About the local authority partnership programme

The quality of detailed population estimates derived from the census depends not only on maximising the overall response rate, but also on reducing the variability of response rates between different geographic areas and population groups.

In 2001, census response rates varied between 64% and 99% according to the local authority area. There is also evidence that some population groups (such as the elderly and students/young people) will require extra help and encouragement to complete the census questionnaire in 2011.

To provide the most accurate possible census population estimates for different geographic areas across England and Wales, we would like to work with key partners who can provide information and operational support.

Local authorities have important knowledge and understanding that can help secure a high overall response rate and an accurate population estimate. With your help we can tailor our community engagement to encourage people to take part and reduce the variability in census response rates.

1 About this partnership guide

This guide has been produced in response to your feedback on the need for clear guidance about how we can work as partners to support census delivery.

It will help you plan and resource your census activities for the financial years 2010/2011 and 2011/2012.

The guidance is relevant to all unitary councils, county councils and district councils in England and Wales, as well as town and parish councils. It sets out the roles of and relationships between local authorities and our census management team, field staff (such as area managers) and contractors (such as Capita).

It documents the key partnership activities where we would like to work with local authorities, and while the guidance is largely intended for census liaison managers (CLM) and their assistants (ACLM), it will also be relevant to other members of your local authority census team, such as communications officers, who can assist in census preparations and delivery.

We recognise that many local councils will not have the resources to carry out all of the actions highlighted. ONS has therefore indicated which
activities it believes are a priority to help deliver a successful census for every local area.

You’ll find more information about the role of other local authority officers in the census in this guidance.

Guidance documents are available to download from the 2011 Census website. You can also access these from our online census communities of practice at http://www.communities.idea.gov.uk/comm/community-search.do?queryText=census.

These documents will be regularly reviewed and updated, and more will be published.

The local authority census regional champions, the census Operational Management and Local Authority Communications Advisory Groups (ONS and local authority representatives), and the Local Government Association (LGA) in both England and Wales have been consulted on this guidance and their comments have been incorporated.

We will continue to engage with these groups and all local authorities to further update the guidance in light of their comments and lessons learned from the 2009 Rehearsal and census tests.

When new or changed sections of the guidance are published, we will let your know through your census regional champion (monthly CLM/ACLM updates). News alerts will also be posted on our website and communities of practice extranet.

2 The importance of census estimates for public services

Every ten years a census is carried out in England and Wales to produce an accurate estimate of the population. Census statistics are vital to help plan for the future. Census data is used to:

- Provide accurate information on numbers of people, where they live, their characteristics and their needs. This helps government decide the allocation of resources to public services
- Help central and local government to plan local services, including education, healthcare and transport
- Benchmark and update the statistical base for population and households for use across all sectors
- Provide national, consistent insights and contextual information for small areas and population groups
- Support public policy development and evaluation
Census data also underpins central government calculations on the amount of financial support that each local authority and other public bodies receives to plan and fund local services in order to meet the needs of their community.

3 How local authorities can help improve census population estimates

Active support from local authorities is vital to achieve a high overall response rate, and hence more accurate population estimates in each area. Local authorities have an excellent knowledge of the make up and needs of their neighbourhoods. This will help us to tailor our community engagement and reduce the variability of census response rates.

Working in partnership with local government will help us to:

- Provide the most accurate possible census population estimates for different geographic areas across England & Wales with stakeholders who can provide information and operational support
- Ensure the widest possible awareness of census outputs and tools, through effective consultation and communication, and close co-operation with users
- Boost user confidence in the results, consulting widely and working with them to validate key steps in census processes

To provide the most accurate census population estimates for different geographic areas across England & Wales, we have identified seven strands of partnership working that we are asking local authorities to support:

1. Developing the national address register
2. Understanding local communities (enumeration intelligence)
3. Developing community liaison contacts
4. Promoting the census in your area
5. Recruiting local census field staff
6. Supporting local census field operations
7. Providing data for quality assurance

Guidance for each of these engagement activities can downloaded from our website.
The engagement strategy and discussions about census methodologies were developed with the assistance of the Local Authority Steering Group in 2006-2007 and tested during the 2007 Census Test.

These have been refined and fine tuned to take account of lessons learned following the census tests in 2007, 2008 and 2009 and are being reviewed following the October 2009 Rehearsal and feedback from the Operational Management Advisory Group and other census advisory groups. Final arrangements will be finalised by early 2010 to meet contractual requirements with external contractors.

We are grateful for the support of the local authorities and the local authority associations involved in developing this strategy with us.
4. Engaging with local authorities

4.1 The role of census regional champions (CRCs)

A network of census regional champions (CRCs) was established in the last quarter of 2008. It corresponds to the regional government office structure for England and, with Wales, includes ten senior representatives of local authorities.

As senior local authority officers, the CRCs act as ambassadors for the census among their peers, providing a communication channel with all local authority chief executives.

Each CRC has engaged with the CLMs and ACLMs in their region to bring them up to date with 2011 Census progress and to explain what contribution we would like them to make, and when. The CRCs will continue to develop these regional networks during the run-up to the 2011 Census to monitor local authority concerns and provide us with feedback.

The CRCs will use their expertise and networks to champion the census, in order to:

- Create awareness of the 2011 Census among local authorities and their strategic partners
- Help us to build and sustain an effective partnership with local authorities
- Make introductions, arrange meetings and stage regional events
- Generate a mutual understanding of what constitutes a successful census
- Promote and encourage the mutual benefits of working with the census team to encourage local authority management buy-in
- Tell us about communication strategies and engagement plans with local authorities
- Share best practice across regions and with other CRCs, providing expertise, advice and guidance to help resolve any difficulties local authorities may encounter
- Help us to explain our approach and methodology to local authorities.

ONS meet the CRCs every 6-8 weeks to listen to their views and give them the latest information on census plans, policy and delivery.
4.2 The role of census liaison managers and assistant census liaison managers (CLMs/ACLMs)

In January 2009, ONS Census Director Glen Watson and the CRCs wrote to local authorities asking them to nominate a census liaison manager (CLM) and assistant CLM.

CLMs and ACLMs will be instrumental in making our local authority partnership work and to ensuring effective communication between ONS and local authorities.

As a CLM or ACLM, you will be the key person responsible for coordinating census activity within your local authority and engaging with ONS, census area managers and community advisers, other local authorities in your region and your census regional champion. A number of other local authority teams such as communications/media, community support and Local Land and Property Gazetteer (LLPG) custodians also contribute to census delivery locally.

In some authorities, particularly the larger ones, it may be necessary to involve your colleagues in preparations for the census and adopt a project management based approach to co-ordinate resources across the council. The London Borough of Lewisham and Birmingham City Council are coordinating their census activity in case other local authorities wish to adopt similar arrangements.

The way in which assistance is organised in each council is best assessed at a local level and clearly the extent to which individual officers can help with census preparation will depend on what resources are available. We will ask your census area manager to agree with you a local census partnership plan for census preparation. The plan will set out the actions that area managers and your authority will agree to carry out – both together and independently. ONS will review and monitor actions against this plan to identify and promote good practice and share lessons learnt. The CLM/ACLM may also wish to report on progress against the plan to senior officers and/or councillors.

4.2.1 Census liaison manager (CLM)

We need your help as a senior decision-maker to inform your local authority senior management colleagues and Elected Members about the implications of supporting ONS in the delivery of the 2011 Census. Your leadership will help your local authority to:

- Prepare for the census and make sure relevant teams understand why they should co-operate
- Provide us with information and feedback, highlighting any particular issues that could impact census operations
- Help ensure sufficient resources are made available within the authority to take forward any agreed commitment to the census
- Coordinate activity across the authority and act as a champion for the census, working closely with the CRC for your area
- Provide reports on census progress locally to senior officers and councillors
- Decide the most appropriate person to take forward the ACLM role as this may change to reflect the focus of the census (e.g., the initial focus is on address register etc. This will change to data users as census progresses)

4.2.2 Assistant census liaison manager (ACLM)

We are asking you to take responsibility for the day-to-day liaison at an operational level. This will involve:

- Helping us to gather information, advice or guidance from your local authority
- Working closely with the CRC for your area
- Liaising with our census stakeholder teams to discuss local census activity, progress and delivery
- Supporting your CLM in coordinating and executing your local authority’s census activities
- Interacting with other local authority managers to make sure information we request, such as in resolving address anomalies, can be provided on time and in the correct format
- Liaising with census area managers and community advisers to agree a local census partnership plan and report progress to your CLM

4.2.3 Other key local authority partners

A number of other local authority audiences will have an interest and involvement in census delivery. These include:

Local authority chief executives and elected members
Census data provides accurate information on numbers of people, where they live, their characteristics and their needs. This helps local government plan local services, transport and so on.

The census regional champions (CRCs) will engage with local authority chief executives to explain the importance of the census and stress the need for local authorities to help, where possible, by providing resources to support census delivery.

Importantly, they will explain how census data determines the amount of financial support each local authority receives from central government to plan and fund local services and meet the needs of their community. We have produced a census handbook for councillors to clearly explain the census and why they and your authority should support it.

**Local authority communication officers**

We will be running national publicity campaigns to raise awareness of the 2011 Census and the importance of the information it collects. A local authority publicity toolkit is available as a download from the census website at [www.census.gov.uk](http://www.census.gov.uk). This provides census publicity materials to help communications officers to deliver key census messages to their communities through local channels such as newsletters, websites, leisure centres, libraries and other local authority buildings.

Local authority communication officers have the skills, knowledge and experience to help us publicise key census messages to their communities. Our census area managers will be carrying out community engagement and publicity work from August 2010, and will also engage with local authority communication and media teams to identify and target local media outlets and contacts.

**Local authority land and property gazetteer (LLPG) custodians**

For the 2011 Census to be a success, a comprehensive and up-to-date address register is essential. This time, around 95% of the questionnaires are being delivered by post. To this end we are developing a national address register with the help of local authorities, through comparisons of the National Land and Property Gazetteer (NLPG) and the Royal Mail and Ordnance Survey national address products.

Since changes to the NLPG will be picked up until at least the end of 2010, changes and improvements to the LLPGs will play a key role in ensuring that the register is up to date at census time.
After comparing the addresses held by each national supplier, any address anomalies were sent to local authorities in November 2009, and we have asked that these are resolved by the end of February 2010.

An accurate address register will make sure as many households as possible receive a census form by post and achieve savings for the local authority by removing address duplication and improving service delivery.

**Research, planning and information managers**

Census data provides contextual information for small areas and population groups to inform local policy development and evaluation. It helps local authorities to understand the needs and characteristics of their communities and plan and prioritise services and activities around them. Local authority managers can identify and provide data sources to help us quality assure census outputs, which in turn will help ensure a more accurate population estimate.
2011 Census 2011 (England & Wales) Advisory Groups
<table>
<thead>
<tr>
<th>Region</th>
<th>LA Champion</th>
<th>Contact Email</th>
</tr>
</thead>
<tbody>
<tr>
<td>West Midlands</td>
<td>Stephen Hughes</td>
<td><a href="mailto:stephen.hughes@birmingham.gov.uk">stephen.hughes@birmingham.gov.uk</a></td>
</tr>
<tr>
<td>South East</td>
<td>Mark Heath</td>
<td><a href="mailto:mark.heath@southampton.gov.uk">mark.heath@southampton.gov.uk</a></td>
</tr>
<tr>
<td>South West</td>
<td>Paul Morris</td>
<td><a href="mailto:p.morris@poole.gov.uk">p.morris@poole.gov.uk</a></td>
</tr>
<tr>
<td>Yorkshire &amp; Humber</td>
<td>Jacky Pruckner</td>
<td><a href="mailto:Jacky.pruckner@leeds.gov.uk">Jacky.pruckner@leeds.gov.uk</a></td>
</tr>
<tr>
<td>East of England</td>
<td>David Monks</td>
<td><a href="mailto:david.monks@huntsdc.gov.uk">david.monks@huntsdc.gov.uk</a></td>
</tr>
<tr>
<td>North East</td>
<td>Dave Smith</td>
<td><a href="mailto:chief.execs@sunderland.gov.uk">chief.execs@sunderland.gov.uk</a></td>
</tr>
<tr>
<td>North West</td>
<td>Sir Howard Bernstein</td>
<td><a href="mailto:h.bernstein@notes.manchester.gov.uk">h.bernstein@notes.manchester.gov.uk</a></td>
</tr>
<tr>
<td>East Midlands</td>
<td>Perry Holmes</td>
<td><a href="mailto:Perry.Holmes@leicester.gov.uk">Perry.Holmes@leicester.gov.uk</a></td>
</tr>
<tr>
<td>London</td>
<td>Barry Quirk</td>
<td><a href="mailto:barry.quirk@lewisham.gov.uk">barry.quirk@lewisham.gov.uk</a></td>
</tr>
<tr>
<td>Wales</td>
<td>Bryn Parry-Jones</td>
<td><a href="mailto:chief.executive@pembrokeshire.gov.uk">chief.executive@pembrokeshire.gov.uk</a></td>
</tr>
</tbody>
</table>


http://comms.census.gov.uk

http://comms.census.gov.uk
4.3 Co-ordinating ONS interaction with local authorities

Communicating with local authorities

The main channel for our communication with all local authorities is through you, the nominated CLM or ACLM.

Throughout the 2011 Census, we will communicate with you directly, as well as through your census regional champion and any activities and events that they run in your region to promote and explain 2011 Census plans, methodology and progress.

ONS's local authority liaison team will promote co-ordinated and consistent engagement with local authorities throughout the whole census operation. They will attend census and local government events and roadshows to hear local authority concerns and answer questions. The team will also make sure ONS engagement with local councils is joined up and co-ordinated.

We are using a mix of communication channels to engage with you, including web, email, newsletters, roadshows, workshops, meetings and events.

Our census website at http://comms.census.gov.uk and the online communities of practice area on the Improvement and Development Agency (IDeA) website www.communities.idea.gov.uk will help us to share information with you. Census regional champions will email CLMs/ACLMs with monthly progress updates on our behalf and we will upload frequent updates on the communities of practice and answer your census questions on there and keep you up to date on census developments etc.

We want to maximise the opportunities to engage with local authority census data users and census liaison managers through third party channels such as the Local Government Association (LGA) in both England and Wales, the Local Authority Research and Information Association (LARIA), and ONS census advisory groups such as the Central/Local Government Information Partnership (CLIP) census sub-group and the Wales Census Advisory Group. ONS has also established the Local Authority Communications Advisory Group (LACAG) and the Operational Management Advisory Group to seek local authority feedback on our plans for census communication, methodology and operations.

Engagement phases

Our engagement with local authorities is in two phases:
Phase 1: Development and planning phase from January 2009 to July 2010

Phase 2: Local implementation phase from August 2010 to mid-2011

The illustration below shows how we will communicate with the different local authority audiences during these phases. We are adjusting our internal procedures to support local implementation. This will ensure consistent and co-ordinated engagement between ONS and local authorities.

LA audiences and communication

All census headquarters staff and Capita are asked to consult the stakeholder management team before engaging with local authorities to help promote consistency. Similarly, we will channel all local authority engagement through you, the nominated CLM/ACLM. Whenever we are contacted directly by other officers from your authority, such as LLPG Custodians regarding address resolution, we will copy you into any correspondence.

4.4.1 Phase 1: Development and planning
This phase is to promote local authority awareness and understanding of census objectives, plans, methodology and outputs, and listen to your concerns and feedback.

Local authorities are key users of census data and it is essential that we gain your confidence in outputs and our data quality assurance. We wish to communicate the importance of data security and confidentiality of personal census data to your organisation and establish a strong relationship with you to encourage local government contribution to a successful 2011 Census. We will give you the key messages we would like you to take to senior managers and elected members.

We will also explain our robust plans for developing an effective, targeted and flexible field force to address areas and population groups that pose the greatest challenges to enumeration and achieving accurate population estimates. We will make clear how we have taken account of consultation, testing and the 2009 Rehearsal to refine our methodology and plans to help deliver a successful 2011 Census.

Our stakeholder management team will carry out most of the local authority engagement during this phase. To ensure a co-ordinated approach, we will make sure all initial communication is channelled though you, the CLM/ACLM and that any direct communication with other local authority officers such as LLPG custodians is carried out with your knowledge and consent.

**Operational activity**

Although Phase 1 is mainly about developing and testing 2011 census methodologies and systems, there will also be some local implementation activity.

Starting in November 2009, local authorities were asked to resolve address anomalies to help us develop a national address register for domestic households. We would also like to ask you to support our work in producing an address list for communal establishments.

