



**CAGW(06)01**

**2011 CENSUS COMMUNITY LIAISON: DRAFT ACTION PLAN**

Following on from the Special Populations Advisory Group meeting held in November 2005 and subsequent bilateral meetings with a number of key community stakeholders, the attached paper contains a draft action plan and timetable for taking forward the 2011 Census Community Liaison Programme.

The paper focuses on the strategy for the 2011 Census, but ONS have yet to identify where it is feasible and practicable to adopt particular elements for the 2007 Census Test.

**Action for CAGW**

**CAGW members are invited to comment either at the Census Advisory Group meeting on 12 May and/or in written submissions by 27 May 2006.**

**ONS  
3 May 2006**

# **2011 CENSUS COMMUNITY LIAISON: DRAFT ACTION PLAN**

## **Background**

- 1 It is clear that it will be mutually beneficial for the elderly, disabled, ethnic minority, faith, charitable, and other voluntary and community groups and the Office for National Statistics (ONS) to work together in planning the form and the conduct of the 2011 Census in England and Wales. ONS is committed to working in partnership with minority and diversity groups in order to encourage their co-operation and participation in the 2011 Census. In particular, ONS wish to benefit from the invaluable knowledge of such organisations, both nationally and at the local area level to improve the census enumeration process.
- 2 Community Liaison was a successful initiative for the 2001 Census, although an evaluation of the process suggested that the exercise would have benefited from an earlier start in the planning timetable. Consequently, the 2011 Community Liaison Programme has been initiated some three years ahead of the corresponding 2001 timetable and will aim to develop the work that was carried out for that Census. This early start will enable some elements of the Programme to be assessed as part of the 2007 Census Test.
- 3 Proposed changes in 2011 Census methodology include a different enumeration approach to that adopted in previous censuses that envisages postout as the prime (though not the only) method of form delivery. This means that Census field staff will, generally, have less contact with the public than before. There is, thus, an increased need to identify and target minority and hard-to-count population groups in order to provide reassurance about the purpose of the Census and the confidentiality of the information provided, and to help with form completion if necessary.
- 4 The Census Test planned for 2007 in five selected local authority areas in England and Wales will provide an early first practical opportunity to judge the effectiveness of community liaison in addition to the importance of involving local authorities to help establish links with targeted local population groups.

## **Objectives of the Community Liaison Programme and work done to date**

- 5 Essentially the Community Liaison Programme is all about helping the Census to make an impact at the grass roots level. The prime aim of the Programme is:
  - to facilitate enumeration and ensure fullest possible coverage of previously under-represented population groups.

Specific objectives of the 2011 Programme are to:

- identify how community groups can provide local intelligence into the Census programme;
  - publicise the Census and underline its use and value;
  - provide help and guidance to local community groups and individual members of the public;
  - assist with the development of language and disability strategies, and in particular, the provision of language translation and interpreting materials and facilities; and
  - help provide a source of potential field staff.
- 6 Additionally, the Programme will help provide field staff with intelligence, guidance and support at the local area level.
- 7 Building on the 2001 Census initiative, and in response to the recommendations of the Treasury Select Committee's report on the 2001 Census two new Census Advisory Groups - the Special Populations Advisory Group (SPAG) and the Census Advisory Group for Wales (CAGW) – were set up in **November 2004** to advise ONS particularly on the developments of the 2011 Community Liaison Programme and the Census planning in Wales.
- 8 More recently (**October 2005-April 2006**) ONS have met with representatives of a number of key national organisations representing specific population groups and/or community interests to determine a general strategy for involving them in the planning of the 2011 Census programme and, in particular to develop community liaison at the local area level. As endorsed by SPAG and CAGW in November/December 2005, the criteria for deciding on which particular organisations ONS should initially focus its liaison resources were:
- that the organisations should represent the interests of a significant constituent base and should, in particular, cover the known hard-to-contact populations;
  - that the organisations should be influential and have good local community networks and/or effective websites;
  - that ONS have had experience with working with them in previous censuses; and/or
  - that the organisations had made particular representation to ONS during the course of the 2001 Census.
- 9 The organisations and bodies that ONS have identified as being potential partners in working on the Community Liaison Programme include:

- Action for Irish Youth
- Age Concern\*
- Big Issue
- Board of Deputies of British Jews
- British Ravidassian Society
- British Sikh Federation\*
- Carers UK
- Citizens Advice
- Commission for Racial Equality
- Communities First (Wales)\*
- Disability Rights Commission\*
- Federation of Irish Societies
- Federation of Poles in Great Britain
- Gypsy Council for Education\*
- Help the Aged/ Help the Aged Wales
- Hindu Forum for Britain
- Interfaith Network for the UK
- Ligali Organisation
- Liberty
- Lord Lieutenants Association\*
- Mind/Mind Cymru
- Muslim Council of Britain\*/ Wales\*
- National Association of British Arabs
- National Association of Councils of Voluntary Organisations
- National Centre for Languages\*
- National Federation of the Blind
- National Literacy Trust
- NHS Direct\*
- Polish Social and Cultural Association
- Refugee Council
- RNIB\*
- RNID\*
- SCOPE
- Shelter/Shelter Cymru
- Stonewall\*
- Welsh Language Board\*

10 Those with whom liaison meetings have already been conducted are indicated by (\*). **Meetings with other organisations will be arranged as and when possible in order to further develop the Community Liaison strategy [May-July]. Also, once the particular Enumeration Districts for the 2007 Test have been selected (late May 2006) liaison meetings will be with local organisations and networks as detailed plans for a Test develop [June-Dec 2006].**

- 11 Following agreement of these strategies by SPAG and CAGW and approval by ONS Project Board (*June 2006*), ONS will then try them out during the 2007 Census Test. Through evaluation with community organisations after the Test, they would be refined and again adopted during the Census Rehearsal in 2009 (where different local authority areas are likely to be involved), leading to final strategies for the 2011 Census itself. A timetable of actions and events is set out in Annex A
- 12 In parallel with these discussions, ONS have developed a Local Authority Liaison Action Plan (see paper AG(06)05) which sets out the role that LAs can play in working on community liaison, particularly since they will have extensive knowledge of local community contacts which could be shared with Census field managers.
- 13 Specifically, LAs have been 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 (**May-June 2006**);
  - Arrange for the Test Area Manager to give presentations at Local Strategic Partnership meetings or other relevant local network forums in summer 2006. For the 2007 Test there will only be two ONS-based Area Managers to cover all the five Test area so ONS may wish to look to the Local Authority's Assistant Census Liaison Managers to assist in this and to assess how well this arrangement works (**Summer-Autumn 2006**); and
  - Identify existing forums, such as Neighbourhood Committees, for developing community networks (**June-September 2006**).

### **How local communities can help to provide intelligence to facilitate the enumeration and ensure fullest possible coverage**

#### *Differential delivery*

- 14 The current working assumption is that there will be two delivery methods for Census questionnaires in 2011, one being postout, and the other, 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 will be potentially positively impacted by personal contact at the point of delivery. This approach is in line with one of the key objectives of the Census - to reduce differential under-coverage.

### *Targeting follow-up*

- 15 As a further means of addressing differential undercount ONS are proposing to focus follow-up staff resources in accordance with an assessment of likely response rates so that the ratio of field staff to households will be higher in hard-to-count areas than in those areas that are easier to enumerate. During the follow-up the strategy will be to move staff between areas (initially at a local level within a Census Manager's area, but potentially between Local Authority areas) in reaction to patterns of response between areas.
- 16 In order to tackle differential under-coverage ONS 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 there is direct evidence from the field about response levels but where we might anticipate difficulties in getting responses.
- 17 On all of these issues ONS are seeking to work with community organisations in identifying any relevant information that they may hold and the best methods of sharing it with Census field managers, with the aim of assessing areas prior to the enumeration.

### **Action Plan**

- 18 ONS are therefore particularly keen to work with local communities in identifying and developing ways in which relevant information held by community organisation could be shared with ONS to assist determining the delivery and follow-up procedures. **In particular, ONS would like to provide 2011 Census field staff with information about the characteristics of their enumeration areas, drawing largely from Neighbourhood Statistics and Local Authority, but the enhancement of this information from local community knowledge would be invaluable, identifying, for example:**
- **areas with high proportions of non-English speakers which would indicate where translation and/or interpreting facilities may be required;**
  - **areas with significant proportions of population belong to particular faith or ethnic communities where different approaches to enumeration may be required;**
  - **areas with high proportions of very elderly or infirm populations where assistance to complete and/or return the census questionnaires may be necessary; and**

