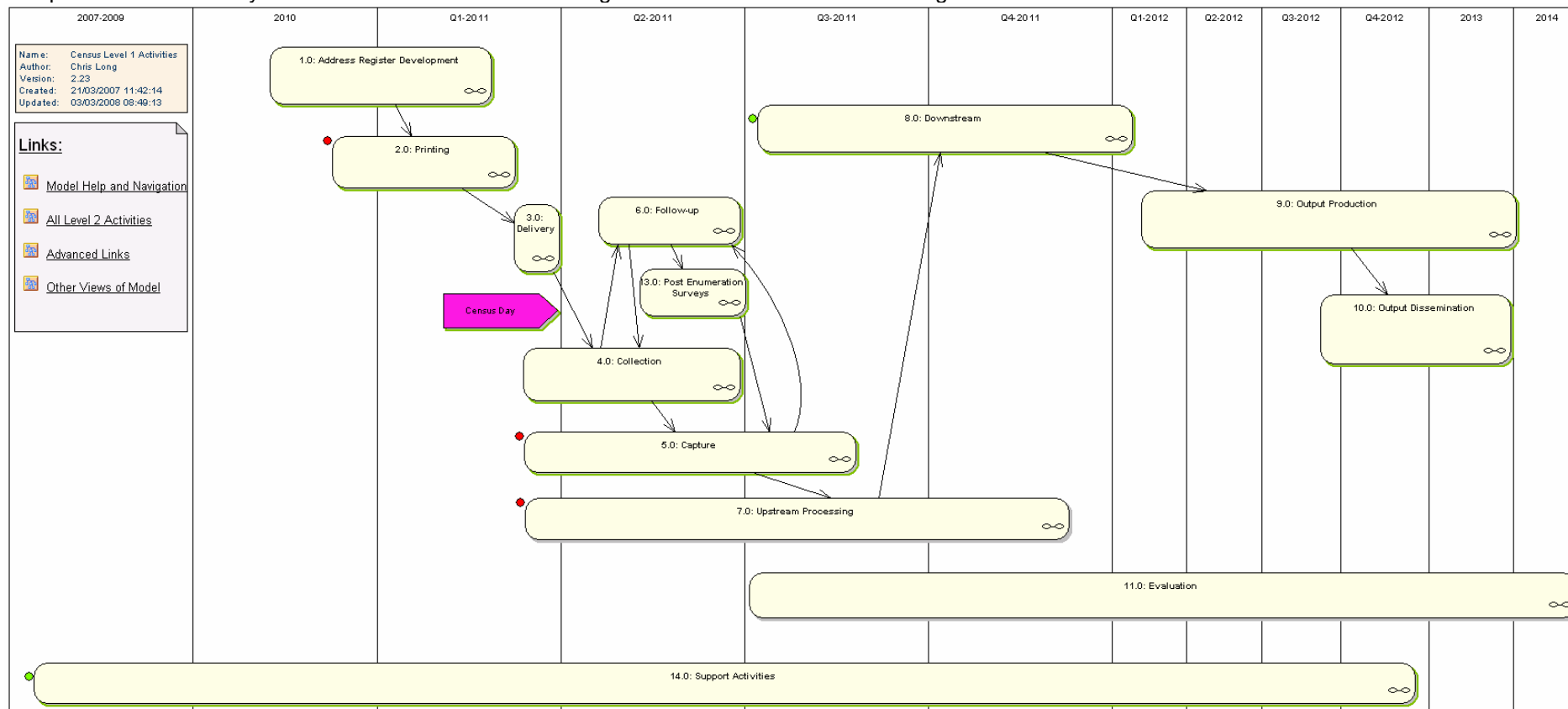
1.3 Stage Objectives

Objective	Success Criteria
<p>To minimise the risk of failure in 2011 of the Census Field operations & supporting systems, particularly of new & innovative procedures and systems, by :</p> <ul style="list-style-type: none"> • Proving the questionnaire. • Proving the field procedures. • Proving the key field supporting systems. • Proving HQ management structures & processes. • Proving the communication of key messages • Enabling suppliers to experience & learn from the Rehearsal • Proving the recruitment, pay of field staff • Assessing & finalising the training programme 	<ul style="list-style-type: none"> • Questionnaire fit for purpose • Field procedures achieve target response rate • Procedures & systems deliver timely & accurate information to enable effective, targeted deployment of field staff • Management information & headquarters structure enables effective & timely decision making • No adverse publicity • 2011 suppliers (Route A & C) deliver services on time, within budget & quality whilst maintaining effective relationships • Field staff recruited & paid effectively with no significant issues • Field staff trained & effective in their job.

The above to be delivered in real time	
To rehearse the upstream elements of the 2011 Census, testing all dependencies and interfaces. This can be run separately from the real time activities but all processes should be run in parallel as they would be in the 2011 Census.	<ul style="list-style-type: none">• Fully integrated systems produced which deliver data of required quality in the appropriate timescale.• Minimum change required to resulting systems and operational procedures developed by supplier and in-house teams

1.4 Stage Scope

The processes necessary to deliver the 2011 Census for England and Wales are shown in diagrammatic form below:



The rehearsal will take place on 11 October 2009 in England and Wales (and Northern Ireland). It will include the development, testing and operation of a subset of these processes as below:

1. Address Register Development
2. Printing
3. Questionnaire Delivery
4. Questionnaire Collection
5. Capture – including internet collection
6. Follow up
7. Upstream processing
13. Post enumeration survey - i.e. the design and operation of the Census Coverage Survey (CCS)
14. Supporting systems

(N.B.The numbers used in the list above relate to the business process numbers on the level 1 process map)

It will cover approximately 110,000 households. The rehearsal area was chosen to meet the following criteria:

- a large contiguous area
- the area to be a considerable distance from ONS in Titchfield
- a district/borough council area
- an area in London with diverse population
- an area in North Wales, i.e. Unitary Authority, - with a high population of welsh speakers

The agreed areas for the 2009 Rehearsal are parts of three Authorities:

- Lancaster
- Newham
- Isle of Anglesey

Sub-areas will be selected by May 2008.