During 2010, our recruitment consultants, Capita Business Services, will be asking local authorities to help publicise census recruitment activities. Local authorities may also be able to recommend the names and details of potential candidates, such as community volunteers, electoral canvassers, local authority own staff for Capita to contact. Capita will be sending you information about census jobs and we ask that you help to publicise these to your present and past staff and to your local community to encourage applications.
In October 2009, ONS carried out a census Rehearsal in Newham, Anglesey and Lancaster, together with a small-scale test in Birmingham. This gave us an opportunity to test and fine tune our systems for community engagement and publicity, special enumeration procedures (eg for student and prison accommodation) and the span of management control for census area managers and coordinators to learn important lessons ahead of 2011. We have been reporting back on our lessons learned from the rehearsal at the regional CRC events. A final rehearsal evaluation report will be published in early April 2010.

4.4.2 Phase 2: Local implementation of local census partnership plans

The focus of phase 2 will be around local preparations to ensure an effective 2011 Census. Day-to-day engagement with councils on local census issues will, from August 2010, be carried out mainly by area managers and community advisers (in those local authority areas where they operate).

The area managers will report to Census HQ and will keep you informed about census preparations and delivery. ONS will provide instructions for area managers to set out how they should engage with you and local community groups.

Census Local Partnership Plans

Introduction

1. Local knowledge and support are key to a successful census and ONS wish to build on your expertise to take forward a plan of action for every local authority area. These actions will be recorded in census local partnership plans, to be agreed between area managers and local councils, from August 2010.

2. Following their appointment, one of the first tasks of area managers will be to meet the local authority ACLM/CLM in the local authority(s) they are responsible for to develop and agree a census local partnership plan.

3. Where area managers are responsible for more than one authority, special arrangements may be necessary e.g. joint meetings between authorities, particularly where there may be scope for synergies. Where appropriate, area managers should engage with county councils as well as town and parish councils.
4. Census local partnership plans for every district and unitary authority should, if possible, be agreed between area managers and local councils by mid-September 2010.

Background

5. We wish to ensure all geographic areas and population groups are accounted for as accurately as possible. Building a profile of your community will ensure our publicity, community liaison work and field operations reach local people. Local authorities hold a wealth of information and knowledge about the local area and community essential for developing local census partnership plans such as:

- languages spoken;
- concentration of ethnic and minority populations;
- student areas;
- households in multiple occupancy and communal establishments;
- particular faith groups;
- groups of people who may need additional assistance to help them complete the census questionnaire.

6. ONS will provide area managers with information they hold for their local area(s), including any community engagement carried out by Capita to support recruitment locally.

7. Area managers will use a Community Profiling Toolkit to build a profile of the local area and community. You can help our area managers complete this task as your local authority will have developed very effective arrangements and relationships with your communities and strategic partners. You may wish to work with our field staff to implement a joint programme of community engagement for the census. By working together, we will be able to target and tailor our community liaison more effectively.

8. The census local partnership plan will build on information collected by area managers and community advisers during August – December 2010 when their primary focus will be on carrying out community engagement and publicity activity. They will incorporate community outreach plans developed for specific population groups into the partnership plan. Area managers will continue to carry out community engagement from January 2011 but will have a greater focus on enumeration activity.

Content of census local partnership plan

9. The content of the plan will vary from area to area and a “one size fits all” approach is not suggested. In particular, there will be a range of
contributions that local authorities can make – some easier and simpler than others – and it will be important to prioritise the agreed actions for a particular area.

10. As a guide, the plan should set out:

- Agreed actions for the seven partnership strands described in the local authority partnership guide (insert link). In particular:
  - community engagement measures to help target and tailor our community liaison more effectively, using the community profiling toolkit (insert link) and taking account of any community outreach plans (insert link).
  - local publicity and language support (translation and language assistance to non-English speakers) to target specific geographic areas or population groups – using the LA communications toolkit as a reference point (insert link).
  - Any support Las can give to field operations e.g. meetings rooms and storage.

- Who will carry out these actions, whether separately or together, i.e.
  - the local authority
  - the area manager
  - the community advisor (if there is one for your area),
  - ONS
  - other local government bodies or organisations (e.g., county, town & parish councils, community groups, PCTs, etc)

- timescales for actions

- the names and details of local authority officers who should be contacted e.g. your media officer to support publicity/media activity.

Agreement and review of census local partnership plans

11. We suggest that the plans are agreed between the area manager and ACLM (liaising with the local authority including “sign off” by the CLM).

12. Once agreed, the area manager will send the plan to ONS to review and provide feedback. This will help ONS identify good practice that can be shared with other area managers. Similarly, ONS will encourage area managers to share their plans with each other to share ideas and run joint activities. Area managers and local authorities should continue to review progress against the plan and add new actions (and sign-off completed
actions) once identified. Area managers will submit regular progress reports to ONS against each plan they’re responsible for.

13. You may also wish to report progress against the plan to senior officers and councillors.

14. From August 2010, you should contact your area manager if you have concerns about any local census issues. If your concern is of a more strategic or policy nature that might impact on census across other geographic areas, then you should contact the ONS local authority liaison manager (link to contacts)

Next steps

15. ONS is producing guidance and a template to help you and area managers prepare census local partnership plans. We plan to seek comments from local authorities in April - with publication in May. We welcome your support in helping us shape and develop this material.

2.5 Timeline

The following diagram shows some of the activities we are asking your local authority to support, and when. More details are included in each of the seven local authority partnership areas.

<table>
<thead>
<tr>
<th>October 2009</th>
<th>CLM/ACLM guidance published (completed)</th>
</tr>
</thead>
<tbody>
<tr>
<td>November 2009-February 2010</td>
<td>LLPG query resolution <em>(completed)</em></td>
</tr>
<tr>
<td>January 2010</td>
<td>Communications toolkit published (completed)</td>
</tr>
<tr>
<td>January/February 2010</td>
<td>Regional CRC meetings for CLM/ACLMs (completed)</td>
</tr>
<tr>
<td>January – March 2010</td>
<td>Local authority publicity online community established (completed)</td>
</tr>
<tr>
<td>Feb/March 2010</td>
<td>Census Regulations agreed (completed)</td>
</tr>
<tr>
<td>March –Dec 2010</td>
<td>Updates to NLPG picked up by ONS</td>
</tr>
<tr>
<td>March 2010</td>
<td>Revised Partnership Guide &amp; Communications toolkit uploaded onto census website</td>
</tr>
<tr>
<td>Date</td>
<td>Event</td>
</tr>
<tr>
<td>-----------------</td>
<td>----------------------------------------------------------------------</td>
</tr>
<tr>
<td>April 2010</td>
<td>Report on census rehearsal evaluation produced</td>
</tr>
<tr>
<td>May 2010</td>
<td>ONS address checking starts</td>
</tr>
<tr>
<td>August 2010</td>
<td>Area managers start</td>
</tr>
<tr>
<td>September 2010</td>
<td>Community advisers start and take forward community outreach plans</td>
</tr>
<tr>
<td>August/September 2010</td>
<td>Agreement of Local Census Partnership plans between local authority and area manager</td>
</tr>
<tr>
<td>Oct/Nov 2010</td>
<td>Regional CRC meetings for CLM/ACLMs</td>
</tr>
<tr>
<td>Feb 2011</td>
<td>National census advertising campaign starts</td>
</tr>
<tr>
<td>Feb 2011</td>
<td>Census Coordinators start</td>
</tr>
<tr>
<td>27 March 2011</td>
<td><strong>Census Day</strong></td>
</tr>
<tr>
<td>April 2011</td>
<td>Census follow up commences 10 days after census day for 30 days</td>
</tr>
<tr>
<td>May 2011</td>
<td>Census Coverage Survey commences (6 weeks after census day)</td>
</tr>
</tbody>
</table>
Developing the address register

1 Introduction and objectives

The development of an accurate national address register is vital to the success of the census. For the 2011 Census, around 95% of the questionnaires will be mailed to households in England and Wales using this register. An accurate household address register will also support the questionnaire tracking system and help target follow-up resources more effectively. It is also a key source for quality assuring census estimates.

For the census a household is defined as:

One person living alone, or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room, sitting room or dining area

The negotiation of a data sharing agreement with national suppliers of address lists to set out how data can be shared has helped us to create a national address register combining address information from the Local Government Information House’s National Land and Property Gazetteer (NLPG), Royal Mail’s Postcode Address File (PAF) and Ordnance Survey’s Address Layer 2 (AL2) products.

A separate census address list will also be developed to support enumeration of communal establishments. Questionnaires for people living in communal establishments (managed residential accommodation) will be delivered and collected by hand and we need accurate details of all these establishments.

It is increasingly obvious that local authority involvement and local knowledge is going to be essential in ensuring the quality of the address register. The success, or otherwise, of the register will be measured, at least in part, by local authority confidence in the resulting list.

An address register pilot was conducted in 2008-2009 with 27 local authorities and contributed to developing the strategy now being proposed. A series of workshops run for local authorities from August to October 2009 have helped refine the plan.

Full details of the strategy are available at the 2011 Census address register Community of Practice
http://www.communities.idea.gov.uk/c/1259927/home.do
2 What ONS will do

- Create a national household address register combining address information from the Local Government Information House’s national land and property gazetteer (NLPG), Royal Mail’s postcode address file (PAF) and Ordnance Survey’s Address Layer 2 (AL2) products

- Use our contractors to match these national address files and validate the composite list using other available products, such as Valuation Office Agency data

- Create an address register for communal establishments using additional datasets from key organisations, local authorities and government departments

- Take forward lessons learned from the rehearsal re enumeration of university accommodation. ONS will refine its approaches and develop the use of HMO data.

- Inform local authority staff of the address register development project, listen to their views and feedback and set out how we would like them to get involved

- Emphasise the importance of the address register development to senior local authority address managers through a variety of communication channels, such as the Local Government Association in both England and Wales, CRCs, SOLACE and the LLPG custodians network

- Clearly explain the implications of the data sharing agreement for the national address list suppliers and local authorities (completed)

- Carry out tests to assess the accuracy of the address register and rehearse its use in the three census rehearsal areas and Birmingham test during 2009 (completed)

- Tell local authorities as early as possible about the work that could be required, such as the number of addresses in their LLPG that need resolution, so that they can plan resources accordingly (completed)

- Hold workshops to prepare local authority staff for the address anomaly resolution phase of the project in Autumn 2009. Workshops were carried out in each Government Office region and Wales (completed)

- Produce a technical guide to support LLPG custodians through the anomaly resolution process in October 2009. This will include formats, codes, classifications and other relevant information (completed)
- Carry out targeted field work from May and August 2010 in the geographic areas where we have least confidence in the address register to verify accuracy and update the address register and list of communal establishments
- Provide feedback and information found during address checking to the national address product suppliers, as set out in the data sharing agreement
- Subject to licensing agreement, send a complete address list for both communal establishment and residential properties between May and July 2010
- Deliver the address register for households and the address list for communal establishments to the printers on 11 November 2010 to enable questionnaires, envelopes and other materials to be printed in plenty of time for the 2011 Census – with a supplementary print run in February 2011 for households
- Develop a system to allow for change-only updates to be added right up until Census Day (27 March 2011)
- Share with all data suppliers any new addresses found during our address check field work
- Publish relevant information on the online 2011 census address register community of practice through this link: http://www.communities.idea.gov.uk/c/1259927/home.do

3 What we would like local authorities to do
- Maintain and improve address data quality (including classifications) to contribute to an accurate national address register through:
  - Liaison with other council teams such as environmental health, planning, licensing, building control, social services, etc. This may include information on caravan sites, hostels, hotels, houses in multiple occupation, residential care homes, etc
  - continuation of sending regular LLPG updates
- Assist in the resolution of address anomalies discovered by the address matching exercise and during the creation of the address register and send back details of resolution to Intelligent Addressing, according to ONS guidance. This should be done between 1 November 2009 and 28 February 2010 using field work and other evidence and data sources, such as council tax and electoral roll records (completed)
Help us to quality assure our lists of communal establishments. It would be extremely helpful if you are able to provide additional information on number of residents, contact telephone numbers, managers’ names where these are available. The QA work is likely to be required around May or June 2010 – and the mechanisms and formats for this work is being discussed and agreed with local authorities during February/March 2010.

Continue to feed in views for improvements to the approaches being developed for compiling the address register, eg feedback on ONS approaches for enumerating universities and students.

4 What census contractors will do

- Manchester Geomatics will match national address files and create the National Address Register (NAR) in partnership with Lockheed Martin
- Before local authorities get involved in anomaly resolution, Intelligent Addressing will resolve as many anomalies as possible to reduce the workload on local authority staff, through data cleansing and field work
- Intelligent Addressing will send any remaining anomalies to local authorities for resolution and coding, and use their returns to update the national address register (completed)
- Royal Mail will carry out field work between July and December 2009 to provide further evidence of the accuracy of each address (completed)

5 What field staff will do

- Carry out a check of around 15% of addresses throughout England and Wales between May and August 2010. The check will be targeted using a combination of: counts of differences between national address sources (10%), a proxy for complex household structures obtained from national utility data (4%) and a random element of comparison (1%).
- Carry out additional checks on key elements of the communal establishment register
- Feed back amendments for us to forward to national and local suppliers as appropriate
## Timeline

<table>
<thead>
<tr>
<th>Date</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>December 2008</td>
<td>National address matching started (completed)</td>
</tr>
<tr>
<td>Summer 2009</td>
<td>Address queries sent to national providers to resolve (completed)</td>
</tr>
<tr>
<td>August–October 2009</td>
<td>Regional address register workshops (completed)</td>
</tr>
<tr>
<td>October 2009</td>
<td>Technical guide for LLPG Custodians to help resolve address anomalies (completed)</td>
</tr>
<tr>
<td>1 November 2009</td>
<td>Remaining address anomalies sent to local authorities for resolution (completed)</td>
</tr>
<tr>
<td>December 2009</td>
<td>Royal Mail and Intelligent Addressing complete their address resolution (completed)</td>
</tr>
<tr>
<td>January 2010</td>
<td>Recruitment of address checkers commences (completed)</td>
</tr>
<tr>
<td>28 February 2010</td>
<td>Local authority resolution completed (completed)</td>
</tr>
<tr>
<td>March 2010 onwards</td>
<td>Local authorities continue to provide LLPG updates to Intelligent Addressing</td>
</tr>
<tr>
<td>3 May 2010</td>
<td>ONS field address checking of households and communal establishments starts</td>
</tr>
<tr>
<td>May/June 2010</td>
<td>ONS sends a list of communal establishment addresses to local authorities for comment (subject to licensing agreement)</td>
</tr>
<tr>
<td>June/July 2010</td>
<td>ONS sends a list of residential addresses to local authorities for comment (subject to licensing agreement)</td>
</tr>
<tr>
<td>10 September 2010</td>
<td>ONS address check completed</td>
</tr>
<tr>
<td>Autumn 2010</td>
<td>ONS to share information about the likely content of final address lists (subject to agreement)</td>
</tr>
<tr>
<td>Date</td>
<td>Description</td>
</tr>
<tr>
<td>--------------</td>
<td>------------------------------------------------------------------</td>
</tr>
<tr>
<td>11 Nov 2010</td>
<td>Address lists for households and communal establishments sent to printers</td>
</tr>
<tr>
<td>End 2010</td>
<td>ONS feeds back new addresses to national suppliers and local authorities</td>
</tr>
<tr>
<td>January 2011</td>
<td>Final cut-off for LLPG change only updates for household addresses</td>
</tr>
<tr>
<td>February 2011</td>
<td>Supplementary print run</td>
</tr>
<tr>
<td>27 March 2011</td>
<td><strong>Census Day</strong></td>
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</tbody>
</table>
Developing enumeration intelligence

1 Introduction and objectives

One of the key objectives of the census is to reduce the variation in response rate among different geographic areas and population groups in order to provide a more uniform basis for making under-coverage adjustments. In order to maximise 2011 Census response rates throughout all local areas in England and Wales, we need to acquire enumeration intelligence to help us plan and design our operations and methodology based on a clear understanding of local communities.