- **location of sites of mobile or temporary accommodation for groups such as travellers, short-term migrant workers, asylum seekers and the homeless, which may require special enumeration procedures.**
- 19 **For the 2007 Test national community organisations are asked to identify locally held available data sources, such as mailing lists, which can assist in this process, and advise ONS on the frequency that such sources are updated and the level of aggregation at which data is discriminating [end May 2006], and to start providing this data, either centrally or through local networks [by mid June 2006].**
- 20 **ONS will create Area Profiles from a standard template to be compiled from core data from ONS (relating to variables such as tenure, ethnicity, unemployment, educational qualifications, etc) and LA sources, supplemented with any additional data from Community organisations. [Profiles for Test Area Manager(s), July 2006; profiles for Test Team Managers (August 2006).]**

#### *Legal framework*

- 21 Community Liaison organisations may have some concerns about whether or not there is legal authority for data held by them to be shared with ONS in the way proposed. Legal impediments to doing so may exist, for example, by virtue of current Data Protection legislation.

#### *Action Plan*

- 22 **Community organisations are asked to seek advice on the legal framework for data sharing where necessary. ONS are already seeking similar legal advice [May-June 2006], but advises that it remains the responsibility of individual organisation to satisfy themselves that they have the legal authority for doing so.**

#### **How local communities can help to publicise the Census and underline its use and value**

- 23 Providing the right level and type of publicity material is essential to maximise response in the Census. National publicity planning for 2011 is already underway (although this will not be practicable for the 2007 Test) but, additionally, community organisation will have established local communications into which ONS may be able to tap. ONS welcome the opportunity of benefiting from these sorts of local communication channels.

- 24 Community organisation may also have established their own help and advice lines or call-in centre or local community forums. ONS seek, in particular, to work with community organisations – primarily at the national level - 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 publicity programme.
- 25 The simplest approach might be to ask community organisation 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 in a variety of languages..
- 26 For the 2011 Census ONS would develop scripts for public messages via the Contact Centre and web self-help facility. But the community organisations themselves will also need to be aware of these messages so that, as a contingency, they may offer more direct local support within their communities as and when necessary. Community organisations will have access to these via the self-help facility to provide local support where required. For the 2007 Test, however, access to any such information will only available through the Census website.

### *Action Plan*

- 27 For the 2007 Test Community organisations **are asked to identify potential communication channels and forums (such as newsletters or local radio opportunities) to serve as publicity outlets for the Test Area Managers, including target audience and frequency of publication [September 2006-January 2007]. In particular, organisations are asked to reserve space in any such media over the immediate pre census period [April- May 2007].**
- 28 **Organisations are also asked to advise ONS of any current community issues that may pose risks to the enumeration. [January-May 2007]**

### **How ONS and community organisations can provide practical help to local communities in completing the Census questionnaires**

- 29 In those enumeration areas where form delivery will be by direct contact with the household, there will be, potentially, the same opportunities for field staff to provide doorstep assistance as in previous censuses. This will encompass where necessary, an explanation of the need for the census and what is required of the householder, plus the offer of assistance in completing the questionnaire where particular difficulties are being experienced.



- 30 However, where doorstep contact is not made, and in all areas where form delivery will be by postout, the opportunities for such direct assistance will be eliminated. To compensate for this ONS will develop and enhance its Contact Centre capabilities (see paragraph 25 above) and will, additionally, provide a self-help service, which will provide some material in a range of languages. Nevertheless, it is anticipated that there will still be instances where such assistance may be better provided by local communities themselves through, for example, well-established drop-in centres.

### **Action plan**

- 31 **Community organisations are asked to identify what mechanisms and forums already exist to provide local communities with public service assistance which could be readily utilised for the Census. [June-September 2006]**
- 32 **ONS will investigate what particular requirements and undertakings may be necessary for community organisations to provide direct assistance to members of the public in completing their form within the confidentiality provisions imposed by census legislation. [June-July 2006]**

### **How community organisations can assist ONS in developing a language strategy**

- 33 When communicating with the public, the language spoken on the doorstep will be a key issue. There are more languages spoken in this country than ever before and, although a majority of households may contain someone who speaks and reads English, there will still be households where English is not well understood. A language strategy for dealing with these circumstances is being developed, and ONS wish to involve relevant organisations who encounter language problems on a daily basis or who have particular expertise in this field.

