



## 2011 CENSUS ADVISORY GROUPS

Census Advisory Group Paper CLIP CSG(05)02

### STRATEGY FOR DEVELOPMENT OF LA PARTNERSHIPS FOR 2011 CENSUS ENUMERATION

#### Action

- 1 **LA Side members are invited to note and comment on the arrangements in hand for ONS and Local Authorities to work in partnership in planning the 2011 Census, and to identify areas where such partnership can be further developed.**

#### Background

- 2 It is clear that it will be mutually beneficial for Local Authorities (LAs) and the Office for National Statistics (ONS) to work in partnership in the conduct of the 2011 Census. ONS wish to benefit from LA resources and knowledge of their local areas to improve the enumeration process, and in turn, LAs will benefit from better census results.
- 3 The areas identified for partnership working include:
  - Address Register development;
  - Enumeration procedures;
  - Targeting of delivery methods and follow-up resources;
  - Community intelligence; and
  - Publicity.
- 4 The challenge for both sides now is how to turn these aspirations into a reality on the ground in 2011. Clear, well tested strategies for engagement are needed if we are to be successful. This paper sets out the approach being taken to develop and test these strategies. The broad approach of encouraging Local Authorities to appoint Census Liaison Managers has already been endorsed by the Census Local Authority Liaison Steering Group, which has representatives from the Local Government Association, the Welsh Local Government Data Unit and a number of Local Authorities, and which will help steer the work.

## Proposed approach to developing LA partnerships

- 5 The planned approach for the development of strategies for LA partnership working has already been launched with initial meetings (in September-October) with each 2007 Census Test area LAs (see Paper AG(05)04) to establish areas of co-operation and generate ideas. ONS plan to develop the ideas, perhaps with further meetings with individual test LAs, and bring draft strategies to a Workshop in March 2006 involving key census planners, nominated Local Authority Census Liaison Managers in the Test LAs and members of the LA Liaison Steering Group.
- 6 Following agreement of these strategies within ONS and further discussion with Census Advisory Groups, we would then try them out during the 2007 Census Test. Through evaluation with LAs after the test, they would be refined and again tested during the Census Rehearsal in 2009, leading to final strategies for the 2011 Census itself. The following timetable sets out the planned process in more detail.

Sep/Oct 2005	Meetings with Census Liaison Managers (CLMs) at each 2007 Census Test LA and some members of the LA Liaison steering group to describe what we want to achieve in 2011 in the above 5 areas, and discuss practical ways of working with all LAs to achieve them.
Oct 05 - March 06	Six months strategy development. ONS will take the ideas discussed at the meetings and turn them into proposals for how LA liaison in each area will work in practice. This may involve further discussions with individuals from test LAs, and other interested parties.
March 2006	Workshop to discuss and improve strategies.
March 06 - June 06	Internal ONS approval of strategies and communication to census advisory groups etc.
June 06 - June 07	Implementation of partnership strategies during 2007 Test
June 07 - Dec 07	Evaluation of effectiveness of strategies during 2007 Test
Jan 08 - June 08	Revision and agreement of strategies.
June 08 - June 09	Implementation of partnership strategies during dress rehearsal.
June 09 - Dec 09	Evaluation of effectiveness of strategies during dress rehearsal; revision and agreement; increased communication to all LAs; appointment of CLMs for 2011 Census.
June 2009	2011 Census Area Managers appointed.
June 09 - June 11	Implementation of partnership strategies for 2011 Census and ongoing liaison with LAs.

- 7 During this time ONS also aim to engage with SOLACE and CIPFA, to develop ways of championing the Census at the senior executive level and of encouraging LAs to actively engage in partnership working for 2011.
- 8 The remainder of this paper sets out in more detail what ONS wants to achieve in the short term in order to develop strategies in the five test areas selected.

## Address register development

- 9 In May 2005, ODPM and the Ordnance Survey announced the development of a National Spatial Address Infrastructure (NSAI) with the aim of creating a comprehensive data source covering all types of addresses/properties including:
  - all postal points/addresses;
  - all households/dwellings at multi-occupied addresses;
  - all communal establishments;
  - all business addresses;
  - all non-residential addresses; and
  - other objects (potentially useful for local activities that are not address-based).
- 10 NSAI development was planned to involve Local Authorities and it was initially hoped that pilot work by Ordnance Survey would have include the areas selected for the 2007 Census Test. However, progress on cooperative development has since faltered, and ONS are now looking at ways in which the separate OS and IDEa initiatives can be utilised in the census field operation both to improve and to quality assure its address lists.
- 11 ONS and Local Authorities will want to be satisfied, in advance of any field operation, about the quality of the address lists being used for the census and the processes designed to improve them. Both parties will want to avoid having discussions about this aspect of quality after the operation. **ONS welcome the views of the LA Side on what processes need to be in place to ensure agreement for 2007, 2009 and 2011.**
- 12 As well as agreement in this area ONS also need to determine whether Local Authorities intelligence about addresses can be used in the Census. Data such as Council Tax discount, exemption and reduction data may be of use in supporting the enumeration. **ONS seek the views of the LA Side on what data Local Authorities have, whether they are willing and legally able to share it, and how this can practically be done.**

## Enumeration procedures

### *Differential delivery approach*

- 13 The current working assumption is that there will be two delivery methods for Census questionnaires in 2011, one being postout, and the other being hand delivery through a traditional field force. If this model is adopted, the intention is that hand delivery would be at a lower volume (say 20 per cent) targeted at particular areas where the address register is considered inadequate and/or where the demographics of the population mean that response is likely to be lower and will be potentially positively impacted by personal contact at the point of delivery. This is in line with one of the key objectives of the Census, to reduce differential undercoverage.