Enumeration intelligence will help us:

- Plan our workload, i.e. how we will allocate and target our field resources
- Identify what language assistance may be required and areas of high proportions of non-English speakers
- Enumerate communal establishments and different population groups
- Identify additional information that may be helpful in managing enumeration, such as areas with gated communities or high proportion of houses in multiple occupation
- Develop safe systems of work for field staff
- Identify areas where significant numbers of the population belong to a particular faith, ethnic community or other community clusters which call for different approaches to enumeration, community engagement and publicity
- Identify areas with high numbers of very elderly or infirm people who would need assistance to complete and/or return the census questionnaires
- Highlight the location of sites of mobile or temporary accommodation for groups such as travellers, gypsies and Roma/Romani groups, short-term migrant workers, asylum seekers, and homeless/rough sleepers who may require special enumeration procedures
- Develop the recruitment and attraction strategy
2 Delivery method and follow-up

Census questionnaires in 2011 will be delivered in one of two ways. The significant majority of questionnaires will be posted to households. Communal establishments such as prisons, student halls of residence and hotels will also have their questionnaires hand delivered.

For the 2011 Census, households will either return their completed questionnaires by post, or complete and submit their answers online. Households that have not returned their census questionnaire or completed it online within ten days of census day, will be followed up with visits from census collectors. To do this we need to estimate how many households will not respond, for each lower layer super output area (LSOA).

3 Workload planning

To reduce the variation in response rates, extra resources will be targeted to support enumeration of areas where response rates are predicted to be low. Enumeration intelligence will identify the areas likely to be hardest to enumerate by estimating initial response rates for all areas, and using these estimates to categorise areas from 1 (easiest) to 5 (hardest). The allocation of field resources for follow-up work will be based on this Hard-To-Count (HTC) classification to make sure more resources are allocated to those areas that are likely to be hardest to count.

As the role of the collector will be predominantly assisting and persuading the public to complete a questionnaire, considerably more resources will be needed for follow-up activity in 2011. We plan to provide between three and four times the follow-up resources used for the 2001 Census.

The need for resources will be driven by the number of non-responding households rather than total number of households (as was the case in 2001). Follow-up staff will therefore be attached to a wider area and so can be deployed more flexibly during the operational period to target areas where response rates are low. (In 2001 staff were deployed by enumeration district as they were carrying out delivery and collection.)

We are developing a robust method to estimate initial response rates. We have developed a model based on factors and characteristics that we know resulted in low response rates for the 2001 census (such as ethnicity, young adults (invariably 16 – 29 years old) and types and density of housing).
Administrative data sources that are measured at least annually are being collected and used in the model based on the expected number of households. These include data on: unemployment/low income from the Department for Work and Pensions; ethnicity from Department for Children, Schools and Families; house prices from the Land Registry and housing density from the Department for Communities and Local Government.

4 Language assistance

A number of households may not complete their 2011 Census questionnaires because of language difficulties. We need to estimate where people needing language support are likely to live and in what proportions. This information will form part of the area profile being developed by area managers.

We expect to produce translated question booklets in 58 different (to insert link) languages. These will be available from the online help centre at www.census.gov.uk and may be requested via the Census Helpline or from census field staff. Telephone conversations with the helpline may be conducted in different languages with the support of translators. The questionnaire should be completed in English of Welsh.

We will use data from the Department for Children, Schools and Families’ (DCSF’s) school census data and from translation services provided to government departments and local authorities to estimate how much language assistance we need to provide overall and in each LSOA.

We also welcome direct sources of any such data held by local authorities and any indication of areas where there is a high proportion of non-English speakers. Follow-up staff will use an introduction card in a number of different languages to explain the purpose of their visit and establish the main language spoken by the householder.

5 Communal establishments (CEs) and special population groups

A communal establishment describes any type of managed residential accommodation such as hotels, care homes, student halls of residence, prisons and military bases. A detailed list of the communal establishments for census is provided at the end of this document.

Special population groups describe those people who require a non-standard delivery or collection method for their census questionnaires, regardless of whether they live in a CE. They include gypsies and travellers, and rough sleepers.
We have developed special procedures to deal with the range and diversity of types of CEs and special population groups. These will be reviewed following the 2009 Census Rehearsal and revised as necessary. We will post any changes through amendments to this guidance.

5.1 The census questionnaire

There are five types of census questionnaire:

CE1 – given to the manager/person in charge of a CE to complete with information about the type of establishment and the number of usual residents

H1 - collects information for between one and six members of a household. A separate household questionnaire is available in large print format and in Welsh

HC1 – a continuation of H1 for households providing questions for a further five individuals. A separate household continuation questionnaire is available in large print format and in Welsh

I1 – completed by individuals who are usually resident within CEs and collects information for just one person and for households where requested for confidentiality/privacy reasons

L1 – for CE managers to list the names of usual residents and track questionnaires more easily

All types of questionnaire are available for both England and Wales and a Welsh language version is also available in Wales.

A privacy envelope is provided with each questionnaire to ensure confidentiality.

The I1, H1 and HC1 will be available for completion online where CE residents or households have access to the internet. All are available in Welsh for people living in Wales.

5.2 Standard enumeration procedures for communal establishments

A separate field team is being recruited to enumerate all communal establishments (CEs) and special population groups in the 2011 Census.

For all CEs, questionnaires will be delivered by hand to the manager and then collected after Census Day, usually by a special enumerator. The establishment manager should distribute the questionnaires to all their usual residents and then gather them back in for collection. By contacting
CEs personally, field staff can advise and help the manager with these tasks. For secure CEs such as prisons and military bases, a census coordinator will take on this role.

In most cases, only those who are usually resident at a CE will need to complete an individual questionnaire there. Short-term visitors, such as those holidaying in hotels or in hospital for a short stay, will normally be counted at their home address - although the total number of visitors staying at each CE will be included on the CE questionnaire.

Usual residence at a CE is normally classed as six months or more for UK residents, although there are some exceptions for certain types of establishment. Non-UK residents intending to stay in the UK for three months or more will be counted where they are on census night. If someone from the UK is at a CE on census night but has no usual residence elsewhere, they will be included at that CE.

Further details on how communal establishments will be enumerated is provided at the end of this document.

6 What ONS will do

- Identify the factors that are expected to contribute to lower response rates and collect administrative data on these, e.g. unemployment/low income, ethnicity, housing density
- Develop a robust method for estimating initial response rates (response rates before follow up) by LSOA and test this during the 2007 Tests and 2009 Rehearsal
- Produce a national hard to count categorisation that will be used to allocate resources and manage fieldwork
- Identify our critical success factors for 2011 Census and publish these in April 2010
- Estimate the follow up field resources needed to achieve the key performance indicators at local authority level
- Develop processes to manage and redeploy the field staff to achieve the critical success factors in event that estimates of initial response rates differ or other factors such as foot and mouth or swine flu
- Define the geographic areas to be covered by area managers by the end of January 2010 and inform local authorities about these in mid-February
- Determine the areas to be covered by census coordinators by Spring 2010
- Determine hours and locations of collectors and special enumerators by late 2010
- Produce clear procedures and instructions for field staff to help them carry out effective enumeration
- Provide guidance to area managers on the types of information that might help them better understand their areas and build an area profile of the locality
- Produce a tailored local authority profile, based on a 'one sheet print' that gives a breakdown of the population by age and sex at local authority, regional and national levels. Here is an example:
  [ hyperlink](http://www.neighbourhood.statistics.gov.uk/dissemination/LeadKeyFigures.do?a=7&b=276981&c=PO12+3AS&d=13&e=16&g=450917&i=1001x1003x1004&m=0&r=0&s=1250579450742&enc=1#)
- Produce guidance for area managers on the development of a local census action plan to set out and agree with the local authority, the information and support (such as meeting rooms) that will be provided inform and assist enumeration.
- Decide the languages (including Braille) that we will support with question translation booklets for 2011 by December 2009 and inform local authorities of these. Additional language support will be available for householders by request from the contact centre
- Collect details of communal establishments from other government departments, local authorities and data sources such as MOD bases and third party establishments such as universities
- Produce a separate and accurate as possible final address list for all communal establishments in time to be sent to the printers on 11 November 2010
- Carry out address checking in areas where we know there are a significant number of communal establishments
- Set out clearly our enumeration methods and areas for hand delivery.

7 What we would like local authorities to do
- Provide ONS and area managers with any additional information and intelligence about the local area profile to support them and assist enumeration. This will include information on:
the proportion and areas of single person and student households (by enumeration district or LSOA as appropriate) from council tax records and other sources. If possible it would be helpful if the information includes the total number of residential households (to calculate proportions), the number of households claiming student discounts and the number of households claiming single adult occupancy discounts

- the number of vacant and second homes (e.g. holiday homes). As vacant properties may change usage, it would be useful to provide this data close to census day
- data sources on the first languages spoken and areas of greater proportions of non-English speakers and ethnic communities
- households in multiple occupancy (where more than one questionnaire might be required) and large households (where continuation questionnaires might be required) in their area from August 2010
- details of any gated communities where there may be particular access difficulties from August 2010
- areas with recent population or residential property change (such as new housing or structural changes) and provide this information to area managers from August 2010
- details of any travelling fairs, gypsy and traveller groups in their area and provide details of the local authority liaison officer for these groups
- contact details for sites associated with mobile accommodation, e.g. caravan sites, camping sites
- areas where there may be garden annexes and high proportions of rented, converted and shared housing

8 What field staff will do

- Census area managers will meet with local authority ACLMs in first couple of weeks of their employment to capture any additional local data and intelligence that may support enumeration and to include this in their local action plan
- Census field staff will carry out special procedures for enumerating the different types of communal establishments and special population groups. These procedures were rehearsed in October 2009 and are being subsequently refined.
### 9 Timeline

<table>
<thead>
<tr>
<th>Date</th>
<th>Task Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>11 October 2009</td>
<td>Rehearsal of census operations (completed)</td>
</tr>
<tr>
<td>January 2010</td>
<td>Decide the languages (including Braille) that we will support with question translation booklets for 2011 (completed)</td>
</tr>
<tr>
<td>Early 2010</td>
<td>Consider lessons learned from the 2009 Census Rehearsal and implement any recommendations for 2011 Census</td>
</tr>
<tr>
<td>Feb 2010</td>
<td>Define the geographic areas to be covered by area managers and inform local authorities about these (completed)</td>
</tr>
<tr>
<td>Spring 2010</td>
<td>Determine the areas to be covered by census coordinators</td>
</tr>
<tr>
<td>April 2010</td>
<td>Identify our critical success factors for 2011 Census and publish these</td>
</tr>
<tr>
<td>August 2010</td>
<td>Area managers meet with CLM/ACLM to agree local census partnership plan (including county ACLMs)</td>
</tr>
<tr>
<td>August 2010</td>
<td>Local authorities provide area managers with details of languages spoken locally</td>
</tr>
<tr>
<td>From August 2010</td>
<td>Local authorities continue to provide enumeration intelligence. Eg details of any traveller groups, building changes, etc. This information should be included in the partnership plan</td>
</tr>
<tr>
<td>27 March 2011</td>
<td><strong>Census Day</strong></td>
</tr>
</tbody>
</table>
Communal establishments (CEs) and special population groups

Standard enumeration procedures for CEs

A separate field team is being recruited to enumerate all CEs and special population groups in the 2011 Census.

For all CEs, questionnaires will be delivered by hand to the manager and then collected after census day, usually by a special enumerator. The establishment manager should distribute the questionnaires to all their usual residents and then gather them back in for collection. By contacting CEs personally, field staff can advise and help the manager with these tasks. For secure CEs such as prisons and military bases, a census coordinator will take on this role.

For most CEs, the procedure outlined below (or variations of it) will be used to deliver and collect the questionnaires:

- Where appropriate, the special enumerator or census coordinator will contact the CE manager to make an appointment to visit and deliver questionnaires
- Up to three weeks before Census Day, the special enumerator or census coordinator will visit the CE to:
  - Explain the purpose of the census and what they have to do
  - Establish the number of usual residents living there
  - Deliver the required number of questionnaire packs
  - Agree a date for collecting questionnaires from the manager
- Collection will take place from Census Day for up to three weeks. The special enumerator will make as many visits as necessary during that time in order to collect outstanding questionnaires.

Health and care establishments

This group includes:

- NHS and private hospitals
- Hospices
- Care homes
- Nursing homes
- Residential care homes
- Psychiatric health establishments
- Children’s homes
- Maternity units
- Rehabilitation centre

Information on these establishments will be provided by sources including the Care Quality Commission, Care and Social Services inspectorate Wales, NHS Information Centre

- A census co-ordinator will carry out all preparatory activity and liaison for special enumeration. These types of establishment will be enumerated by a special enumerator

- The census co-ordinator will telephone large hospitals (100+ bed spaces) 3-5 weeks before Census Day (a pre-arranged visit may be required). This contact will be used to establish a point of contact at the hospital and agree arrangements for enumeration. In practice, this may be someone working in HR or an administrative manager

- The census co-ordinator will:
  - Ask the hospital managers if there are any separate households, or other establishments, within the grounds of the establishment, such as housing for nurses. If there are, they should take details, including how many usual residents there are, and check to establish if it is a new address. If it is a new address, the special enumerator will then make a normal delivery and collection depending on whether the accommodation is a household or CE.
  - Discuss health, safety and security issues at the hospital with CE managers and be conscious of any hygiene requirements.
  - Discuss with the hospital manager what support will be available to help with the completion of questionnaires.

- The special enumerator will carry out hand deliver questionnaires one to three weeks before census day. Hand collection of questionnaires will take place within three weeks following census day or by appointment with the manager.

- If a resident cannot complete a questionnaire, the special enumerator will discuss the options with the manager. Family members or friends of the resident may be in the best position to help. The special
enumerator may provide help and guidance if asked, but they should not complete the questionnaire on the resident’s behalf

- Special enumerators will ensure that if necessary, the resident has been given the opportunity to check that any information provided by a third party is correct
- The special enumerator will make sure the information collected from CE managers/staff or the resident’s family member is as accurate as possible
- CE managers, staff or resident’s families do not have a legal responsibility to help, but should be encouraged to do so
- The special enumerator will never collect information from people in these establishments if the person whose details they are collecting refuses to complete a questionnaire.
- The special enumerator will allow CEs with large numbers of usual residents, such as care homes, sufficient time to complete questionnaires
- The special enumerator will also try to avoid early morning and lunchtimes when establishment managers may be busy caring for residents/patients. This also applies during collection.

**Educational establishments**

This group includes:

- University halls of residence and privately owned halls of residence
- Other similar university/college accommodation
- Boarding schools

All other types of educational establishments (these include residential schools, homes for disabled children, theological colleges and training colleges) use the standard enumeration procedure for CEs outlined above.

Information on these establishments will be provided to ONS by data sources including Schools Census, Universities UK, Edubase

**Universities**

Students will always be counted at their term time address.

Because of the complexity of university accommodation a census coordinator will visit the university about two months before census day.
This meeting will usually take place with the senior accommodation manager or equivalent member of staff and will establish the point(s) of contact for questionnaire delivery and collection. At this early stage, it will also be agreed how questionnaires will be tracked and what system needs to be developed to achieve this.

- These types of establishment will be enumerated by a special enumerator.
- Hand delivery of questionnaires will take place about three weeks before census day
- Hand collection of questionnaires will take place within three weeks of census day or by appointment with the manager
- Review enumeration of students and universities in light of poor return rates in the rehearsal
- When delivering questionnaires the special enumerator will verify, with the accommodation manager, where completed questionnaires will be securely stored and arrange a date and time when they will return for collection. This will be as soon as possible after census day to allow for further follow up visits to be arranged
- These procedures only apply to university halls of residence and similar types of accommodation. Students living in private housing will have their questionnaires posted to them along with the general population
- For 2011, some universities will be on Easter holidays during the suggested enumeration period. Work is under way to finalise alternative arrangements for these

Delivery and collection points

Because of the range and diversity in the type of accommodation offered by universities, we cannot be too prescriptive about how the enumeration will be carried out. The preliminary visit by the coordinator will agree a tailored approach, taking into account the accommodation layout and how students usually receive their post.

A method of identifying students by name and room, flat or block may need to be set up. For example, names and room, flat or block may need to be written on individual questionnaires and on privacy envelopes, and cross matched to a list supplied by the university, depending on what has been agreed.
Several visits may be required to each university to complete the collection phase. Second and subsequent visits will be made by the special enumerator following arrangements made by the census coordinator before the delivery stage or by agreement with each university.

There are several options for following up students who have not completed an individual questionnaire. These will depend on the arrangements agreed by the census coordinator, whether the university is able to help chase up students and what publicity and communications methods have been put in place.

**Boarding schools**

The arrangements for enumerating boarding schools are similar to those for universities, with some important distinctions. Some boarding schools can be very large, so we recommend making an appointment in advance.