### **Action Plan**

- 34 **ONS will aim to identify the most popular languages (within the test areas initially and then nationwide for 2011). As minimum aim, ONS will look to prepare translations of the 2011 Census questions and information leaflets in at least the 26 languages identified in 2001. These were:**

<b>Albanian/Kosovan</b>	<b>Korean</b>
<b>Arabic*</b>	<b>Polish</b>
<b>Bengali*</b>	<b>Portugese</b>
<b>Chinese (Cantonese*)</b>	<b>Punjabi*</b>
<b>Croatian</b>	<b>Russian</b>
<b>Farsi/Persian</b>	<b>Serbian</b>
<b>French</b>	<b>Spanish</b>

**German**  
**Greek\***  
**Gujarati\***  
**Hindi\***  
**Italian\***  
**Japanese**

**Somali\***  
**Swahili**  
**Tamil**  
**Turkish\***  
**Urdu\***  
**Vietnamese\***

- 35 **Additionally ONS will aim to develop a dedicated Helpline with operators who are available to communicate in a range of languages to be determined. An on-line interactive self-help facility is also being proposed which would hold material in a similar range of languages.**
- 36 Advice that ONS has already received in discussions with organisations such as NHS Direct, the National Centre for Languages (CiLT), the Central Office for Information (COI) and the Department for Work and Pension's (DWP) Language Unit suggest that by 2011 the language profile of the migrant population may be significantly different from that at the time of the last Census. ONS acknowledges the advice given that the optimum time for identifying the most common languages in use should be within two years of the Census date, but advises that decisions on the number of languages to be recognised by the Contact Centre and web self-help facility may need to be identified before then if they are to be part of the 2011 Census procurement contract (*August 2008*).

#### **Action Plan**

- 37 **Community organisations are asked to identify any other languages that they feel ONS may need to recognise (a) in the 2007 Test areas [by June 2006] and (b) for the 2011 Census itself [by August 2008].**
- 38 There will be limited scope to develop a full language strategy for the 2007 Test (which will cover in total only 100,000 households across England and Wales) but for the 2011 Census itself **ONS are considering involving interested local authorities and community groups in a Language Strategy Working Group which advise on the key languages to be accommodated in the Census, and on the development of any necessary links for translations and interpreters [to be active from September 2006-August 2008].**

#### **How community organisations can assist ONS in developing a disability strategy**

- 39 ONS is aware of the need to conduct the 2011 Census comfortably within the provisions of the full implementation legislation of the Disability Discrimination Act 1995. To that end it is taking note of advice and guidance offered in consultations to date with organisations such as the RNIB and RNID, Age Concern, the National Literacy Trust and the Disability Rights Commission.

## Action Plan

- 40     **ONS will ask these groups and others to be contacted to raise awareness and lend support to their members, as research and experience from the 2001 Census has shown that assistance is more readily accepted when offered by someone with whom the householder already has a connection.**
- 41     **ONS will make arrangements to help those with special needs. In particular, a range of information providing guidance and support will be available including some or all of the following:**
- **documentation in Braille, large print, video and audio formats comprising an information leaflet with the Census questions and instructions in both English, Welsh and (for print and video) British Sign Language (BSL) versions;**
  - **Braille and large print formats of the census questionnaire, plus the facility for the visually impaired or/otherwise disabled to provide their census information directly on-line or by telephone to the call centre;**
  - **on-line interactive self-help service provision conforming to international accessibility standards and guidance (WAI level A, and W3C);**
  - **dedicated Minicom facilities; and**
  - **BSL and DeafBlind interpreters as required.**
- 42     The provision of all of these options may not be feasible from the available funding for the 2007 Test, although there is the expectation of a requirement to provide all of these for the 2011 Census itself.
- 43     **Community organisation are asked to indicate any other provisions that ONS will need to take into account in developing its disability strategy. [June-July 2006]**
- 44     **Relevant organisations will be invited to assist ONS in evaluating the technical solutions offered by the successful bidders of the Census procurement to ensure that they confirm to industry standards. [October-December 2006].**

### **How can community organisation help provide a source of potential field staff?**

- 45     ONS recognise the benefit of appointing census field staff from among the ethnic minority and faith communities and in 2001 aimed to do so wherever possible.

- 46 Recruitment for the 2007 Test is, however, being outsourced to an external contractor and thus, potential field staff will be required to apply for posts through the appointed agency channels. The procured suppliers are, however, being asked to scope their recruitment to include, where possible, those from the minority communities and those with experience in working within these communities.

*Action Plan*

- 47 **Community organisations are asked to identify potential field officers at Team Leader and Enumerator level from among their own organisational staff or local area contracts for recruitment (and/or possible secondment to ONS for the 2011 Census).** [*Recruitment for Team Leaders and Address Checkers August 2006; Enumerators, January-March 2007*]

## ANNEX A TIMETABLE FOR FUTURE ACTION AND EVENTS

When	What	Who
<b>2005</b>		
Sept 05-July 06	Meetings with key national community organisations	ONS
Oct-May 06	Action strategy development	ONS
Nov-Dec	Census Advisory Group meetings	CAGW
<b>2006</b>		
Throughout year	Language strategy developed	ONS
April	Hard-to-count populations identified	ONS
	Census Progress Board agrees LA Action Plan	ONS
April-June	Counts of addresses by type for each ED, re-aggregated at postcode level where there are significant differences	ONS
3 May	Census Advisory Groups comments on draft Action Plan	CAGW
May	Test Area EDs decided	ONS
May-June	Legal framework for data sharing established	ONS/Community organisations
	Locally-held available data sources and means of transfer identified and supply starts	Community organisations
	LAs identify local community contacts and forums and potential field staff	LAs
June	Lists of local community contacts and forum QA'd	Community organisations
	Recruitment and pay outsourced	ONS
	Action Plan approved	ONS Board
	Main languages to be recognised in Test identified	Community organisations
June-July	Investigate necessary requirements and/or undertakings for organisations to provide direct assistance in completing forms	ONS
	Disability provisions identified	Community organisations
June-Sept	Local community contacts in Test areas established	ONS
	Local mechanisms and forums providing Public service assistance identified	Community organisations

<b>When</b>	<b>What</b>	<b>Who</b>
<b>2006</b> <i>continued</i>		
June-Dec	Meetings with local community organisations and networks	ONS/local organisations
August	Area Profiles for Team Managers Recruitment of Team Leaders and Address Checkers	ONS ONS
Summer-Autumn	Arrangements for Census Area Manager to speak to Local Strategic Partnerships and other local forums	LAs
September	Test questionnaire finalised	ONS
Sept-January 2006	Local communication channels identified to serve as publicity outlets	Community organisations
Sept-August 2008	Language Strategy Working Group	ONS
Oct-Dec	Evaluation of technical solutions to comply with disability strategy	Community organisations
November	Census Advisory Group meetings	CAGW
<b>2007</b>		
Jan-May	Current community issues that might pose a risk to the census identified	Community organisations
April	Enumerator recruitment starts	ONS
	Space reserved in community press	Community organisations
30 April-7 July	Contact Centre operational	ONS
13 May	CENSUS TEST	
June	Evaluation of Community Liaison in Test	ONS/Community organisations
June-December	Evaluation of 2007 Test design	ONS
September	Rehearsal LAs selected	ONS
October	Visits to Rehearsal LAs	ONS
November	Local Authority Liaison Managers identified	LAs
December	Recruitment and pay reviewed	ONS
<b>2008</b>		
January-May	Revision and agreement of strategies	ONS/ CAGW
June 08-June 09	Implementation of Rehearsal strategies	ONS/Community Organisations

<b>When</b>	<b>What</b>	<b>Who</b>
<b>2008</b> <i>continued</i>		
August	Field staff recruitment for Rehearsal starts Main languages for Census identified	ONS Community organisations
September	CENSUS WHITE PAPER(S)	
<b>2009</b>		
January-March	Enumerator recruitment for Rehearsal	ONS
May	CENSUS REHEARSAL	
June	Appointment of Local Authority Liaison Managers	LAs
June-July	Appointment of Census Area Managers Evaluation of Community Liaison in Rehearsal	ONS ONS/Community organisations
June-Dec	Evaluation of Rehearsal Revision of strategy and agreement	ONS ONS/LA
June-May 2011	Implementation of partnership strategies for Census	ONS/Community organisations
<b>2010</b>		
August	Census field staff recruitment starts	ONS
<b>2011</b>		
Jan-Mar	Recruitment of enumerators	ONS
April	Census Contact Centre goes live	ONS
May 2011	CENSUS DAY	
Jun-Jul 2011	Community Liaison evaluation	ONS/Community organisations