

2007 Census Test: Highlight Report

Key evaluations

1. Early planning, testing and evaluation are essential processes for the success of the 2011 Census. This process begins with identifying and then testing innovations, allowing time to make changes and then to re-test where necessary. The evaluation will also include an assessment of the principles behind the procurement approach for equipment and outsourced services that must be in place for conducting the Census.
2. The 2011 Census Design aims to use: new questionnaires, new delivery and collection methods, early consultation, stronger partnerships, new outsourced technologies and operational targeting methodologies including address checking, delivery, flexible follow-up and publicity. In general the evaluation process will enable the Census Division to explore these innovations by confirming, or otherwise, the effectiveness of all aspects in the proposed 2011 Census Design, in particular its feasibility and impact on levels of response.
3. Overall the key areas requiring evaluation up until the 2011 Census are:
 - the statistical design of the Census, including questionnaire content and design, coverage assessment methods and processing rules;
 - the operational design of the Census fieldwork, including post enumeration surveys;
 - the operational design of the Census systems; and
 - the ability of external suppliers to provide the required systems, products and services.
4. The 2007 Test has eight main evaluation groups. Many of the resulting recommendations will be derived from the collective evaluation of a number of factors across census business areas.

- Delivery methods (post-out and hand delivery)¹
- Outsourcing recruitment, training and pay system¹
- Income¹ question and questionnaire²
- Address register²
- Address checking²
- Flexible field Follow-up²
- Enumeration Intelligence²
- LA liaison

1 – primary key decisions

2 – parts of secondary collective evaluation feeds into primary decisions

5. The evaluation will require a number of post-enumeration surveys. The main survey is the 2007 Census Test Evaluation Survey (CTES). This will be based on a sample of responders and non-responders and will cover: person and household coverage, acceptability of the income question, quality of questions/definitions and their understanding, the public's views on post-out/delivery and reasons for non-response. The CTES will be the key source for these data. The concept and management of the CTES itself will be evaluated.
6. Smaller post-2007 enumeration surveys/testing may also include: coverage of addresses, assessment of communal establishments and further cognitive question testing.

Enumeration Districts

7. See http://www.statistics.gov.uk/about/census/census2011/2007_test.asp for the location of the Enumeration Districts selected for the 2007 Census Test.

Address check update

8. As part of the preliminary activities before for the Test in May 2007, ONS sent out small teams of census officials to check addresses in the five Test areas over the period 4 September – 20 October to ensure that addresses on the ground actually matched those listed on the existing register.
9. Using the Ordnance Survey's Master Map Level 2 as the base, checkers either called at addresses or conducted just a visual check, depending on circumstances, with the aim of establishing which properties were residential (identifying communal establishments separately) and to distinguish those that were inhabited, vacant, or derelict. Checkers also attempted to identify newly-built properties, conversions, shared dwellings and those addresses that should be taken off the register because of recent demolition.
10. The address checking field activity finished on the 20 October with all the EDs in the original 100,000 household sample having been checked. Difficulties were experienced in identifying addresses in rural areas which meant that the initial plans to cover some 40,000 additional households in

neighbouring EDs had to be curtailed, particularly in Carmarthenshire. The additional addresses were originally added in order to provide larger operational workloads more akin to those that would be designed for the Census itself. Extended working in four of the five areas was necessary, mainly to recover time lost due to weather, illness and staff changes/replacement training.

11. The results from the exercise not yet finalised and quality assured, but early indications are that the check generally went well. Initial, un-validated indications are showing that approximately 1,100 of the listed addresses could not be found, and 9,900 new households have been added. A significant number of these are in Camden - many of them being in sub-divisions (flats and bed-sits) within existing known addresses.