- Full-time and weekly boarders should be enumerated at their term time address. Day pupils are excluded as they will be enumerated at their home addresses. The school will need to make sure only boarders receive an individual questionnaire.
- The special enumerator will need to agree with the person in charge at the school how questionnaires should be issued and collected. The special enumerator should recommend the use of listing form(s) (L1) to enable the school to track individual questionnaires.
- The special enumerator will explain to the person in charge that, if internet access is available, pupils can complete their questionnaires online.
- The special enumerator must tell the person in charge that all boarders will need to complete an individual questionnaire, irrespective of their age. However, a member of staff will need to oversee the completion of questionnaires, particularly for those pupils under the age of 16. The school may need to offer support to younger pupils.
- The special enumerator will make an appointment to collect the questionnaires as soon as possible after Census Day.
- Further visits may be required to collect outstanding questionnaires if time permits.

**Secure establishments**

This group includes:
- Prisons and other detention accommodation such as remand homes, detention centres, immigration/asylum centres, probation/bail hostels (approved premises), young offender institutes and secure training units.

- Military installations such as Air Force and Army camps, naval vessels, service hospitals, USAF bases and married quarters

These establishments will be identified using data sources such as HM Prisons, NHS Information centre, Youth Justice Board

Census co-ordinators are responsible for enumerating all secure establishments within their area. Having a single census contact throughout the census will assure organisations that security is maintained.

- We have made arrangements with the Ministry of Defence and the Ministry of Justice to cover the enumeration of prisons and military establishments. The census procedures and specific definitions to be followed have already been explained in an instruction document issued at a senior level to prison governors and military commanding officers. We will provide census coordinators with a copy of the instruction document before their visit(s)

- Co-ordinators will contact all secure establishments 3-5 weeks before census day to discuss and agree the process with the governor, CE manager or commanding officer (as set out in the instructions). The discussion with prison governors and other detention facilities managers will include any language and/or literacy issues where the establishment may need help

- Service family accommodation in military bases outside the perimeter is not part of special enumeration and will be enumerated using the usual post-out and post-back procedures

- Packs will be delivered by the census coordinator to all secure establishments 1-3 weeks before Census Day and a date agreed for collection

- Questionnaires will be collected from all secure establishments as agreed at the delivery stage, but within three weeks of census day

- Delivery and follow up visits to any service family accommodation within a military base to chase up household questionnaires will also be carried out by the census co-ordinator.

Other residential accommodation
For most CEs in this group, standard communal establishment enumeration procedures should be followed. These include:

- Hotels and motels
- Boarding houses and guest houses
- Inns and public houses with sleeping accommodation
- Youth hostels
- Health spas
- Other work-related managed accommodation
- Religious institutions
- Marinas

**Caravan sites**

Caravan parks are not treated as CEs. CEs are defined as managed residential accommodation, but it is difficult to apply this in a context that is easily understood by site managers. For example, in touring sites, the site is managed but some caravans may be privately owned. So for the 2011 Census, special enumerators will identify people who live on caravan sites and enumerate them as households.

People enumerated on caravan sites will be:

- Usual residents from the UK who stay or intend to stay on the site for six months or more (including resident staff or managers)
- Anyone from outside the UK who intends to stay in the country for three months or more
- Anyone with no usual residence elsewhere

Most of those holidaying on sites should complete their census returns where they usually live, at their home address.

The enumeration procedure for caravan sites is as follows:

- About one month before Census Day, the census co-ordinator will contact the caravan site manager to discuss arrangements, with the following objectives:
  - to inform the site manager about the census, explain what will be happening later and allay any fears about confidentiality
- to explain the census definitions to the site manager and confirm approximately how many people will count as residents on Census Night (there may have been changes since the address check)
- to enable the census coordinator to observe the site and satisfy themselves that no living accommodation has been missed

- Within three weeks before Census Day, a special enumerator will visit the caravan site to deliver the questionnaires. The information they need to gather will have been passed to them. They will first try to speak to the site manager to confirm the location of any units where people are living (as well as caravans, this could also include staff quarters, cabins, and so on). The special enumerator will then deliver the household questionnaires to each of these units. They will make at least three attempts to deliver the questionnaires in person. If they fail to make contact before Census Day, they will post questionnaires at the units by hand or, if appropriate, leave them at the site office for collection.

- The questionnaire packs include a reply-paid envelope. If questionnaires have not been received back within ten days of Census Day, the occupants will be visited by census collectors following up outstanding returns, as with normal households.

- Caravan sites listed or signposted as either residential or holiday sites may, in practice, be providing living accommodation in static (non-moving) caravans offering up to ten months’ residence a year. It is important to establish any residential units to make sure that the correct questionnaires are delivered.

- Some residents in holiday camps and caravan parks cannot stay all year round due to local authority planning restrictions and they may not want to be counted as residents. Special enumerators will be asked to issue an H1 questionnaire and be prepared to allay any fears by assuring them that a six-month limit is employed to define usual residence for the census. They will emphasise that personal information gathered in a census is not shared with any third parties, including local authorities.

- Special enumerators need to be aware of people staying in caravans who have no usual residence elsewhere, and will therefore require a household questionnaire. They should check with the manager, or look for obvious signs of long-term residence and call at such caravans to check.

Holiday camps and leisure parks
- Any cabins or chalets on sites where usual residents are identified should be treated in the same way as caravans
- Sites closed for the winter may still have living accommodation for maintenance staff
- Holiday camps or chalets may provide accommodation out of season to agricultural or construction workers, or migrants

Marinas
- Marinas may be found by the shore or harbour, on rivers alongside boatyards, or on canals. Boats can stay in temporary berths longer than is normally permitted out of season, so the enumerator will need to check the situation with the manager
- Coordinators should contact these sites in advance to establish whether people live there and arrange for delivery
- Special enumerators will visit addresses 1-15 days before Census Day and issue household questionnaires and return envelopes to any residential boats or berths they have identified, in the same way as they would for caravans, using the site address and a berth number

Hostels
This group includes:
- Children’s homes
- Refuges for victims of domestic violence
For obvious reasons, address confidentiality is especially important for these establishments.
- Local authorities will be asked to provide census coordinators with these addresses in their area so that they can make contact to arrange appointments for special enumerators to deliver questionnaires
- Special enumerators will deliver a CE1 questionnaire and enough I1 forms as arranged with the manager or person responsible for the hostel
- Delivery will only be by arrangement with the manager (or a responsible adult) between 1-15 days before Census Day
- Special enumerators should reassure the manager about the confidentiality of census information and explain the conditions in the
census confidentiality undertaking that apply to all information gained from census activities

- Any security conditions relating to these communal establishments must be respected, including any passwords
- If a manager or resident has concerns about security, post back envelopes should be supplied
- Collection will take place between 1-15 days after Census Day, as arranged with manager or responsible person at the time of delivery

### Additional points applying to hostels

- Some accommodation hostels may be under strict security controls. These hostels should be phoned in advance to allow sufficient time for the manager to make convenient visit arrangements
- CE managers who are not legally responsible to help with questionnaire completion, but should be encouraged to do so
- Special enumerators may give assistance to residents with literacy or language difficulties, but will not complete the questionnaire on their behalf

### Other establishments and groups

This group includes:

- Gypsies and Travellers sites
- Travelling fairs and shows
- Homeless hostels and shelters

Because of the nature of their accommodation or their lifestyle, the regular delivery and collection procedures for special enumeration will not apply to these groups.

Advance contact between the census co-ordinator, the local authority liaison officer and the site managers should take place at least two months before Census Day, to explain the enumeration process and engage with the group.

The census co-ordinator needs to know well in advance about any local issues which may impact a successful enumeration, so that suitable arrangements can be agreed and arranged.
One week before Census Day the census co-ordinator will get back to the local authority for a final update on any new, unauthorised sites and cascade this information down in time for delivery.

The relevant local authority liaison officer will be asked to advise on the best time and method of approach and may be asked to accompany the special enumerator on the delivery and/or collection visit.

**Gypsies and Travellers**

As for other caravan sites, Gypsies and Travellers sites are not classed as CEs and do not require a CE1 questionnaire. The special enumerator will visit each site and deliver a household questionnaire and envelope to every family unit.

Work is under way to explore how a member of each camp could be involved in carrying out the enumeration. These procedures will be revised once this work is complete.

There are several types of accommodation used by Gypsies and Travellers:

- Authorised local authority sites
- Unauthorised private sites on both privately owned or public land
- Roving groups
- Single vans constantly on the move

- The special enumerator will deliver household (H1) questionnaires to each authorised site as arranged with the site manager/head person
- The special enumerator may help people with literacy or language difficulties to complete questionnaires but will not do this on their behalf
- Sites consist mostly of family groups (without a manager in a supervisory role): an H1 questionnaire must be delivered for each separate household to complete
- Transient sites must be enumerated on Census Day itself, in case people move away before questionnaires can be collected
- The special enumerator will visit unauthorised sites, accompanied by the local authority liaison officer, as close as possible to Census Day, in case the group is moved or evicted
- Although they may not have been resident for three months on Census Day, residents will be treated as resident visitors. A resident visitor is someone living in the UK, but with no usual address. Resident visitors
will be counted as a resident at the address they are staying at on Census Day

- Gypsies and Travellers occasionally live in roving groups or single vans and are regularly on the move around the countryside. They may be found on common land or private property. If a new group arrives on or before Census Day, the special enumerator will visit the site accompanied by the local authority gypsy liaison officer and gather information about the group and how long they intend to stay in the area. They will be counted as resident visitors if they are present on Census Day, in case they move
- Any questionnaires returned by hand to the special enumerator will be posted back as soon as possible to the processing centre
- Family groups may occupy more than one caravan, but will only require one H1 and HC1 questionnaire
- Some sites, whether authorised or temporary, may consist of more than one ethnic group. Special enumerators must establish from the outset what ethnic groups are represented within these communities. For example, Roma, Irish Travellers and Gypsies must be treated as separate groups
- Good liaison with the local authorities and special charities within the area is vital to gain the trust and cooperation of these special groups
- Gypsy, Roma or Travellers may have internet access and can be encouraged to complete a questionnaire online if they prefer

Hostels for the homeless and night shelters

These include:
- Night shelters
- Rough sleepers’ hostels
- YMCA hostels run by local authorities
- Other agencies or charities

Hostels range from those offering shelter on a day-by-day basis, to those offering longer term accommodation of a week or more.
- The census co-ordinator will check with local authorities that all accommodation is included in the special enumerators record book
At least two months before Census Day, census coordinators will find out from managers about hostel rules on age, gender, special needs (including alcohol, drug and mental health problems), referral arrangements, access and the best times to call. Issues with literacy or language may need to be addressed.

The special enumerator will establish how many bed spaces will be available for Census Night and if there are any resident staff.

Special enumerators will deliver a CE1 questionnaire to the hostel manager together with enough I1 forms for each bed space depending on the type of hostel, 1-15 days before Census Day, at the time arranged.

Hostels and shelters for rough sleepers may only be available on a day to day basis. If so, the special enumerator should arrange a time with the manager or a responsible adult to visit on Census Night to get the CE1 and all I1 questionnaires completed. This should be after all beds have been allocated for the night, but before lights out.

The special enumerator will make arrangements with the manager when to collect the questionnaires.

**Travelling fairs and shows**

The census co-ordinator will check with the local authority if there are travelling fairs or shows in the area that require questionnaires. Travelling fairs and circuses do not fit the census definition of usual resident as most fairs people have a permanent base for the winter (often a house rather than a caravan). As the fairs and circuses are transient, it may be difficult to get questionnaires delivered.

The special enumerator will make contact with the manager as soon as possible 1-15 days before Census Day to arrange for a convenient time to distribute the H1 questionnaires.

One household questionnaire (H1) and envelope will be delivered to each household unit, or caravan present on Census Day.

Translations or other assistance may be required and will be arranged with the coordinator.

They normally travel on a Sunday (Census Day), so departure dates need to be established to make sure household questionnaires are delivered.
Other procedures

Procedures for a few special population groups are still being developed. These are:
- Rough sleepers
- Royal households
- Embassies and consulates

We will publish details of how these groups will be enumerated at a later date.
Developing community contacts

1 Introduction and objectives

One of our key objectives for the 2011 census is to reduce the variation in response rates between different population groups. We recognise that many population groups will require additional support and assistance in order to boost response rates. These target population groups include the elderly, ethnic minorities, young people, recent and longer term migrants, students and faith groups.

ONS is using a number of different approaches to encourage the involvement in the census from black and minority ethnic (BME) populations groups. We have carried out a number of BME focus groups to identify the key messages and levers that will help encourage their participation. These messages are being incorporated into tailored publicity materials being produced in a range of languages. These will be available for local authorities and community groups to download on the census website, www.census.gov.uk

We have set up a community liaison programme to engage with these target population groups and to raise their awareness and understanding of the census and how it affects them, and encourage them to take part.

We consulted with our census advisory groups and stakeholders through meetings and roadshows to identify the key strategic organisations and community support groups that we need to engage with. We have met these organisations and groups at a national level to identify the barriers and issues that might affect participation in the census and identify the proportion of each population group that they represent and/or influence. We are also collecting information about their regional and local networks and establishing how they could help field staff in community engagement.

During 2010, we will continue to meet with these national organisations to identify and agree what activities they are willing to carry out to support the 2011 Census (eg translation support, drop-in centres, support for completion).

Community panels and outreach plans

From February 2010, ONS is working with its diversity PR consultants, Linstock Communications to establish community panels for each of the BME population groups (Black African, Black Caribbean, Bangladeshi, Pakistani, Indian, Chinese, short-term migrants (eg eastern European) and gypsy/traveller). The panels will help ONS to develop a general community outreach plan for each BME group listed. We will tailor the outreach plan
for those local areas where there are high concentrations or numbers of each of the BME populations. These local community outreach plans correspond to the areas where community advisers will be located. Each community advisor will focus on a specific population group in one or two local authority areas, and will take forward the local outreach plans, working closely with the area manager. The outreach plans will be incorporated into the local census partnership plans. They will also be on hand to advise area managers who do not have an adviser in their area.

From August 2010, census area managers will be appointed to take forward census activity and operations locally. Between August and December 2010, their main focus will be local community liaison and publicity to build awareness and support among target population groups. The area managers will meet with you shortly after their appointment to agree a programme of community liaison and set this out in the local census partnership plan for your area. They will incorporate any relevant general and local outreach plans into setting their work programme.

From January – June 2011, area managers will continue to carry out community liaison although their main focus will be on enumeration activities.

We would like to build on the excellent relationships that you already have with your community and voluntary groups. By working together, we will be able to target and tailor our community liaison more effectively and publicise key census messages. Area managers will use the Community Profile Toolkit to identify only the key target population groups (and not all community groups) in each locality.

The area managers will report on progress to deliver community engagement and publicity to you and ONS through their regular review meetings. Census coordinators will also carry out some community engagement following their appointment in February 2011.

- **What ONS will do**
  - Work with other government organisations, such as the Department for Communities and Local Government, to identify the key national community groups that we should engage with to help us develop our strategies for engaging BME populations
  - Develop our intelligence on national community groups, how they represent their members, what proportion of the population they represent, how much influence they have and what local networks they operate
Work with national community organisations to raise their awareness and understanding of the census and encourage them to promote it within their organisation and to their members

Listen to the concerns and views of national community organisations to help us develop engagement strategies with target population groups

Communicate tailored census messages to community and target population groups about the benefit of census data and participation, data security and confidentiality, and so on

Set up and coordinate community panels for each of the key BME population groups

Work with the community panels to develop general and local community outreach plans for each of these BME populations

Ensure that the general/local outreach plans are incorporated into local census partnership plans

Set up and coordinate a number of census advisory groups (CAGs) - such as the Census Diversity Advisory Group - to inform stakeholders about our census plans and to listen to their views and concerns. These are held twice a year

Collect intelligence from community groups, local authorities and other partners about the reasons why people choose not to take part. We will work with these groups to try to overcome these barriers and win popular support for the census

Provide area managers with a template - the Community Profile Toolkit (CPT) - to provide a step-by-step structured approach for developing a local area profile. The template will show the target population groups in each local area, together with an ONS area profile and information gathered by Capita through the recruitment process
  - Provide a template and procedures for area managers to develop a local census action plan with you to highlight areas where you will work together on census community engagement
  - Coordinate progress meetings with area managers (and disseminate progress reports around ONS as necessary) to keep them informed of census activity and to identify any issues that inform and impact on census planning and operations, such as requests for language materials
- Ensure that management of area managers and other field staff is coordinated (between stakeholder management and other census HQ teams)
- Provide area managers with a communications toolkit, including tailored communication and publicity materials to support the engagement of target population and community groups, and publish this on our website
- Carry out further analysis of the range of languages that we need to support in the field or use for translation (including Braille) for the 2011 Census
- Pilot and develop a range of supporting materials in accessible formats such as large print, British Sign Language, Braille, audio formats and on-line versions of the census questionnaire. This will also meet the requirements of the Disability Discrimination Act
- Organise stakeholder roadshows to keep community groups informed of census plans and to listen their views to help shape our plans, such as the Accessibility road show in November 2009

4 What we would like local authorities to do

- Provide intelligence to ONS and area managers about local community and population groups, their willingness to participate in local initiatives and any sensitivity associated with them

  These include:
  - Local strategic and community first partners
  - Voluntary groups and community volunteer action groups
  - County, town and parish council contacts who engage with any specific communities
  - Resident associations, neighbourhood watch groups, rotary clubs or other local organisations
  - local rough sleepers, Gypsies and Travellers, residents of waterways, as well as any circuses and travelling shows in the area at census time

- Engage with your community to publicise census, explain its importance and communicate key messages
Reinforce census messages about data confidentiality and that personal census data will not be shared with the local authority, such as for council tax

Through council magazines, newsletters, website and other local publications

5 What area managers will do

- Use the community profiling toolkit (CPT) to take forward a structured approach to establishing local strategic relationships and creating a profile of the local community. This will include any population groups that are likely to be hard to reach and enumerate (target population groups) and which could be present in sufficient numbers to affect census response rates

- Request additional details of local community groups and community-related organisations (as set out in Part 1 of the CPT) from local authorities to identify the target population groups in the local area, where they are and any issues that need to be considered when engaging with them

- Identify the community engagement and publicity that will be carried out (eg activity to take forward the CPT) and include this in the local census partnership plan (LCPP). Agree who will carry out what activity and when

- Identify any relevant general community and/or local outreach plans for key population groups in their area(s) and develop these for the BME populations in the area and incorporate these into the LCPP

- Record any support offered or agreed by community/population groups such as language assistance, provision of community drop in centres or support for publicity

- Keep the local authority (usually via the ACLM) fully informed of census community liaison, publicity and operational activity in the local area through regular reporting against the LCPP

- Feed back any census concerns expressed by local authorities and community groups, particularly those that might have wider implications for census operations and progress

- Carry out community liaison and publicity work to raise awareness of the census and encourage support and participation from a range of community and population groups
Liaise with the local authority (including county, town and parish councils) to help take forward tailored local publicity and media activity, using the communications toolkit provided by ONS

Work with neighbouring area managers as relevant to take forward joined up (eg regional) community engagement & publicity

6 What census contractors will do

Capita
- Contact national, regional and local community groups to make them aware of census recruitment and to encourage them to publicise recruitment within their communities or among their customers, clients and members
- Record information on recruitment networking among community groups and share this with ONS area managers and community advisers throughout the recruitment campaign

Linstock Communications
- Develop communications activities for target population groups of:
  - Black African
  - Black Caribbean
  - Asian Indian
  - Asian Pakistani
  - Asian Bangladeshi
  - Asian Chinese
  - Gypsies and Travellers
- Implement national campaign activities for these target population groups, including:
  - Run a photographic competition and exhibition to reach all ethnic minority families
  - Run liaison and media activities to support Gypsies and Travellers activities
- Implement outreach campaign activities in 19 targeted geographical areas through census outreach street teams in busy high streets and markets and schools outreach
- Provide tools for area managers to run events in all areas to include community workshops and schools outreach packs
- Work with ONS to develop community panels for each BME population group
- Provide training assistance on community engagement & publicity for area managers and community advisers

6 Timeline

<table>
<thead>
<tr>
<th>Date Range</th>
<th>Activity Description</th>
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<tbody>
<tr>
<td>October 2009</td>
<td>Census Rehearsal (completed)</td>
</tr>
<tr>
<td>January 2010 – June 2011</td>
<td>Continuation of ONS community engagement &amp; publicity at national level</td>
</tr>
<tr>
<td>Feb/March 2010</td>
<td>Set up and coordinate Community panels for each of the target BME populations</td>
</tr>
<tr>
<td>Feb – June 2010</td>
<td>Meeting of community panels (2-3 times each)</td>
</tr>
<tr>
<td>June 2010</td>
<td>Develop general and local community outreach plans for each of the target BME populations</td>
</tr>
<tr>
<td>August/September 2010</td>
<td>Area managers incorporate community engagement and outreach plans into LCPPs</td>
</tr>
<tr>
<td>Sept 2010</td>
<td>Community advisers start</td>
</tr>
<tr>
<td>August 2010 – June 2011</td>
<td>Area managers and community advisers engage with community groups and organisations and encourage their involvement &amp; support</td>
</tr>
<tr>
<td>27 March 2011</td>
<td>Census Day</td>
</tr>
</tbody>
</table>
Promoting the census in your area

1 Introduction and objectives

A key objective of the 2011 Census is to reduce the variation in census response rates among local areas and population groups. Experience from 2001 demonstrates that without our support and encouragement, certain population groups are less likely to complete the census questionnaire. To address this, we will run a communication campaign to raise awareness and understanding among general audiences and also carry out targeted communication activities for specific population groups.

These campaigns will highlight the importance of the census, and explain why and how people should take part. Consistent messages will be delivered through a number of channels by our central teams and census field staff. Local authorities are also being asked to support the sharing of these messages with their neighbourhoods and community groups.

As well as the general campaign, we will be tailoring our messages to reach:

- Young people and students
- Ethnic minority communities
- Older people
- People who are unemployed

The campaign activities planned for 2011 were tested during the Census Rehearsal and will be refined following the evaluation. A TV and cinema advertising campaign is also planned for 2011. Full details and timings for planned for 2011 campaigns will be made available to local authorities from autumn 2010.

Three census communication teams work together to carry out the range of communication activities. They are:

- The census media relations team – responsible for carrying out press and editorial work
- The census publicity team - responsible for all advertising, design and media buying
- The census stakeholder management team - responsible for community liaison and relationships with local authorities
2 What ONS will do

- Drive national and tailored communication campaigns to raise awareness of the census and its importance
- Manage a number of communication agencies to support the delivery of the campaigns and produce targeted census publicity materials
- Rehearse and evaluate communication activities during October-December 2009, with quantitative evaluation results available in February 2010
- Take forward lessons learned from the rehearsal for publicity and media activities
- Complete and publish an equality impact assessment of the communication campaign activities by February 2010
- Maintain a list of local authority communications and media officers to help deal with any urgent local media issues
- Update local authorities regularly on planned and ongoing partnership activity with local authorities to achieve the most effective local publicity possible
- Coordinate engagement with local authority communications officers through CLM/ACLMs
- Set up and run a regular local authority communication advisory group to advise us on local authority communication support activities
- Produce a communications toolkit (completed in January 2010) for local authority communications teams to help publicise census messages locally and promote partnership working between local authorities and ONS. This includes presentations, background material, copy templates, briefings, call handling scripts, key facts and FAQs for local authority call centre and front line staff, a summary of research findings. The toolkit is available on the www.census.gov.uk website
- Appoint census area managers from August 2010 to handle both reactive and proactive regional media enquiries
- Provide census area managers and community advisers with a communications toolkit containing publicity materials for community groups, standard census overview presentations and other materials by July 2010
- From March 2010, provide local authority communication teams with a regularly updated, detailed communication schedule outlining planned
2011 Census advertising, PR and media activity including timelines, activities and key messages

- From September 2009, provide a managed census (stakeholder) website at [http://comms.census.gov.uk](http://comms.census.gov.uk) to provide access to census communication materials and up-to-date standard responses to census related questions for both local authorities and census field staff. This will include tailored campaigns for target population groups
- Develop and maintain an online community of practice for local authority communications officers
- Provide local authorities with census logos and branding for local press releases, campaigns, and so on

3 What we would like local authorities to do

- Engage with all local councils (e.g. district, county, town and parish) to help take forward a joined-up programme of census publicity activity
- Support census publicity through local communication channels, such as
  - newsletters,
  - papers,
  - websites,
  - libraries,
  - council facilities and amenities
  using the communication materials available on our census stakeholder website and in the communications toolkit. Local authorities may need to consider whether specific resources will be required to support local campaigns, such as printing and distribution of census posters and leaflets
- Advise ONS and area managers on the timescales involved in placing and running local campaigns and which local communication channels and approaches (tailored messages) work best for local communities and population groups such as young people and students
- Provide us with details of a local authority communication/media team contact and details of any local authority spokespeople to support census communication activities
Redirect enquiries to your call centres to ONS’s Census Helpline (contact centre) or web self help online support

4 What census contractors will do

- Support the delivery of national and targeted campaigns
- Develop and advise on national and tailored strategies for promoting awareness and understanding of the 2011 Census

Our communication agencies are:
- Advertising, design and media buying: Bray Leino
- Diversity public relations (PR): Linstock Communications
- General and online PR: Four Communications
- Qualitative market research: Stimulating World
- Quantitative market research: Ipsos MORI

5 What field staff will do

- Carry out media and community based activities to raise the awareness and understanding of the local community and encourage census participation
- Use the area manager communications toolkit which provides publicity materials, local media contact lists, news releases and an up-to-date media schedule to support regional coordination of publicity and media campaigns
- Report back to us about planned and implemented activity and any feedback or coverage received.
- Discuss local communication activities with ACLMs and any nominated local authority communication team contact and include a description of agreed and planned activity in the local census partnership plan
# 6 Timeline

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
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<tbody>
<tr>
<td>July 2009</td>
<td>First meeting of local authority communications advisory group (LACAG) - completed</td>
</tr>
<tr>
<td>September 2009</td>
<td>Launch of the census website (Completed)</td>
</tr>
<tr>
<td>November 2009</td>
<td>Second meeting of LACAG (completed)</td>
</tr>
<tr>
<td>January 2010</td>
<td>Publication of local authority communications toolkit (completed)</td>
</tr>
<tr>
<td>February 2010</td>
<td>Quantitative research findings reported and rehearsal lessons learned taken forward (completed)</td>
</tr>
<tr>
<td>February 2010</td>
<td>Third meeting of LACAG (completed)</td>
</tr>
<tr>
<td>March 2010</td>
<td>Launch of census campaign and ongoing media and PR activity</td>
</tr>
<tr>
<td>May 2010</td>
<td>Fourth LACAG meeting</td>
</tr>
<tr>
<td>July 2010</td>
<td>Publication of area manager toolkit</td>
</tr>
<tr>
<td>August 2010</td>
<td>Area managers start publicity work and incorporate into local census partnership plans</td>
</tr>
<tr>
<td>February 2011</td>
<td>National advertising campaign commences</td>
</tr>
<tr>
<td>27 March 2011</td>
<td><strong>Census Day</strong></td>
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</table>
Recruiting local census field staff

1 Introduction and objectives
Following the 2001 Census for England and Wales, an area that was identified for improvement was the recruitment, pay and training of field staff, eg area managers, co-ordinators and collectors. We concluded from the evaluation that a number of different approaches were needed and, given the large numbers of staff required, we decided to outsource recruitment, payroll and training for the 2011 Census. This will have the following benefits:

- Greater consistency in the recruitment process
- Recruitment would be carried out by skilled professionals
- Greater experience of managing large scale campaigns
- Up-to-date knowledge of employment law and how to apply this practically
- IT systems already in place to support complex recruitment requirements

The contract for the delivery of the recruitment, pay and training services for the 2009 Rehearsal and the 2011 Census was awarded to Capita Business Services in March 2009.

The aim of the recruitment process is to find the right number of suitably skilled people across England and Wales to carry out the work – and retain them for the life of their contract. The best way to do this is to be realistic about the roles and the expectations and ONS/Capita is building this into the recruitment and selection process.

2 How local authorities can help
We very much welcome your help in identifying potential candidates and publicising messages about census recruitment. Local authority sourced field staff have proved to be excellent in past censuses as they have an excellent knowledge of the local area and community. Capita will send all local authorities a link to the online recruitment information packs for each field role to encourage applications from existing and ex-council staff. Furthermore, it would help if you could publicise recruitment through your newsletters, websites etc and in face-to-face contact with your community
groups and volunteers. This will help encourage applications from candidates who are representative of the local community.

More information about the different field staff roles is highlighted in the factsheet Field staff roles and responsibilities

3 What ONS will do

- Manage the contract with Capita to provide the recruitment, pay and training services for the 2011 Census in England & Wales
- Take on board the lessons learned from the 2001 census, 2007 census test and the 2009 Census Rehearsal and incorporate these into arrangements for 2011
- Provide instructions for each member of the field force, setting out clearly and in detail the responsibilities of each role. These are being updated following lessons learned from the census rehearsal
- Set realistic recruitment timetables, with contingency measures for recruitment difficulties
- Promote the recruitment of a diverse workforce that reflects and is representative of local communities across England and Wales
- Set aspirational targets (but not quotas) for the number of applications from ethnic minority groups, and for Welsh speakers in Wales
- Set out the language requirements that we would like field staff to have (eg community advisers)
- Consider recommendations and feedback from local authorities (eg secondments for field staff roles from local authorities)
- Maintain a list of previous census employees who have expressed an interest in doing future census work and provide this list to Capita to contact potential candidates
- Co-ordinate a number of integrated ONS/Capita project teams to discuss policy, procedures and progress for recruitment, sourcing, pay and training
- Work with Capita to develop an equality impact assessment to set out how they will engage with diverse communities and how Capita will make sure diversity is at the heart of all processes
- Develop a temporary census employee contract and support HR policies to give area managers and census coordinators the tools to enable them to manage their staff effectively
• Set up an HR advice service to enable area managers and census coordinators to get advice and guidance on any complex personnel matters

• Manage the work of area managers through frequent progress reporting to ensure that they have the relevant equipment, training and have engaged with local authorities etc

What we would like local authorities to do

• Provide lists of local intermediary community organisations that may be useful for publicising messages about census recruitment by the end of March 2010 if possible. The lists would ideally include full contact details and Capita have provided a template for this information on the CLM/ACLM community of practice. The types of organisations that would be useful include:
  - Ethnic minority groups
  - Faith groups - churches, synagogues, temples and so on
  - Employment and training services
  - Parent groups, including childcare providers
  - Voluntary and charitable groups
  - Business groups
  - Housing associations
  - Parish and town councils

  In circumstances where local authorities may not wish to divulge the details of their community contacts, you are asked to consider whether the authority may wish to contact these organisations to promote census publicity and recruitment directly. If you do, please let Capita know which groups have been contacted

• Use the online information recruitment pack provided by Capita to publicise messages about census recruitment to local community groups and similar organisations, such as local strategic partners, through a range of direct channels including:
  - Newsletters
  - Emails
  - Local authority buildings, such as libraries, leisure facilities and so on
  - Community centres
  - Council website
  - Coverage in community publications, such as a council magazine or community flyers
- Posters in public offices
- Meetings with community groups
- Council open days

**Use the Capita online recruitment information to publicise census recruitment and opportunities to present and past local authority employees.** Ideal candidates include electoral canvassers, regulatory staff (for compliance role) and people with previous census experience. In previous censuses, local authorities have advertised the roles in several ways, such as:
- Online: local authority website and intranet
- Local authority magazine (internal/external)
- Information on payslips
- Posters on notice boards in local authority premises and other buildings they own or manage
- Internal emails
- Staff bulletins

Encourage the involvement of local authority staff, for example, by allowing greater flexibility within their local authority contract, secondment opportunities or providing unpaid/paid special leave to allow them to undertake census work

Provide Capita and area managers with details of local media that can help to promote and publicise census recruitment, such as newspapers, community bulletins and radio stations

**What census contractors will do**

- Produce an attraction strategy for the census, outlining the attraction methods that will be employed; the groups they are planning to target and how they will go about it
- Identify areas where it may be more challenging to attract candidates. This will enable them to invest time and resources in these areas (whether they are inner city or rural) to make sure the recruitment is successful
- Work closely with ONS, local authorities and organisations such as Jobcentre Plus and their partners to identify issues early and seek advice. For the 2011 Census, Jobcentre Plus has committed to identify area managers who will have local knowledge and be able to work closely with Capita to take action quickly where necessary. Capita will promote census roles at job fairs and similar events
Send each local authority a link to online recruitment information packs for each census field role to help you publicise recruitment within the authority and outside to your local communities. Local authorities in Wales will receive bilingual packs and materials.

Develop, arrange and place recruitment advertisements nationally, regionally; develop, create and distribute recruitment promotional materials, such as posters and cards. All advertisements for Welsh posts will be bilingual.

Contact people who have previously worked for the census or have said they would like to and invite them to apply for jobs. ONS has provided Capita with a list of more than 20,000 people who have expressed an interest in carrying out future census work.

Develop consistent advertising campaigns for all posts, at different times relevant to the start dates for each of the census field roles.

Create a database of organisations for national/regional/local networking and will share this with our community liaison team and census area managers.

Contact national, regional and local community groups, usually by email, to make them aware of census recruitment and to encourage them to publicise census recruitment within their communities or among their customers, clients and members.

Set up a series of regional teams to liaise with local authorities through their Capita regional account manager. It will be their job to keep local authorities informed of recruitment work and answer any questions.

Create and maintain an online recruitment website with information about census recruitment, the roles and the application process. This will be shared with all community groups and local authorities.

www.censusjobs.co.uk

Receive and process all applications, screen them for eligibility and carry out a multi-stage sifting and selection process carried out.

Arrange security checks will be carried out by Disclosure Scotland prior to success candidates being offered employment.

Apply an online sifting tool, called Siftability, to assess each candidate’s suitability for the role before selecting them for a competency based telephone (face to face for area manager and community adviser jobs) interview. Siftability has been professionally developed and validated by occupational psychologists.
Implement e-learning and classroom training for candidates successful at interview and make job offers to those who pass the training. The training ensures that candidates are given the knowledge they need to undertake the roles and what the job involves.

Develop procedures to keep candidates informed throughout the recruitment process.

Implement a rapid replacement scheme to replace any staff that withdraw during the appointment process or drop out after taking up their post. Exit interviews will be carried out with staff who leave or are dismissed.

Carry out full payroll processes and all expense payments.

Provide feedback to local authorities (when requested) who have provided assistance.

### 6 Timeline

<table>
<thead>
<tr>
<th>January- March 2010</th>
<th>local authorities compile list of community contacts and organisations who might support census recruitment</th>
</tr>
</thead>
</table>
| February 2010       | Address checker recruitment closes
                     | Capita distributes online local authority information recruitment packs (part 1) for area manager recruitment (completed) |
| March 2010          | 8 March – area manager recruitment begins
                     | Local authorities complete community group lists and forward to Capita |
| April 2010          | 21 April – area manager recruitment closes
                     | Capita sends online recruitment information packs for community advisers |
| May 2010            | 17 May – community adviser recruitment begins
<pre><code>                 | Capita distributes local authority online recruitment information packs covering coordinator, collector, special enumerator, etc roles |
</code></pre>
<table>
<thead>
<tr>
<th>Month</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>June 2010</td>
<td>27 June – community adviser recruitment closes</td>
</tr>
<tr>
<td>August 2010</td>
<td>Local authority recruitment publicity begins for volume recruitment (August - November 2010) 23 August – census coordinator recruitment begins</td>
</tr>
<tr>
<td>September 2010</td>
<td>27 September – special enumerator recruitment begins</td>
</tr>
<tr>
<td>October 2010</td>
<td>20 October – census coordinator recruitment closes</td>
</tr>
<tr>
<td>November 2010</td>
<td>1 November – census collector recruitment begins  Capita sends online recruitment packs to local authorities for CCS and compliance roles 21 November – special enumerator recruitment closes</td>
</tr>
<tr>
<td>January 2011</td>
<td>4 January – census coverage survey regional manager and non-compliance recruitment begins 17 January – census collector recruitment closes 23 January – census coverage survey regional manager recruitment closes</td>
</tr>
<tr>
<td>February 2011</td>
<td>3 February – non-compliance recruitment closes 6 February – census coverage survey recruitment closes</td>
</tr>
<tr>
<td>August 2010–June 2011</td>
<td>Capita recruit any replacement field staff as required</td>
</tr>
</tbody>
</table>
Supporting local census field operations

1 Introduction and objectives
A key objective of the 2011 Census is to procure and distribute supplies and printed materials, as well as supporting the field staff, during the 2011 Census operational period. This work is coordinated by our field force logistics team.

2 What ONS will do

- Provide a back office fulfilment service for the census helpline to deal with any requests for service, such as distribution of language booklets
- Provide storage facilities for enumeration and other field documents, including English and Welsh versions of the 2011 Census questionnaires, information leaflets and envelopes using the ONS Titchfield warehouse or external suppliers
- Print and translate other public documents
- Manage the delivery of completed questionnaires (posted or collected) to the processing centre
- Oversee the procurement, printing, translation and delivery of materials and equipment such as laptops and follow-up cards to field staff
- Collect communal establishment questionnaires and deliver to the processing centre to an agreed timetable.
- Collect all supplies from field staff at the end of census operations

3 What we would like local authorities to do

- Where possible, provide office accommodation where census managers can train field staff, hold meetings and direct operations. Census managers will be home based, however they will need to hold regular team meetings at a convenient location for field staff, and also store supplies for distribution at those meetings
  - Meeting rooms should accommodate 15 - 20 people, meetings may be held weekly for approx 1-2 hours during census operations, monthly for non-compliance
  - For team meetings (Feb – June) the room should be an enclosed, private area
- Where a census manager covers more than one LA they may not need to use facilities in all LAs
- Census managers will liaise with the LA as to the timing and frequency of their meetings and include the details in the census local partnership plans

- Where possible, provide (if requested by the CCS team) meeting rooms for training venues
  - 3 training sessions - a room for 16 – 25 people, from 8am – 6pm
  - with Internet access
  - a room for CCS managers to carry out 2 team meetings and a debrief session (9am – 2pm)
  - a room for CCS team managers to meet with field staff 3 times per week (9am – 2pm)

- Provide secure storage space for local supplies of materials and equipment.
  - To store on average 30-40 A4 paper boxes
  - Secure storage space, with access control, should be accessed only by census managers
  - Wherever possible we would hope facilities might be free of charge. If that is not possible, rates and room bookings should be agreed in advance.

- Where possible, provide census staff with car parking facilities and passes

- **What census contractors will do**
  - Deliver initial supplies to census managers at their homes
  - Deliver additional supplies to census managers as required, and pick up as required
  - Collect all supplies from census managers at the end of the operation

6 **Timeline** (be aware that dates may change)
<table>
<thead>
<tr>
<th>Date</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 Aug 2010</td>
<td>Area Managers (AMs) start</td>
</tr>
<tr>
<td>26 Jul–2 Aug 2010</td>
<td>Supplies delivered to Area Managers</td>
</tr>
<tr>
<td>7 February 2011</td>
<td>Coordinators (COs) start</td>
</tr>
<tr>
<td>7 February 2011</td>
<td>AM/CO meetings start</td>
</tr>
<tr>
<td>24 Jan – 7 Feb 2011</td>
<td>Coordinators delivery 1</td>
</tr>
<tr>
<td>14 – 25 Feb 2011</td>
<td>Coordinators delivery 2</td>
</tr>
<tr>
<td>4 March 2011</td>
<td>CO/Field staff meetings start</td>
</tr>
<tr>
<td>27 March 2011</td>
<td>Census Day</td>
</tr>
<tr>
<td>11 April 2011</td>
<td>Non-compliance Coordinators (NCCOs) start</td>
</tr>
<tr>
<td>11 April 2011</td>
<td>CCS Regional Managers (RMs) start</td>
</tr>
<tr>
<td>18 April 2011</td>
<td>NCCO/NCO meetings start</td>
</tr>
<tr>
<td>18–21 April 2011</td>
<td>CCS - RMs train team managers (TMs)</td>
</tr>
<tr>
<td>3 May 2011</td>
<td>CCS TMs start</td>
</tr>
<tr>
<td>5/6 May 2011</td>
<td>CCS - TMs train Interviewers</td>
</tr>
<tr>
<td>9 May 2011</td>
<td>CCS Interviewers start</td>
</tr>
<tr>
<td>9 May–3 June 2011</td>
<td>CCS – RM/TM meetings</td>
</tr>
<tr>
<td>9 May–3 June 2011</td>
<td>CCS – TM/Interviewer meetings</td>
</tr>
<tr>
<td>20 May 2011</td>
<td>Coordinators finish</td>
</tr>
<tr>
<td>3 June 2011</td>
<td>CCS Interviewers finish</td>
</tr>
<tr>
<td>9 June 2011</td>
<td>CCS team managers finish</td>
</tr>
<tr>
<td>10 June 2011</td>
<td>Area managers finish</td>
</tr>
<tr>
<td>23 June 2011</td>
<td>CCS regional managers finish</td>
</tr>
<tr>
<td>9 Nov 2011</td>
<td>Non-compliance finishes</td>
</tr>
</tbody>
</table>
Providing data for quality assurance

1 Introduction and objectives
The task of the census quality team is to validate census data and make sure it is fit for purpose. This process will cover the period before Census Day when management information and early census returns will provide timely evidence of response patterns and characteristics, through to the publication of outputs. A wide range of data sources will be used from within ONS and other government departments to quality assure census estimates, such as mid-year estimates, annual population survey (APS), and the address register.

As part of the partnership with local authorities, ONS has identified a number of engagement objectives and activities. These are as follows:

To improve LA’s understanding and confidence in the Census results.

- Presentation of Census QA information at stakeholder events
- Feedback received at working /advisory groups
- Publication of key materials

To develop the best possible understanding of each local authority’s population ahead of the 2011 Census

- Local authority partnership guide
- QA Pilot studies
- LA pilot
- Local census partnership plans to record any actions to support quality assurance

2 What ONS will do

- Consult local authorities, with the support of the census regional champions and regional statisticians. This will be coordinated with the annual release of ONS mid-year population estimates – which will enable local authorities to highlight any concerns that they may have about their estimates. This information will help inform and structure quality assurance (QA) activity

- Build ranges of plausible values for census figures using a range of administrative data sources and rolled forward mid-year population
estimates. A series of demographic indicators will provide further validation, for example sex and dependency ratios

- Monitor local authority counts, cumulative totals and cumulative distributions of key population sub-groups against non-census sources

- Establish a QA panel of expert demographers and representatives from the Local Government Association and the Welsh Assembly Government which will
  - Make recommendations for each local authority district estimate
  - Operate a parallel ‘priority’ sub-group focusing on local authorities posing particular challenges for enumeration or coverage adjustment. Where there is an unexplained discrepancy between expected values and the census estimates, the QA panel will draw on further evidence provided by supplementary analysis

- Design and implement a QA contingency strategy to be followed where agreement on an estimate cannot be reached
- For those local authorities which have experienced the largest demographic change since 2001 and for which enumeration is anticipated to be most difficult, the Census QA team will be undertaking QA studies to understand the complex issues in these areas to an earlier timeframe.

3 What we would like local authorities to do

- The Census QA Team are currently engaging with local authorities to develop the best possible understanding of each authority’s population ahead of the Census, local councils are invited to provide:
  - survey/administrative data sources that they might use to quality assure census estimates for ONS to consider as comparator data sources for the census by the end September 2010.
  - feedback on local issues, concerns, expectations and observations about issues that might impact population estimates for their areas
  - local feedback on significant issues that might impact on census quality
The authorities listed below are currently working with the Census QA team to pilot the QA study approach. An evaluation of the pilot will take place in March 2010, with plans to select and engage with a wider group of 50 local authorities in April 2010.

10 pilot local authorities

Camden
Cambridge City
Ceredigion
Hackney
Kensington & Chelsea
Manchester
Newcastle Upon Tyne
Nottingham
Oxford
Westminster

4 Timeline

<table>
<thead>
<tr>
<th>July 2009</th>
<th>Publication of 2011 Census Data Quality Assurance Strategy (completed)</th>
</tr>
</thead>
<tbody>
<tr>
<td>September/October 2009</td>
<td>Produce Stakeholder Communication Strategy (completed)</td>
</tr>
<tr>
<td>January 2010</td>
<td>First meeting of the QA pilot local authorities/ONS (completed)</td>
</tr>
<tr>
<td>End February 2010</td>
<td>Pilot authorities send intelligence to ONS (completed)</td>
</tr>
<tr>
<td>March 2010</td>
<td>Second meeting of pilot authorities and ONS evaluation</td>
</tr>
<tr>
<td>Early April 2010</td>
<td>ONS begins QA studies</td>
</tr>
<tr>
<td>April 2010</td>
<td>Publish rehearsal evaluation</td>
</tr>
<tr>
<td>April 2010</td>
<td>Present QA methodology at LARIA conference and to Operational Management Advisory Group</td>
</tr>
<tr>
<td>End June 2010</td>
<td>Local authorities in QA studies return intelligence to</td>
</tr>
<tr>
<td>Date</td>
<td>Task</td>
</tr>
<tr>
<td>--------------</td>
<td>----------------------------------------------------------------------</td>
</tr>
<tr>
<td>July 2010</td>
<td>ONS for assessment</td>
</tr>
<tr>
<td>Mid 2010</td>
<td>Convene first meeting of the QA Panel</td>
</tr>
<tr>
<td>End September 2010</td>
<td>Feedback sought on mid-year population estimates</td>
</tr>
<tr>
<td>End September 2010</td>
<td>Remaining authorities provide intelligence to ONS</td>
</tr>
<tr>
<td>October 2010</td>
<td>Present QA methodology at SOLACE conference</td>
</tr>
<tr>
<td>December 2010</td>
<td>Publication of revised 2011 Census Data Quality Assurance Strategy</td>
</tr>
<tr>
<td>End March 2011</td>
<td>ONS assess any final local authority intelligence</td>
</tr>
<tr>
<td>September 2012</td>
<td>Publication of census estimates, metadata and local authority profiles</td>
</tr>
</tbody>
</table>

Managing and agreeing a Census Local Partnership Plan (CLPP)

Following their appointment, one of the first tasks of area managers will be to meet the local authority ACLM/CLM in the local authority(s) they are responsible for have an introductory meeting. Once of the first tasks of the area manager is to develop and agree a census local partnership plan with each local authority they cover. Engagement with the local authority will normally be through the ACLM. The ACLM will coordinate the involvement of other council officers who can contribute to the CLPP development and delivery. This includes officers from health, social services, communications, community engagement, LLPG custodians, etc.

Where area managers are responsible for more than one authority, special arrangements may be necessary e.g. joint meetings between authorities, particularly where there may be scope for synergies. Where appropriate, area managers should engage with county councils as well as town and parish councils.

Census local partnership plans will be developed for every district and unitary authority and should, if possible, be agreed between area managers and local councils by mid-September 2010. County councils will contribute to each of the partnership plans for the districts in their area and they should participate.
in joint progress meetings between the area manager(s) and the local authorities they are responsible.

What ONS will do

- Provide guidance and a template for area managers for completing census local partnership plans (CLPP)
- Providing additional training for area managers on developing CLPPs
- Develop arrangements and instructions to set out how area managers should engage with all local authorities and when to ensure that their activity is integrated, transparent, effective, meets customer needs and outcome/quality driven
- Monitor and review draft CLPPs to learn lessons and identify and share good practice
- Ask area managers to provide frequent progress reports on CLPP delivery
- Develop an extranet facility to enable area managers and community advisers to share lessons learned and good practice, and encourage joint working

What field staff will do

- Meet with each local authority that they are responsible for in their first 2 weeks to carry out an introductory meeting and start work on developing the CLPPs
- Engage with county, town and parish councils (where relevant) to incorporate their contribution to the CLPP
• Agree each CLPP with relevant councils and ONS

• Monitor, review and report on progress to deliver the CLPP using RAG status milestone reporting

• Respond to any concerns expressed by local authorities and ONS

**What we would like local authorities do**

• **Identify the key personnel across the council (and other councils, eg county council) who should contribute to the development and delivery of the plan**

• **Identify what activity you will carry out to work with and support area managers for each of the 7 partnership strands and record these in the CLPP with appropriate milestones**

• **Agree the CLPP and disseminate it to relevant people within and outside the council**

• **Monitor and report on progress to deliver the plan. Carry out reviews and implement changes as required**

• **Determine the communication arrangements between area managers and the authority** (eg frequency of meetings/progress reports, methods of communication, named persons, etc)

Further information on the development of CLPPs is contained here (link to page 15)
Case study: Lewisham Council

Lewisham Council is making preparations for the 2011 Census and is mindful of the important part that census data plays in underpinning local analysis and research, backing local decision making. Lewisham is also well aware of the important role that census data and subsequent forecasts have on funding allocations to local public agencies.

As the Census Regional Champion (CRC) for London, Chief Executive, Barry Quirk has an important job to do not only to encourage the best preparations across London, but also to make sure Lewisham’s preparations locally are as good as elsewhere in the country.

This case study explains the initial arrangements put in place to support the effective delivery of Census 2011 in Lewisham.

Management arrangements

To co-ordinate the borough’s activities the Chief Executive has designated one of the council’s executive management team (EMT) as census liaison manager (CLM). The duties of the CLM are to ensure the effective co-ordination of borough-wide activities and the role is supported by an assistant census liaison manager (ACLM). The ACLM is the council’s lead officer for the Local Land & Property Gazetteer (LLPG), playing a key role in the delivery of an effective master address file to support census preparations.

Support mechanism

The work of the CLM and ACLM is supported by the newly established ‘Census 2011 Working Group’. This body brings together those who will make strategic use of the census results and those with a very practical role to play in the delivery of an effective census count – communications, customer contact centre, property systems, personnel and finance.

Officers on the working group have mapped the key stages for ensuring effective support to census preparations including the promotion of the census (internally/externally), support for census recruitment initiatives, networking with partner agencies and planning the reconciliation of address registers. Information is shared across the group and wider organisation through meetings and an interactive intranet workspace.

The project group is committed to make sure the council and partner agencies contribute most effectively to the successful management and delivery of Census 2011. Actions include:
- Ensuring a robust Land and Property Gazetteer – critical to efficient address matching
- Ensuring clear lines of communication between Lewisham and the Office of National Statistics (ONS) – through the CLM/ACLM functions
- Targeting resources, with a focus on the key stages for delivery of the census count
- Assisting in the recruitment of enumerators and support staff
- Providing reports to the executive management team, the Mayor, elected Members and partners
- Working with council members and the voluntary sector to identify and develop community liaison contacts
- Identifying how census results will be analysed and co-ordinated post publication
- Building understanding of what the census is and how it will be used across the council and by its partners

For more information, please contact:
Patricia Duffy – Statistics & Research Officer
London Borough of Lewisham
patricia.duffy@lewisham.gov.uk
Case study: Birmingham City Council

On 11 October 2009 around 17,000 Birmingham households took part in a small-scale test to help the Office for National Statistics (ONS) to evaluate its processes ahead of the 2011 Census. On 27 March 2011, Birmingham will be among more than 350 local authorities taking part in the next census for England and Wales, which will involve more than 25 million households.

The large majority of people living in the local area are of Pakistani origin and of Muslim faith. The rehearsal also covered Birmingham HMP (Winson Green Prison) and some university halls owned by Birmingham City University.

This case study discusses Birmingham City Council’s planning for this important event.

Management and support

Birmingham City Council’s Chief Executive Stephen Hughes is the census regional champion (CRC) for the West Midlands. The census liaison manager (CLM) is the Director of Policy and Performance and the assistant census manager (ACLM) is a Senior Policy Officer.

In advance of the test, a council-wide Census Task Group was established to support the test activities, bringing together around 28 representatives from a number of departments including Housing, Revenues, Customer Knowledge, Planning, Elections, Communications, Finance, Constituencies, Adults and Communities, Children Young People and Families.

The Task Group members have been extremely useful contacts in providing information in response to requests by the Office for National Statistics (ONS). However, because of the wide membership, the group is perhaps too diverse to take forward particular developmental areas and activities required for the 2011 Census. In the future, this group will remain in place, meeting face-to-face twice a month, and also online in response to requests from the ACLM.

To take forward discrete elements of the census an Enumeration Steering Group has been established, drawing on the Task Group Membership. This group will take forward issues relating to: Local Land Property
Gazetteer (LLPG) development, enumeration intelligence, communal establishments, administrative data, and census coverage and adjustment.

In August 2009, the ACLM ran some publicity and community engagement workshops to start identifying hard to enumerate groups and areas, and activities needed to encourage their engagement in the census. Representatives attending this group will be brought together as a Publicity Steering Group in late 2009. This group will be responsible for overseeing the Council’s census publicity and community engagement strategy and will link with various partners from the public, private and voluntary sector.

**Involvement in the rehearsal**

The rehearsal was a valuable opportunity for the Council to identify and gain a greater understanding of activities required for the 2011 Census.

Ahead of the event, the Council advertised the test census positions with ONS through its internal and external vacancy communications. Information was also distributed through constituencies and the Local Council for Voluntary Service. As a result, Capita (ONS’s census recruitment contractor) was overwhelmed with applications from the Birmingham area.

To support enumeration, lists of communal establishments (CEs) were gathered from departments across the Council and passed on to ONS. These included housing, revenues, commercial and domestic data and planning databases. Looking forward, the ACLM is now mapping data sources of CEs across the Council to bring a more comprehensive list together for 2011.

Before the Rehearsal, the Council was also asked to complete the ONS Community Profile Toolkit. This asks for information about local organisations including service providers, the police, voluntary and community organisations and religious institutions. Other elements ask about the demographics of the local population. Some of this data can be pulled together at a city-wide level through organisations such as the Council for Voluntary Service or from past census data. Other information requires more local and up-to-date knowledge of the specific area. To gather this intelligence, the ACLM identified and liaised with community contacts based in the city’s constituency and ward structures.

As a result of the community profiling exercise, the ACLM has now made early contact with constituency directors who have been briefed on the
census and identified a lead contact in each geographical area to take the work forward for 2011. Future liaison between local authorities and ONS on community profiling will be valuable to make sure the information gathered is fit for purpose and manageable: a city like Birmingham is home to thousands of voluntary organisations.

As part of the rehearsal the Council was also keen to support ONS publicity activities. The customer knowledge department emailed residents in the rehearsal area telling them about the rehearsal and encouraging them to take part. The ACLM wrote and distributed a briefing factsheet for frontline staff which was cascaded through the Council’s contact centre staff, libraries, neighbourhood offices and constituencies. A news item was published on the Council website and in the press room. The Council is looking forward to becoming more involved in publicity through a more co-ordinated approach with ONS in 2011.

For more information contact:
Rosie Smithson, Assistant Census Liaison Manager
rosie.smithson@birmingham.gov.uk
Factsheet: Field staff roles and responsibilities

2011 Census field staff roles and responsibilities

Around 35,000 temporary field staff will be recruited for jobs across England and Wales to work on the 2011 Census.

ONS has chosen Capita Business Services to recruit, manage and train the field teams. The field staff will be based in local communities across England and Wales to carry out census field roles in their area.

All of the staff will sign a confidentiality undertaking recognising their commitment to ensuring that personal census data remains secure and confidential - a top priority for the 2011 Census.

Data security and protection is central to the design of all systems and processes for the 2011 Census, and rigorous training and management procedures are in place to make security and confidentiality a priority for all 2011 Census staff.

For area managers, community advisers and coordinators, Capita will recruit the required number of people. The contract to recruit to the roles of special enumerator and collector will be based on total number of hours allocated to each role. This will allow for greater flexibility in the working patterns of the recruited staff and for targeted follow up work.

Area Manager

Area managers will be the operational link with the local authorities in the area that they cover. They will manage and co-ordinate the 2011 Census operation in their designated area. This includes managing a team of census co-ordinators (COs) who manage teams of census distributors (CDs), special enumerators (SEs) and census collectors (CCs). Between August and December 2010, the primary role of area managers will be to carry out community liaison and publicity to raise awareness and understanding of census and its importance. Area managers will meet with you during the first couple of weeks of their employment to agree a local census partnership plan to set out the activities that they, the authority, ONS and our contractors will carry out and when to support local census delivery.
Community Advisers (CAs)

52 community advisers will be recruited from September 2010 until June 2011 to carry out community liaison activity. Each of the CAs will focus on a specific BME population group in one or two neighbouring local authority areas. They will encourage involvement from that population group and will advise area managers and ONS on engagement strategies for that population group. They will take forward a local community outreach plan and this will be incorporated into the local census partnership plan. CAs will be managed directly by ONS’s community engagement team. ONS will provide additional information on their locations in early 2010.

Census co-ordinator

Census co-ordinators (COs) will manage and co-ordinate a team of field staff (collectors and special enumerators). They will ensure complete coverage of the residential population and establish links with local community groups to maximise response. Census co-ordinators will establish initial contact with managers in communal establishments.

Special enumerator

Special enumerators (SEs) are responsible for hand delivering 2011 Census questionnaires to communal establishments (such as care homes, hotels and student halls of residence) and special population groups (such as gypsies and travellers) and collecting them once completed.

Census collector

Census collectors (CCs) are responsible for contacting householders - knocking on doors or ringing doorbells - to follow-up the non-return of questionnaires from households.

Census coverage survey team manager

The Census Coverage Survey takes place six weeks after the main census and is an independent survey of approximately 1% of households in England and Wales. Team managers oversee fieldwork in a designated area of up to 1,000 households, training and managing a team of up to 18 interviewers.
Census coverage survey interviewer

Responsible for carrying out short doorstep interviews with households in specified areas to ask them a sample of the census questions. Answers to these questions help ONS to adjust its census estimates and to estimate census under/over-count.
Recruiting the 2011 field staff

Overview

Recruitment for the 2011 Census is split into clearly defined stages, for both managers and field staff it follows a broadly similar pattern. The roles are split into three groups:

- **Group 1** (senior managers and specialist) consists of area managers, community advisors, CCS regional managers and all non-compliance roles.
- **Group 2** (field managers) address check coordinators, census coordinators and CCS team managers.
- **Group 3** (field staff) address checkers, distributors, collectors, special enumerators and CCS interviewers.

The numbers of staff at each grade, pay rates and geography is provided to Capita by ONS.

Attraction

Capita has developed an attraction strategy with diversity at its heart; it aims to ensure that the commitment to attract a diverse range of applicants is successful. There will be a variety of campaigns used – both national and local – to ensure that local communities are reflected. Job descriptions and application details will be available on the recruitment start date shown in the table above. ONS have worked with internal stakeholders to ensure that the job descriptions accurately reflect the role as well as the skills and competencies required to be effective in that role.

Application

Once the potential candidate has seen the job advert, they need to submit their application form, in the vast majority of cases we expect this to be via the internet as we are anticipating somewhere in the region of 2 million applications. Whilst we acknowledge that not everyone has internet access at home, internet is readily available in job centres (who are fully engaged for the census) and local libraries. Paper applications will be available for disabled candidates where this is a reasonable adjustment, but otherwise we expect the internet to be used.

The first part of the application is known as “Killer Questions”, this is where we establish that the person has the right to work in the UK and, if the role has a
specific requirement (such as the ability to drive or access to a car) that this is met.
The application form itself varies. For Group 1 roles there is a competency based question section as well as the personal details, for Groups 2 and 3 it is just personal details that are required at this point.

Sifting

For Group 1 staff, the competency based questions are marked and successful candidates invited to a face to face interview. If there are a high number of quality applications, then a reserve pool will be created.

Group 2 and 3 have a Situational Judgement Test (know as SiftAbility) that is taken on line. It is split into 3 modules; each one should take no more than half an hour. For the group 2 it is based around managing people and workloads and Group 3 focuses on managing your own workloads. These tests have been developed by Capita and their team of Occupational Psychologists in conjunction with ONS.

The test has a pass mark but there may be times when a “benchmark” is also used, this will happen if we have had a large number of applicants for a position who have all passed the test. The top scorers will be invited to telephone interview and those below the benchmark figure set will be advised that, whilst they did well and passed, they are being placed in a reserve pool at this point. Due to the volume of positions being recruited for, there will be instances when the benchmark figure will differ from area to area, however, the pass mark is static and will not be lowered – even if there are not sufficient candidates. If there are not sufficient successful candidates, Capita will approach reserve candidates from other nearby areas to see if they are interested in working in another area, or the posts will be re-advertised.

Interview

Group 1 roles have a competency based face to face interview. Group 2 and 3 staff who pass SiftAbility are invited to book themselves into a telephone interview. Again this is split into a more managerial slant for the Group 2 and managing workloads for Group 3 staff. There are competency based questions to answer and the interview takes about 15 minutes. As with SiftAbility, there is a pass mark which is static but there may also be a need to introduce a benchmark pass as well.

In instances where a number of candidates for the same position achieve the same interview score then the sifting score will be taken into consideration.
Conditional Offer
Once the successful candidates have passed interview they will be made a conditional offer. At this point they will be sent their password to e-learning and asked to provide their employment history details, complete a criminal record check form and send in their identification documents.

Unconditional Offer
Once a candidate has completed their training and the referencing and vetting is satisfactorily completed, an unconditional offer of employment will be issued.

Additional Information

Processes
The processes used in census have been developed to provide a fair, open and transparent recruitment system which will provide us with the right candidates. They have been designed to ensure we recruit consistently across England and Wales and meet all relevant employment criteria.
Training the 2011 field staff

The training for the field staff has been developed as a **blended approach** that consists of:

- Instruction manuals
- E-learning complete with ‘tests’
- Classroom training
- DVD

This approach was trialled in the 2007 Test and the 2009 Rehearsal and was found to be the best way to deliver the knowledge and skills that the field staff needs. The blended approach ensures that:

- Key messages are brought out in a variety of ways that work together and complement each other
- The training material are live, interactive and engaging and help the delegates remember the key messages
- The training is delivered in the way best suited to the content
- The training reaches everyone

This same model is used for training all the field staff. The only difference is in the length of the classroom training that varies between manager roles and the field staff grades.

**Instructions**

The field staff employed to work on the 2011 Census receive written instructions that detail every aspect of their role. The instructions vary by role to focus on the specific elements that are appropriate to each, but all instructions follows the same model. Each contains the following:

1. **Background** – overview of the census; the field staff roles; public facing services; types of questionnaires; translation services
2. **Practical** – manual handling; supplies and equipment; use of laptop and technical systems;
3. **Instruction** – dealing with the public; community engagement; special enumeration processes; collection and follow-up; use of record books; tools for the job; health and safety; doorstep routine; handling refusals; managing the field operation; planning and preparation; use of language cards;
4. **Guidance** – staying safe; effective communication techniques; definitions
5. **Mandatory** – confidentiality and security
6. **HR** – pay and expenses; risk assessment; performance management; HR policies; help and support guidance
Instructions are sent out to new recruits once they receive a conditional offer of employment and they are expected to read them before undertaking e-learning.

**DVD**

The DVD gives an overview of the census and the part the field staff play. The DVD is sent out to the new recruits at the same time as their instructions.

**E-learning**

The e-learning builds on the instructions, tests understanding and provides information in new ways to stimulate learning and assimilate the detail.

The e-learning has to be completed by all new recruits (Field Staff and Manager) before they can progress to classroom training. E-learning contains an assessment that recruits must pass. It is part of the journey towards an unconditional offer of employment. The pass mark is 85%. Recruits are not limited to the number of times that they can access the e-learning and take the assessment.

**Classroom**

The classroom builds confidence in the role and enables the recruits to practise doorstep routines. Face to face skills, dealing with communication via intercom, techniques for dealing with ‘refusals’ etc, can all be practised in a safe environment. It is also where key messages can be restated.

Manager roles receive their classroom training at residential events that are regionally based. The field staff roles receive their training at half day events that are located countrywide. The new recruits, both managers and field staff, are invited to book themselves onto training events, and so can choose the event that is most suitable for them.

All trainers will be professionally qualified to deliver training and trained in the census material.

**Conclusion:**

It is vital that the field staff receive training that equips them to carry out their roles and tasks to the best effect. A great deal of work is being done to
analyse the feedback from the 2009 Rehearsal and to build the lessons learned into the 2011 training material.

However, it is also important to remember that key to the success of the census will be:

1. The invaluable work to be done before the census by area managers, community advisers and local authorities in identifying and engaging with community and population groups to understand any difficulties they may have and look for ways to resolve them. Information about the support and help available to the public would be widely disseminated, in particular information about the help lines and the contact centre, which will be able to arrange home visits to those that need individual help.

2. The community engagement work that the area manager and their census coordinators will carry out with the population groups in their area. The census coordinators will manage the field operation for their coordinator area and deploy their staff to best effect to make sure the census is a success in their area. Their area manager will be supporting and guiding them in this key task. The COs also arrange field staff to visit those who have requested help via the contact centre.

3. The field staff who carry out the census operation. They are trained to help, encourage, and assist the completion of questionnaires. They are instructed to help in any way they can and if invited into someone's home, subject it being necessary and feeling comfortable to do so, they will go inside and provide whatever help is needed. Their training focuses on the need to treat everyone equally while being alert to individual needs and helping in any way they can. They are instructed to contact their coordinator for advice and guidance if they encounter anything that they do not feel equipped to deal with.
2011 Census field design and targeting follow-up resources

Address checking
ONS is working with the address list providers (Ordnance Survey, Royal Mail and Local Government Information House) and local authorities to develop a national address register that is as accurate and up-to-date as possible.