14 **ONS are particularly keen to hear the views of the LA Side on:**

- **the approach in principle;**
- **the factors that LAs consider would be relevant to using post and hand delivery, such as the impact in different geographies (rural/urban) and with different population sub-groups;**
- **the information that LAs could share with ONS to assist determining delivery methods; and**
- **the appropriate level of geography at which to determine mode of delivery.**

*Assistance LAs can give to field staff/managers*

15 ONS would like to provide 2011 Census enumerators with information about the characteristics of their enumeration areas, drawing from Neighbourhood Statistics and other statistical sources. Enhancement of this information with local knowledge from LAs would be invaluable, identifying, for example:

- areas of high population or residential property change;
- areas of high proportions of non-English speakers; and
- practical, health and safety issues, for example areas which may be dangerous to enumerate after dark;

16 **On all of these issues ONS are seeking an indication from LA Side of the format and timeliness of such information and the best methods of sharing it with Census managers. Guidance on how LAs might be able to assist the field operation by providing logistical/accommodation support is also sought.**

**Targeting enumeration follow-up**

17 As a further means of addressing differential undercount ONS are proposing to employ follow-up staff in accordance with an assessment of likely response rates so that the ratio of staff to households will be higher in hard-to-count areas than in those areas that are easier to enumerate. During the follow-up the strategy will be to move staff between areas (firstly at a local level within a Census Manager's area, but potentially between Local Authority areas) in reaction to patterns of response between areas.

18 To tackle differential undercoverage ONS are also considering:

- deploying teams of peripatetic staff to assist in areas where response is especially slow; and
- commencing follow-up activity earlier in certain areas (for example, student areas) before there is direct evidence about response levels but where we expect to have difficulties in getting responses.

- 19 As with the differential approach to the delivery procedures above, **ONS is seeking to get the view of the LA Side on the proposal in principal and the information that LAs could provide to assist in assessing areas prior to enumeration (for example, on areas where LAs have difficulty in take up of initiatives and engaging with residents).**

### **Community intelligence**

- 20 Between now and March 2006, separately from the LA liaison programme, ONS will be meeting with key organisations representing specific population groups such as the elderly, the disabled, minority and religious groups, to develop a strategy for community liaison. Initially these discussions will be mainly with national organisations, but then increasingly, throughout 2006, with local organisations and networks as plans for the 2007 Test develop.
- 21 The criteria to be adopted in deciding which of key national organisations are likely to be the most valuable are still under consideration. ONS will consider, however, such factors as:
- how big/representative the organisation is;
  - how large a proportion of the national population the organisation represents;
  - how much influence the organisation exerts;
  - what local networks exist; and
  - the experience of working with them during the 2001 Census.
- 22 Clearly there is also a role for LAs in working on community liaison as they will have extensive local contacts which could be shared with Census field managers. Additionally, LAs could themselves engage directly with community groups. **ONS is keen to understand how contact information could best be gathered from LAs and what role LAs could themselves play in community liaison.**

### **Publicity**

- 23 Providing the right level and type of publicity material is essential to maximise response in the Census. National publicity planning is already well underway, but LAs will have established local communication methods into which ONS may be able to tap. **ONS welcome the view of the LA Side on the sorts of communication channels that exist and how both parties can work together to utilise them to best effect.**
- 24 During the 2001 Census, some LAs established their own census advice lines. **ONS would welcome the views of the LA Side on whether these could become more widespread in 2011 and how the messages that they give might be synchronised and harmonised with changing events within the national enumeration programme.**

## **2007 Test**

- 25 The 2007 Census Test will provide an opportunity to assess how well such a partnership with Local Authorities can operate. **ONS welcome the comments of the LA Side on other areas in which cooperation may be developed.**

### **Action for the LA Side**

- 26 **ONS welcome the views of the LA Side on what processes need to be in place to ensure agreement on address registers for the 2007 Test, the 2009 Rehearsal and the 2011 Census.**
- 27 **ONS seek the views of the LA Side on what data Local Authorities have that would improve the quality of ONS address registers, whether they are willing and legally able to share it, and how this can practically be done.**
- 28 **ONS are particularly keen to hear the views of the LA Side on:**
- **the approach to enumeration in principle;**
  - **the factors that LAs consider would be relevant to using post and hand delivery, such as the impact in different geographies (rural/urban) and with different population sub-groups;**
  - **the information that LAs could share with ONS to assist determining delivery methods; and**
  - **the appropriate level of geography at which to determine mode of delivery**
- 29 **ONS seek an indication from LA Side of the format and timeliness of information on the characteristics of local areas and the best methods of sharing it with Census managers.**
- 30 **Guidance on how LAs might be able to assist the field operation by providing logistical/accommodation support is also sought.**
- 31 **ONS is seeking the views of the LA Side on the proposal to target follow-up and what information that LAs could provide to assist in assessing areas prior to enumeration (for example, on areas where LAs have difficulty in take up of initiatives and engaging with residents).**
- 32 **LA Side is invited to comment on how local contact information could best be gathered from LAs and what role LAs could themselves play in community liaison programme.**

- 33 **ONS welcome the view of the LA Side on the sorts of communication channels that exist and how both parties can work together to utilise them to best effect.**
- 34 **ONS would welcome the views of the LA Side on whether LA help centres could become more widespread in 2011 and how the messages that they give might be synchronised and harmonised with changing events within the national enumeration programme.**
- 35 **ONS welcome the comments of the LA Side on other areas in which cooperation may be developed**

**ONS  
October 2005**