Household frame development

12. The decision to use Ordnance Survey's MasterMap Address Layer 2 product to produce address lists for fieldwork has been made public. No undue significance should be inferred from this decision as both the OS product and the National Land and Property Gazetteer (NLPG) will continue to be used and assessed throughout the 2007 Test and beyond. Full details of this decision based on the Phase 1 assessment have been published on the website at

http://www.statistics.gov.uk/about/Census/census2011/evaluation_address_sources.asp

13. Phase 2 of the address register product assessment is underway and this compares the latest versions of the OS and NLPG data in 2007 Test areas. Comparisons at an aggregate level will be shared as part of the LA liaison programme after the results from the address checking task have been keyed.
14. There has been further work to develop the requirements of Census for a household frame. This provides a framework to measure how various elements of the Census preparation are meeting the overall requirements. Preparations other than the address register product include enumeration fieldwork, LA liaison and other data sources. This preparation should be seen as the overall commitment to achieving the household frame.

Publicity

15. The primary aim of the Publicity campaign for the Test is to support the enumeration programme by encouraging public participation through information. Due to the design of the Test areas publicity is limited to the 'direct leafleting' approach.
16. Publicity material will be released in phases appropriate to the enumeration programme:
 - the Census Press Officer will liaise with local media organisations regarding the announcement of the Test within the local authority areas;

- advance leaflet/letter - sent to every household included within the Test to advise that they will be receiving a questionnaire;
 - an Information Leaflet will be enclosed with the Census Test questionnaire which will provide the public with information relevant to the completion of the questionnaire, as well as providing solutions to diversity and language; and
 - cards will be delivered by enumerators to households from which a completed form has not yet been returned as a reminder to do so.
17. There will be translated versions of the Information Leaflet and questionnaire which can be used as an aid for the completion of the questionnaire. These leaflets will be available on request to the Census Helpline. During the follow up stage for non-response, the Census Test field staff may also identify people with a requirement for these leaflets.
 18. All materials will be approved by Plain English editors.
 19. A Welsh language or bi-lingual version of all publicity materials will be available for distribution within Carmarthenshire.
 20. Wherever possible, every effort will be made to ensure that the font size and colour are in accordance with RNIB guidelines.
 21. The website will include a set of Frequently Asked Questions.
 22. Fact Sheets providing more detailed information about the Census Test, the Census in general and the topics and questions will be available on the website and paper copy can be supplied on request.

Local Authority Liaison

23. Following comments received from the LA Workshop in March and Advisory Group meetings in May, the LA Action Plan was revised and then approved by the 2011 Census Operations Delivery Board in July 2006.
24. Although there have been some variations in timeliness of the provision of address and area profile information between the five 2007 Test LAs, progress against the LA Liaison Action Plan has been generally very good, with the LA teams and, in particular, the Assistant Census Liaison Managers (ACLMs) being committed and working hard.
25. Overall, and in practice, actions requested of LAs have proven to be realistic and of practicable benefit both for LAs and ONS.
26. Some operational issues have been identified and either addressed or noted for consideration during 2007 Test evaluation process; after which, the plan will be revised for the Rehearsal and again (if necessary) for the 2011 Census.

27. The ACLMs from the 5 Test LAs attended a workshop in London along with 9 ONS managers, covering data collection, data capture, methodology, publicity and LA liaison. Apart from a short update on Test developments and a media/publicity presentation, the meeting provided an opportunity for a mid-term assessment to hear from LAs at a working level and to exchange views and share experience; including progress, what the issues/problems have been, to seek best practice solutions from the group, lessons learnt and evaluation. A limited number of languages will be supported in all of the Test areas due to cost constraints.

Procurement update

28. The three UK Census Offices – ONS, General Register Office Scotland (GROS) and Northern Ireland Statistics and Research Agency (NISRA) have shortlisted two companies for the final phase of negotiations to find the supplier to help deliver the 2011 Census data capture and associated services. The two companies are Lockheed Martin UK and T-Systems Ltd and both will support the carrying out of the Census Test in England and Wales and in Northern Ireland taking place in May 2007.
29. A decision on the single supplier to take forward the outsourced services for the 2009 Rehearsal and the 2011 Census will be made in December 2007.

ONS

November 2006