Following an address matching exercise, the address list suppliers and local authorities are resolving address anomalies and queries.

From May 2010, ONS will employ address checkers to carry out a physical check of addresses in areas where we are concerned that our address register is not sufficiently accurate, such as areas with high multi-occupancy households. The address checking will also focus on communal establishments.

Questionnaire printing
Following the conclusion of the address checking, we will print some 25 million household questionnaires in November 2010. Unlike previous censuses, each questionnaire will be pre-addressed, uniquely numbered, bar-coded and have a unique identifier on it enabling the household to complete an online version. A supplementary print run will be carried out just before Census Day to include late additions to the national address register.

Questionnaire delivered
In the weeks leading up to Census Day, the questionnaires will be delivered – with the significant majority of households receiving theirs by post. Pre-addressing the questionnaires enables them to be posted out and the resultant savings (compared with 100% hand delivery by field staff) means that additional follow-up activity can be afforded. This system was tested during the 2007 Census Test and found to be successful.

All questionnaires for communal establishments (care homes, university halls of residence, military bases etc) will be hand delivered.
Returning questionnaires
The public can make their census returns either through the post or online. All postal returns will be to one central location rather than local managers (as in 2001). Residents of communal establishments will be able to complete online returns, but completed paper questionnaires will be collected by hand.

Questionnaire tracking
All the questionnaires will be uniquely bar-coded and internet returns will have a unique access code, so we will be able to quickly receipt returns (through either route). The questionnaire tracking system will highlight instances where a questionnaire has not been received from a household address or where a form has been returned blank. A list of addresses for follow-up will be supplied to census field staff to achieve the best response.

Targeting follow-up resources
Adopting a post-out and return system and having flexible field resources allows follow-up activity to be targeted on those areas where response rates are low.

Experience from previous censuses tells us that response levels are likely to be lower in certain sections of the community. These could include properties in multiple occupation, students, some ethnic minorities and older people.

The follow-up activity will take place from ten days after census day until 6 weeks after census day (just before the Census Coverage Survey commences). This is three weeks longer than 2001 allowing more time to overcome any difficulties for areas with low response rates.

A census collector will visit addresses which have not responded to remind residents that they should complete and return their questionnaires and offer help, if required. If no contact is made, a card will be left explaining why the collector has visited and indicating that they will call back. Subsequent visits will be made at different days and times to try to improve the chances of speaking to someone.
Help and accessibility guidance for filling in the questionnaire

Anyone who is unsure about or has difficulty in completing their questionnaire should make www.census.gov.uk their first port of call for help and information.

For households completing their questionnaires online, our system will automatically skip any questions that do not apply to them – and give prompts and tips along the way. If they prefer not to complete everything in one go, they can simply save the answers they’ve given so far and come back to it later.

The online questionnaire will be useful for anyone who has difficulty writing down their answers – and it can be displayed in large print for people who are partially sighted.

A fully accessible help service providing video, audio and text relay guidance for all our questions is available at www.census.gov.uk/Accessibility. For people unable to access the internet, a telephone helpline provides guidance and help in 58 languages. Anyone who contacts the helpline saying they cannot complete the questionnaire without help will be directed to the accessible formats. If these prove inappropriate, they can ask for personal assistance from a member of the field staff.

- Online help centre at www.census.gov.uk (English and Welsh) provides online help and guidance for all households completing online and paper versions of the questionnaire

- Accessible formats
  - British Sign Language (BSL) video (English) and audio assistance (English and Welsh) at www.census.gov.uk/Accessibility
  - Audio formats on cassette and CD
  - British Sign Language clips on the census website
  - Easy Read information leaflet
  - Large print and Braille formats (English and Welsh) can be ordered at www.census.gov.uk/Accessibility. People with who do not have internet access should request these from the telephone helpline on 0300 0200 901
  - Text Relay 18001 0300 0200 960 (English) for people with hearing impairment
- Text Relay 18001 0300 0200 970 (English) for people completing questionnaires in Northern Ireland
  - Telephone helpline for England on 0300 0200 901
  - Telephone helpline on 0300 0200 930 provides guidance and help in English or Welsh
  - Telephone helpline on 0300 0200 920 provides guidance and help for people completing questionnaires in Northern Ireland

Consultation is continuing with several organisations at national level, including RNIB, SCOPE, RNID and the National Literacy Trust to ensure we meet the needs of people with disabilities. Local branches for some of these organisations will be contacted by the field team managers to see if practical local help can be provided.
Confidentiality and Security

Confidentiality

It is important that anyone filling in a census questionnaire feels safe about sharing personal information with us.

The answers people give on the census questionnaire are only ever used to produce statistics. Information about individuals is not shared with any other government department or marketing company. The data is even exempt from the Freedom of Information Act.

- ONS owns all census data and is responsible for its security
- We are bound by law to respect individual rights to confidentiality
- Under current policy, all personal census information will be kept confidential for 100 years
- We cannot give out information that identifies a person or their household
- We will not share personal data with any other government department or marketing company
- Rigorous and legally compliant security systems are built into all our business systems and processes
- All census employees and contractors sign a declaration of confidentiality to guarantee their understanding and compliance with the law
- We use information only to produce and analyse numbers and characteristics of people

To ensure the confidentiality of personal information, all our systems, processes, staff and contractors are bound by the following laws:

Data Protection Act
1920 Census Act
Statistics and Registration Service Act 2007 (SRSA)
Online data security

Completing the questionnaire online is a very secure process. Each household is given a unique code to access and complete their questionnaire online. The code is printed on the front of the paper questionnaire. The link between the code and address is not available outside the census systems. All information submitted online is protected by strong encryption and identity protection.

Paper questionnaires

Completed questionnaires will be delivered by Royal Mail to a secure site where the envelopes will be scanned before extracting the questionnaires for processing. Security measures to protect confidentiality and transfer the data and images to ONS are strictly enforced. The site processing census data will have access control systems, CCTV, security guards and intruder alarms to prevent unauthorised access to premises, documents and other confidential files.

Once all the data from the paper questionnaires has been captured and coded, all the electronic data and images are delivered through approved, secure channels for further statistical processing. When the data and images have been formally accepted, the paper questionnaires are destroyed and recycled to minimise storage and retention costs.

Data protection

Existing data protection law already prevents the disclosure of census data – it is a criminal offence to disclose personal census data and is punishable by a fine and/or up to two years in prison.

In addition to this, ONS has introduced a number of contractual and operational safeguards to make sure everyone working on the census, including contractors and their staff, is aware of and complies with strict regulations regarding information security and confidentiality.

All census data is owned by ONS and all the legal undertakings of confidentiality of personal census information will apply to both ONS and any of its contractors.

All census employees and contractors working on the census sign a declaration of confidentiality to guarantee their understanding and compliance with the law.
All staff who have access to the full census data set in the operational data centre will be ONS employees – not people employed by contractors.

Contractual arrangements require that access to any personal information is restricted to organisations registered and based in the UK and which are either UK- or EU-owned.

Staff who have access to the full census data set or substantial parts of it will have security clearance to handle material classified as ‘Secret’ under the UK Government’s classifications.
Census outputs and how they are used

Census outputs are the facts and figures produced from the information collected on Census Day.

The statistics are presented either as simple counts, such as the number of children by age, or as figures which relate one topic to another, such as the number of children in one parent families by ethnic group. The ability to link topics is one of the most valuable features of a census. Another is the detail which can be produced for small areas to enable local authorities to identify where particular services are needed.

The main national and local results will be released, to a pre-announced timetable, once data processing has been completed.

Outputs from the previous censuses were produced in a range of tables and census publications and in special publications such as Focus on Families and Focus on the Elderly. These are made available through a variety of channels – via www.statistics.gov.uk, paper reports, and on CD/DVD.

For the 2011 census, it is planned to make the output available online for people to download for themselves and load into other software to do further analysis.

Non-standard statistical abstracts can also be commissioned, at additional cost, for specific purposes.

Census statistics provide valuable information for public and private organisations to plan services in the community over the next ten years, for example:

- An accurate population count helps the Government to calculate the grants it allocates to each local authority and health authority
- Data collected and analysed about the age, social and economic make up of the population, and on general health and long-term illness, enables the Government and local authorities to plan and fund health and social services
- Information about housing and its occupants indicates where accommodation is inadequate and helps in planning new housing
- Knowing how many people work in different occupations helps government, local authorities and businesses to plan jobs and training policies
Information about travel to and from work and car ownership highlights the pressures on transport systems and how road and public transport could be improved to meet local needs.

Information about ethnic groups helps central and local government to plan and fund programmes to meet the needs of these minority groups.

Population statistics enable licensed census distributors to create business planning software products.

Census statistics helps research organisations to decide how, when and where to capture representative samples.

Population statistics help businesses to decide where to locate or expand their premises to reflect local demand and the available workforce.

By combining ethnic group and religion, employment status and housing information researchers can identify whether particular groups are suffering relative disadvantage or discrimination.

The ethnic groups of husbands and wives can be combined to show the extent of interracial marriage and the integration of ethnic minorities.

Ethnic group by country of birth reveals how many ethnic minority people were born here or came here from another country.
Census Coverage Survey

Even the best census won’t manage to record everyone. To make sure the published census results are an accurate picture of the population, an independent survey - the Census Coverage Survey (CCS) – takes place six weeks after census day.

The CCS looks at a small sample of postcodes (1%) and independently tries to count the households in those postcodes. Then, to check whether their data was captured by the main census, the households and people identified in the CCS are matched with those recorded in the census. This allows us to estimate the number and characteristics of people who were not included on a census questionnaire and use it to improve the census results so that they represent the whole population.

Unlike the main census, where each household is asked to complete a questionnaire, the Census Coverage Survey asks somebody in each sampled household to take part in a short doorstep interview to provide basic details on each person living there. Similar interviews will also be carried out with people living in ‘communal establishments’, such as guest-houses or care homes.

CCS interviewers will carry ID cards with their name and photograph. They will not ask to enter anyone’s home and information collected by them will be subject to the same strict security and confidentiality controls as data collected in the main census. It is protected by law and treated in the strictest of confidence in accordance with the UK Statistics Authority’s Code of Practice for Official Statistics.
Ensuring the quality of 2011 Census data

The 2011 Census will collect data from around 25 million households in England and Wales. Census data underpins the planning and resourcing of a wide range of services and the organisations that use the data need to have confidence in the quality and accuracy of the information they will be working with.

The complexity of collecting data from such a large number of sources means that there are bound to be some errors that lead to some of the figures being over or underestimated. There could be a number of reasons for such errors; questionnaires may have been incorrectly completed, too few questionnaires may have been returned in some areas of the country or sections of the population, or coding mistakes may have been made during the processing of the data.

In order to ensure that the output from the 2011 Census is as robust and accurate as possible, a number of quality assurance procedures will be used, building on those used with the 2001 Census. These procedures are outlined in the 2011 Data Quality Assurance Strategy which details the range of quality-checking and management systems that are being put in place in the run-up to the 2011 Census.

Checking the quality of the data will be done in a number of ways, including:

- Comparing census population figures with information from other sources, including administrative data
- Checking validity of census population figures by calculating basic demographic measures such as fertility rates, mortality rates and sex ratios.
- Monitoring returns from population groups where responses have historically been low or variable, e.g. students, members of the armed forces, and those with second homes
- Identifying ‘double counting’, e.g. students counted at both their family home and their term-time address, children of separated parents being counted by both or people who complete both a paper and online questionnaire
- Identifying anomalies for individuals e.g. young people listed as retired.

The actual quality assurance process will begin two to three weeks prior to census day when some early census returns will be available.

The 2011 Census Data Quality Assurance Strategy can be found at www.ons.gov.uk/census/2011-census/process-info/dataqa
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Part 1 - To be obtained from local authority/local strategic partnership/Community First Partnership

Key contacts details for the following and answers to the questions below:

i. Key local religious centres
ii. Key local community centres
iii. Key local establishments for dealing with various segments of the community
iv. Key community gatekeepers
v. Local libraries
vi. Local schools
vii. The local police neighbourhood team
viii. The local Citizens Advice Bureau
ix. (The term ‘local’ refers to the target area)

Part 2 – To be obtained from each of the key contacts obtained in Part 1

With regard to information about existing local resources and networks, briefly answer each of the following questions:

1. What are the key locally held available data/messaging sources?

Such as mailing lists, and including details about how often such sources are updated and the level of aggregation at which data is discriminating, either centrally or through local networks.

2. Can you provide specific, field-related information about the characteristics of the enumeration areas?

This would be in addition to information already available from Neighbourhood Statistics and/or the local authority. Local community knowledge would enhance this by identifying:

a) Areas with high proportions of non-English speakers indicating where translation and/or interpreting facilities may be required
b) Areas with significant proportions of population belonging to particular faith or ethnic communities, groups of individual sheltered housing, or any other communities in clusters (i.e. grouped in distinct geographical locations) where different approaches to enumeration may be required

c) Areas with high proportions of very elderly or infirm populations where assistance to complete and/or return the census questionnaires may be necessary

d) Location of sites of mobile or temporary accommodation for groups to include:
   i. Travellers, gypsies and Roma/Romani groups,
   ii. Short-term migrant workers - including ‘hotbeds’ and ‘beds in sheds’
   iii. Asylum seekers
   iv. Homeless/rough sleepers who may require special enumeration procedures.
   v. Boat people, or people living/roaming on barges/waterways or moorings at the time of the census

The answer to this question should form a table, showing:

- i. which community groups (by name of group) live in the area in sufficient numbers to significantly affect enumeration
- ii. where (geographically, by area or street names)
- iii. Key contacts’/gatekeepers’ details (our area managers will aim to meet these key contacts to raise awareness and encourage partnership)
- iv. Any special issues relating to enumeration/census for the community
- v. What targeted interventions are suggested or being instigated for the group

3. What are the possible sources available through the community groups themselves which could help to publicise the census and underline its use and value?
i. Community organisations may have established local communications networks, events or media

ii. Community organisations may also have established their own help and advice lines, call-in centres or local community forums

4. What other potential communication channels and forums exist in the area?

Examples are free newsletters or local radio opportunities which could serve as publicity outlets for the area managers, including target audience and frequency of publication. In particular, organisations could be asked to reserve space in any such media over the immediate pre-census period. This will always include local authority liaison team contacts, and the Local Strategic Partnerships (in England)/Local Service Boards (in Wales).

The answer to questions 3 and 4 should form a table, showing:

   i. Community group (by name)
   ii. Existing community-led communication channels likely to reach them
   iii. Other locally available communication channels
   iv. Who to contact in order to get access

5. Any additional information which would facilitate the enumeration process?

Examples include working patterns for the target communities (ie. when they are likely to be at home if they need to be contacted personally) to try and overcome any risk of their information not being included in the census

6. Any current community issues that may pose risks to the enumeration process or field work?

The council may be carrying out its own survey at the same time, creating some risk of confusion and resistance, as well as local flooding and other unpredictable events

7. Are you aware of any facilities or resources which could offer practical help to local communities in completing the census questionnaires?
Practical help could be an explanation of why the census is needed and what the householder needs to do, plus an offer to provide help to people having availability of or ability to use well-established drop-in centres.

8. What mechanisms and forums already exist to provide local communities with public service assistance which could be readily utilised for the 2011 Census?

Examples could include, where practical, local library information centres, internet centres, school parents groups and so on.

9. 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?

10. Is there a practical source of potential field staff who may be available or wish to take part in census operations – and how can they be contacted?

This should include individuals representative of local communities and who have experience in working within these communities.

11. Can potential field officers be identified for recruitment or possible secondment from local authority staff or through local area contracts?

If they can, we need to ask them to contact our recruitment agency, and provided they have given their consent, pass on their details to the agency, and help them to apply. Any other issues arising need to be reported to ONS headquarters.

12. Are there any other provisions that ONS should take into account in developing its disability / accessibility strategy in the target area?

Part 3 - Combine all answers obtained from above

All the answers should now be used to make a master table, showing overall for the target area:

i. Community groups (by name of group) that live in the area in sufficient numbers to significantly affect enumeration,

ii. Where (geographically, by area or street names),
iii. Key contacts’/ gatekeepers’ details – the ONS area managers will aim to meet with these key contacts to raise awareness and encourage partnership

iv. Any special issues/requirements relating to enumeration/census for each community

v. Existing communication channels (media, forums, networks) likely to reach them

vi. Who to contact in order to get access to the community channel(s)

vii. What targeted interventions are suggested/being instigated for the group