There will also be some small scale testing to test people and places not included in the scope of the Rehearsal and to evaluate best options prior to inclusion in the rehearsal. In conjunction with the successful Route A supplier proof of concept trials will be carried out for technical innovations not tested in the 2007 test (e.g. Internet Data Capture).

Data captured and coded during the operation of the above processes will be used to test & rehearse the Downstream Processing System which is being developed in a separate stage.

Northern Ireland will conduct their own rehearsal in the same time frame. They will produce their own address register and will recruit, pay and train their own field staff but they will use the same Route A supporting services. Thus the Northern Ireland address register and questionnaire will feed into the printing process and the capture and coding systems will capture forms from England, Wales and Northern Ireland.

Following the operation of each of these processes they will be evaluated to identify changes/ improvements for 2011. The Rehearsal stage will conclude in summer 2010.

1.4.1 Inclusions

The proposed high-level design for the 2011 census introduces the following innovations:

- Post-out of questionnaires;
 - Supported by an accurate and up-to-date address register;
- Hand-delivery of questionnaires to specific areas;
- Post-back of questionnaires direct to processing centre (as opposed to regional centres in 2001);
- Internet response;
- Tracking of each form;
 - Supported by a robust form tracking system;
- A more flexible field force, allocated disproportionately towards the 'difficult' (mostly inner-city) areas, and paid at a rate to attract reasonable quality staff; (enumerators will be paid an hourly rate to maximise their flexibility);
- More functions for the call centre, acting as hub for queries and requests for additional questionnaires (Back office will dispatch the questionnaires);
- Follow-up resources targeted according to likely response;
- Outsourcing of recruitment, pay & training of field staff

The rehearsal stage will include all these.

There will be a limited publicity campaign which will replicate the 2011 approach where possible and appropriate.

Systems and procedures will be needed in order to rehearse the following Rehearsal content:

Deliverables	Success Criteria
Enumeration Geography - Workloads areas planned by ONS Geography	Workloads appropriate for enumerators & tier 1 & 2 management
Enumeration of Households	Effective procedures which enable the target response rate to be achieved
Enumeration of Communal Establishments : <ul style="list-style-type: none"> • Student halls of residence • MOD bases • Prisons • Hospitals • Hotels • Bed & Breakfast establishments 	Effective procedures which enable the target response rate to be achieved
Enumeration of areas which have: <ul style="list-style-type: none"> • caravans • second Homes • large & mixed ethnic minority community • large influx from Eastern Europe (EU) • rapid population movement • rapid residential development and growth 	Effective procedures which enable the target response rate to be achieved
Enumeration of any special groups found in the rehearsal area. e.g. people sleeping rough	Effective procedures which enable the target response rate to be achieved
Enumeration of any key/ minority population groups found in the rehearsal area e.g. young single men / ethnic groups / religious groups. (Newham is one of the most diverse authorities in the country, hence will be a good test for this deliverable)	Effective procedures which enable the target response rate to be achieved
A checked & updated Address Register	Address register accuracy achieves the agreed target

Deliverables	Success Criteria
Local Authority/ Community/ Parliamentary/ MP liaison	<ul style="list-style-type: none"> • Relationships are developed with rehearsal area local authorities at senior operational levels, with resultant cooperation and practical support for field operations. • Community networks are developed to provide positive communication and operational assistance to support response rates in hard to count groups. • Local MPs are engaged and any potential concerns are mitigated.
CCS Operation and Field support.	<ul style="list-style-type: none"> • Field staff recruited, trained and paid. • CCS conducted in sampled areas according to agreed field procedures • Specified information collected for evaluation.
Delivered data & images & archive	<ul style="list-style-type: none"> • Timely delivery • Correct format for the interface with downstream processing • Ideally meeting 2011 quality service levels (but this cannot be enforced for rehearsal)
Management information	<ul style="list-style-type: none"> • Accurate & timely • Provides evidence for effective decision making
Limited publicity campaign	Public are informed about the rehearsal, and positive Census messages are reflected in materials produced and subsequent coverage
Route A services	<ul style="list-style-type: none"> • to time & budget • effective supplier/authority relationships maintained • supplier responsive to change • no significant issues
Route C services	<ul style="list-style-type: none"> • to time & budget • effective supplier/authority relationships maintained • supplier responsive to change • no significant issues
Evaluation report	

1.4.2 Exclusions

The Rehearsal will be primarily for the purposes of operational preparation and will not be primarily designed to statistically test different operational or system aspects.

The following deliverables which will be needed for the full Census in 2011 are excluded:

- Non compliance - given the voluntary nature of the rehearsal we are unable to rehearse this
- Full publicity campaign
- Downstream processing & outputs
- Top tier of field manager will not be in post for the rehearsal because the operation is not big enough to justify it.

2. Plan

The high level plan for the rehearsal event is shown in the following diagram:

