

**CENSUS ADVISORY GROUP****AG (09) 13 Highlight Report Nov 2009****2011 Census Highlight Report****Summary**

ONS has prepared this Highlight Report on progress on a number of 2011 Census and other census-related issues not covered by agenda items. The paper covers:

- 1) 2009 Census Rehearsal update**
- 2) Legislation and 2011 Questionnaire Development update**
- 3) Address Register Development update**
- 4) Accessibility Proposals**
- 5) Local Authority Engagement**
- 6) Quality Assurance (QA) update**
- 7) Coverage Adjustment**
- 8) Census road shows and outputs consultation**

## 1) 2009 Census Rehearsal update

1. The England & Wales Census Rehearsal comprised approximately 135,000 households in Anglesey (Ynys Môn), Lancaster and Newham. A test was also carried out simultaneously in 17 000 households in Birmingham. Rehearsal day was 11<sup>th</sup> October 2009. An address matching exercise took place in the rehearsal areas together with a field address checking exercise to produce an address register in preparation for printing of addressed questionnaires at the end of July.
2. Recruitment for the rehearsal commenced in May 2009 and all posts were filled. There was some turn over of staff, particularly the area manager for Newham. However, all posts were quickly re-filled. In order to provide accessible support, ONS produced translation booklets in over 30 languages as well as information in Braille, British Sign Language video clips and audio clips and a large print questionnaire. All of these will be made readily available through the web self help facility or by request from the contact centre.
3. Overall the rehearsal has progressed well and systems and processes bedded in very effectively. After a better than expected start, the response rate has levelled off and is now at over 30%. The rehearsal is voluntary and we were testing our procedures in areas that we know offer a greater challenge to enumeration to help us tailor our community engagement in preparation for 2011.
4. It is unclear whether the postal strike had an impact on public attitudes and willingness to return the postal questionnaire. ONS implemented additional contingency plans in response to the strike – asking field staff to collect questionnaires direct from households and return them to the processing centre via secure distribution, and to promote greater online completion. Approximately 9% of returned questionnaires have been completed online.
5. Communication activity included an ongoing media campaign with a series of weekly news releases, a launch event in Anglesey and Lancaster involving local schoolchildren and an event in Newham at a local school featuring a local black rap artist. The advertising campaign began over the weekend of 20 September to support the postal delivery of the questionnaires. A second tranche of advertising took place to support follow up activities in all rehearsal and test areas and began over the weekend of 23 October.
6. In response to the lower response rates in Newham and Birmingham, additional advertising activity took place. This included further outdoor advertising and radio coverage, print advertising, online publicity and tailored BME publicity through publications such as the Voice, Sikh Times and Eastern Voice.
7. Publicity events were carried out in libraries, colleges and specialist centres in both Lancaster and Birmingham to promote the accessible formats. Large print posters were used to publicise the events and the availability of BSL clips and audio CD support materials.

8. Follow up activities in the field began on Wednesday 21 October with collectors beginning to visit non-responding households identified using the questionnaire tracking system. Anecdotal evidence from collectors suggested a positive response to their follow up visits although some reported language barriers.
9. A number of additional activities were undertaken in Newham and Birmingham to improve response rates. These included:
  - An additional 300 hours a week (in addition to the scheduled 1950 hours) follow-up activity has been allocated for Newham. 75% of the additional follow-up activity in Newham was met by increasing the hours of existing staff. The remaining 25% was met by recruiting 3 additional staff
  - Additional 100 hours a week (on top of existing 625 weekly hours) was worked by existing collectors in Birmingham. No additional collectors were appointed in Birmingham as we were testing the managerial span of control
  - Additional advertising was put in place in Newham and Birmingham
  - Additional community liaison activity was carried out in Newham, with over 50 letters sent out to community groups and religious centres to raise awareness of the importance of census and the need to rehearse our operations and systems. Follow-up visits were carried out to 32 of these groups. Anecdotal evidence suggests that many of the groups are aware of the census rehearsal and that completion of the questionnaire is voluntary.
  - Additional media activity for ethnic minority audiences in Birmingham and Newham
  - Extended follow-up in Birmingham for an additional week (until 27 November) and carried out further targeted follow-up in Birmingham and Newham to focus on those areas where response rates were lowest.
  - Additional follow up letters were also sent to same addresses in Newham including a replacement questionnaire in some cases.
10. Debriefs for area managers and coordinators have been arranged for December and January, whilst those for collectors will take place next week. This will help us to learn important lessons about what went well and what could be improved. These de-briefs will also help us to evaluate our community and local authority liaison. Following completion of the rehearsal, ONS will be carrying out additional research to explore why response rates were lower in both Birmingham and Newham to learn lessons and implement any required improvements for 2011.

## 2) Legislation and 2011 Questionnaire Development Update

### Draft Census Order for England and Wales

1. The questions proposed for inclusion in the 2011 Census in England and Wales, were published and laid before Parliament in a Draft Census Order on 21 October.
2. Under the terms of the primary census legislation in England and Wales (the Census Act 1920), an Order in Council is required to be approved by both Houses prescribing:
  - the date on which the census is to be taken;
  - the persons by whom and with respect to whom the returns are to be made; and
  - the particulars to be stated in the returns.
3. The Draft Order proposes that the next Census should be taken on 27 March 2011 (the same date is also being proposed, in separate legislation in Scotland and Northern Ireland, for the respective censuses there), and gives effect to the UK Statistics Authority's proposals for the Census that were set out in the Government's White Paper, *Helping to shape tomorrow* (Cm7513), published in December 2008.
4. In a written statement to Parliament, the Rt. Hon Angela E Smith MP, Minister for Third Sector said:

*"The Census is the most important source of demographic and social statistics available in the UK today. It provides the underlying information needed to inform a wide range of policy debates and is used extensively to plan services and allocate funds to local areas.*

*The design for the new Census, as set out in the White Paper, builds upon the experience gained by ONS from previous censuses and, in particular, from the lessons learned from the 2001 Census. The design takes account of the several formal recommendations from the Treasury Select Committee, the Public Accounts Committee and the former Statistics Commission. It also reflects the concerns more recently expressed by the Treasury Sub Committee and others about the quality of national and local population statistics generally.*

*Consequently, a number of major changes are proposed in the design for 2011 compared with previous censuses.*

- *Census forms will be delivered to households by post in the majority of cases*
- *There will be the facility to return the completed information online.*
- *A central address register is being developed to facilitate improved form delivery and field management*
- *Tighter control the field operation and the targeting of non-response follow-up will facilitated by closer monitoring of the delivery of forms and receipt of returns through a questionnaire tracking system.*
- *The recruitment, training and payment of field staff will be outsourced to specialist service providers.*

*The topics proposed for the 2011 Census are set out in the Draft Order, and cover those issues where information is most needed by the major users of census information. The*

*questions have been devised to produce reliable and accurate data. ONS has carried out extensive consultations and testing over a number of years to ensure that the questions are justified, both in terms of the need for the information and public acceptability.*

*New questions are proposed on: national identity; citizenship; second residences; language; civil partnership status; date of entry into the UK and length of intended stay (for non-UK born); type of central heating; and number of bedrooms.”*

5. In addition, to the new questions being proposed, the 2011 Census form will contain some changes to the 2001 questions on:
  - ethnic group (by providing additional tick boxes for ‘Gypsy or Irish Traveller’ and ‘Arab’)
  - general health (by providing a five-point rather than three-point scale for response ranging from ‘Very good’ to ‘Very bad’)
  - address one year before the census (by enabling students to be separately identified)
  - qualifications (by including additional categories for professional, vocational and foreign qualifications)
  - hours worked (by providing for four possible tick box categories rather than a write-in answer).
6. The Draft Order is scheduled to be debated in both Houses.
7. Census Regulations for England and for Wales, setting out the provisions for the appointments of field staff, the arrangements for the delivery of the questionnaires and the collection of the completed returns, and the measures to protect the security and confidentiality of the information collected, will be presented to Parliament and the Welsh Assembly Government respectively in the New Year. The Regulations will also include a facsimile copy of the questionnaires to be used in the Census.

## **EU Census Legislation**

1. In October 2009 the European Statistics System Committee (ESSC) formally agreed the draft of the EU Commission’s proposed Regulation on the output classifications (breakdowns) and definitions to be adopted in the statistical programme of tabulations be made available to Member States from the 2011 European round of census of population and housing census or equivalent sources. The Regulation is one of four implementing instruments which will put effect the EU Framework Census Regulation which came into force in July 2008. The form and content of the programme of statistical outputs itself is subject to a second implementing regulation, a revised version of which is currently being considered by Member States, and will be submitted to ESSC in February 2010.

### 3) Address Register Development update

#### Background:

1. The National Census Address Development Project consists of 3 distinct phases:
  - The **Pilot** phase, which involved address matching of 24 local authorities and selected field checking exercises (July 08 through to December 08).
  - The **Rehearsal** phase, which involved 3 local authorities and a complete field checking exercise (March 09 through to May 09).
  - The **National** address matching and checking phase across all of England and Wales (May 09 through to September10).

#### Progress:

2. Work continues to develop the national address register following matching of the National Land and Property Gazetteer and Postcode Address File, and by quality assuring against other datasets including Valuation Office Agency sourced data. Address anomalies were shared with suppliers during the summer and the remaining anomalies were sent to local authorities for resolution on 30 October. Local authorities have been asked to send back resolved addresses to Intelligent Addressing by the end of February 2010. ONS will then carry out targeted fieldwork between May and August 2010 in those areas where we believe further quality improvements can be made. The checking will be postcode based, covering 15% of postcodes.
3. Liaison with local authorities has continued through a series of regional workshops held during the summer to set out ONS plans for the address register development, to answer local authority questions and to emphasise the important role that local authorities play. Feedback from the events was excellent and the majority of local authorities were re-assured by the expected number of address queries for resolution. ONS is providing answers to local authority address register questions as they undertake their research into the anomalies via the LLPG community of practice on the IDeA website.  
<http://www.communities.idea.gov.uk/c/1259927/home.do>
4. Identifying communal establishments has emerged as a particular problem. ONS is developing detailed plans to capture information about them ahead of the address checking exercise. This process will require the involvement of local authorities (ONS will provide a template for the information required) and other third parties such as the Home Office (e.g. data on prisons) and the Department of Health. We are setting out further details in the enumeration intelligence section of the local authority partnership guide.  
[http://www.comms.census.gov.uk/files/pdf/975-developing\\_enumeration\\_intelligence\\_A1.pdf](http://www.comms.census.gov.uk/files/pdf/975-developing_enumeration_intelligence_A1.pdf)

## 4) Accessibility Proposals

1. ONS is committed to delivering an inclusive 2011 Census, providing an accessible on-line service and additional support formats to help people to complete their questionnaire independently. ONS recognises there is no one method of completing a questionnaire and aims to provide choice.
2. Accessibility information will be on the website and formats available to the public at request through the contact centre. This message will be passed to key disability groups through engagement and publicity. In addition, the census community liaison team will be looking at ways of publicising these formats such as through libraries and disability clubs. Following evaluation of the Rehearsal, decisions will be made on the accessible formats to be produced for the 2011 Census. There will be a tendering exercise for a contract to supply them.
3. Work has been continuing on:
  - a. The census website to enable access audio and BSL clips
  - b. Accessible formats (available from the 2011 Census Contact Centre):
    - i. Large Print questionnaire
    - ii. Braille Guidance Booklet
    - iii. Audio cassette tape
    - iv. Audio CD
    - v. British Sign Language (BSL) DVD
  - c. Visits to Rehearsal areas to speak with possible users of the accessible formats e.g. libraries and specialist colleges with the aim of securing key contacts who can evaluate the quality/effectiveness of the products.
4. Feedback will then inform the product design for 2011. In addition, the accessible formats will be passed by the ONS Disability Group for further comments.
5. A workshop was held on 18<sup>th</sup> November with an extended invitation list including a range of stakeholders from accessibility groups in order to discuss plans for Census 2011 and provide some initial feedback from the rehearsal. Feedback will be documented and used to enhance proposals and activities for the 2011 Census. Groups represented at the workshop included; Royal National Institute of Blind People; British Deaf Association; Federation of Irish Societies; Friends, Families and Travellers; Deaf Stepping Stone Project.
6. On successful completion of these activities, we hope to ensure:
  - a. The aforementioned formats will be available
  - b. The website will meet RNIB and Abilitynet guidelines to maximise accessibility for users

## 5) Local Authority Engagement

1. **ONS** has produced a partnership guide for CLM and ACLMs to outline in detail what support local authorities can provide, and when, for the 2011 Census. The Guide will help local authorities to plan and resource their census activities for 2010/2011 and 2011/2012 in partnership with ONS. We will be adding new content to the online guide over the coming months and will be making it more interactive. A consultation draft can be found on our new census website at [http://www.comms.census.gov.uk/en/controller.php?content\\_id=210](http://www.comms.census.gov.uk/en/controller.php?content_id=210)
2. **Local Authorities** are being asked to continue to support the development of the census national address register through continued updating of local land and property gazetteers and the resolution of address queries. The queries were sent to local authorities at the end of October 09 with a request for resolution by end February 2010.
3. The first meeting of the **Local Authority Operational Management Advisory Group** took place in October. The group will provide a regular forum for sharing knowledge, plans and progress for the 2011 Census field operations. It will provide the opportunity for local authorities to share their operational expertise and work with ONS to ensure that liaison activity with local authorities is effective. The next meetings will be held in January and March 2010.
4. The first meeting of the **Local Authority Communications Advisory Group (LACAG)** took place in July. The group will advise ONS on taking forward its census communications and publicity programmes. A recent meeting on 17 November renewed a draft of the local authority communications toolkit being prepared for all local authority communications teams. This toolkit will be finalised and published on the census website for all local authority communication teams in January 2010.
5. A number of **county councils** are coordinating census discussions with district councils in their area. A number of meetings have taken place in the West Midlands, South East and East of England regions. ONS has attended these to provide an update on census preparations and progress. ONS met with representatives from county councils and the County Council Network to explore opportunities for counties to support census. The meeting was very useful and informed ONS's development of the local authority partnership guide. A further meeting will take place in the new year.
6. The **census regional champions (CRCs)** continue to coordinate census activity across their region and communicate key census messages. They will be organising events in each region in January/February 2010 to update census liaison managers (CLMs) and Assistant CLMs on census preparations and lessons learned from the census Rehearsal. To date, some 90% of local authorities have nominated a CLM and/or ACLM.

## 6) Quality Assurance (QA) update

### 1. Summary

Advisory Group Paper AG (09)04 outlined the census data quality assurance strategy. This update covers progress on plans to implement the strategy since the last meeting, covering one particular component engaging with LAs.

### 2. QA studies

Experience suggests that the census produces population estimates that are fit for purpose in the vast majority of LAs. However in some LAs the demographic composition of the area, or societal changes since 2001, suggests that additional research to understand the complex issues in these areas is required. Therefore the census QA team will be undertaking a series of QA studies to further understand the particular challenges in these LAs and how the QA process can be improved overall, but particularly for these LAs. To help us develop the thinking and processes to undertake these studies we will be running a small pilot consisting of 10 LAs within England And Wales.

### 3. CLM/ACLM guide

In addition to the QA studies LAs have been asked, via the CLM/ACLM guide to:

- Provide survey/ administrative data sources that we will consider as comparator data sources for the census;
- Provide feedback on local issues, concerns, expectations and observations about issues that might impact population estimated for their area; and
- Provide local feedback on significant issues that might impact on census quality.

### 4. Roadshows

**ONS** will hold joint census/migration statistics roadshow events during December to communicate the latest work being carried out to improve population statistics. The census sessions will outline progress on the 2011 Census and focus on the methodology for assessing coverage and subsequent quality assurance of census population estimates.

The events are as follows

- 2 December: Manchester Art Gallery
- 3 December: Birmingham ICC
- 4 December: Bristol Watershed
- 7 December: Royal York Hotel and Conference Centre, York
- 8 December: London, Westminster Church House Conference Centre
- 9 December: Leicester, National Space Centre
- 11 December: Llandrindod Wells, Metropole Hotel

Further details and a registration form are available at

<http://www.ons.gov.uk/census/2011-census/consultations/roadshows/index.html>

## 7) Coverage Adjustment

1. Work on the high level methodology for the Coverage Assessment and Adjustment methodology is summarised in the Autumn 2009 edition of Population Trends. This describes plans for the coverage methodology for the 2011 Census and includes a description of the coverage study design and developments in the statistical methodology at the foundation of the adjustment process. A booklet aimed at non-technical readers has also been completed and is now being distributed. This is called "Trout, Catfish and Roach" and uses the analogy of how to find the number of fish in a pond to describe the coverage methodology in accessible language. This is being distributed at the joint Census/ONSCD roadshows, but copies are available through [census.communications@ons.gsi.gov.uk](mailto:census.communications@ons.gsi.gov.uk).
2. Research work continues on a number of important areas of development. Firstly, the methodology for local authority estimation, when there is insufficient sample to estimate the authority by itself, has been evaluated using an extensive simulation study. This work demonstrated that a methodology that combines two simple small area estimators will provide the optimal estimator in terms of bias and precision.
3. Secondly, work continues on assessing and developing the Dual System Estimation (DSE) bias adjustment approach from that used in 2001. This methodology will be fully implemented in the 2011 methodology.
4. Thirdly, in the later part of this year extensive simulation work will be carried out to provide evidence for a final decision on how to group local authorities into areas large enough for estimation. Both geographically contiguous and non-contiguous methods will be considered in this work.
5. Lastly, two papers have been completed on estimating and adjusting for over-count in the census. One paper discusses methods of sampling and matching duplicates and the other investigates how to make estimates of the over-count. Both these papers are to be discussed at the November GSS Methodology Advisory Committee.
6. All of this work will contribute to the goal of having a finalised methodology for coverage assessment and adjustment, which is due for final sign-off in the middle of 2010. A full paper for consultation with advisory groups will be presented in the Spring.

## **8) Census road shows and outputs consultation**

1. ONS carried out 6 Census Output Roadshows to update users on our consultation plans for census outputs during October. The events focused on planned dissemination methods, consultation on some specific issues relating to ONS geographies, disclosure control mechanisms and how we can work with users to define the table specifications for 2011 later in the year.
2. ONS will be holding a series of joint roadshows in December 2009 to communicate the latest work being carried out to improve population statistics through the 2011 Census and the Improving Migration and Population Statistics projects. The Census seminars will outline progress on planning and executing the 2011 Census and focus on the methodology for assessing coverage and subsequent quality assurance of the Census estimates. The Improvements to Migration and Population Statistics seminars will serve to present the indicative impacts of improvements to migration and population statistics published on 30th November, and to publicise the formal consultation process on the improvements that will run from 30 November 2009 to 18 January 2010.

**ONS**  
**2011 Census Stakeholder Management and Communications Branch**  
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