

## **CENSUS ADVISORY GROUP**

### **AG (10) 01 CAG Highlight Report**

## **2011 Census Highlight Report**

### **Summary**

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

- 1) UK Statistics Authority assessment**
- 2) Legislation update**
- 3) Quality Assurance update**
- 4) Recruitment update**

## 1) UK Statistics Authority assessment

### Special assessment of the 2011 Censuses in the UK

Under the provisions of the Statistics and Registration Services Act 2007, the UK Statistics Authority has a statutory function to assess sets of statistics against the Code of Practice for Official Statistics<sup>1</sup> with a view to determining whether it is appropriate for the statistics to be designated, or to retain their designation, as National Statistics. As part of this obligation the Authority is undertaking a series of 'special' assessments of the 2011 Censuses in the UK to assess compliance with the code of practice. As the census is not a regular statistical output the normal assessment process is not applicable. Therefore the Statistics Authority is undertaking a special assessment which looks at the censuses plans and processes over three phases:

phase 1 - assess compliance with the Code of Practice in respect of those aspects of the Code for which it is practicable at December 2009.

phase 2 - will cover compliance with the remaining practices of the Code, to include, for example, provisional assessment of plans for the publication of various census outputs. This phase will allow the Statistics Authority to decide whether the census outputs may be designated as National Statistics in accordance with the requirements of the Statistics and Registration Services Act.

phase 3 – will involve an assessment of the outputs in light of users' views.

The Statistics Authority has recently completed the first phase of this three phase assessment. A report on phase 1 was published on 8 March<sup>2</sup>. It was a very positive assessment which generally indicated that the censuses are on track for compliance with the code and achieving National Statistics accreditation. As with any assessment, the Statistics Authority identified a number of areas where the census offices compliance with the Code of Practice could be strengthened. Four requirements were identified as essential and the census offices must respond to the Statistics Authority by July 2010 with clear plans or evidence on how these requirements will be satisfied. The requirements are:

**Requirement 1** Publish explanations of how the census estimates relating to the resident population, based on 12-month residency, will be derived from the information collected about three and six-month residency.

**Requirement 2** Publish information on how discontinuities (relating to the introduction of the 12 month residency base) between population estimates from the 2001 and 2011 Censuses will be measured and explained.

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<sup>1</sup> <http://www.statisticsauthority.gov.uk/assessment/code-of-practice/index.html>

<sup>2</sup> <http://www.statisticsauthority.gov.uk/assessment/assessment-reports/assessment-report-28---census-phase-1--8-march-2010.pdf>

**Requirement 3** Publish plans for how participation in both the Census and the follow-up surveys will be maximised, in the light of the low response rates in the Census Rehearsals.

**Requirement 4** Publish estimates, with methods, of the times taken to complete the paper and online versions of the census questionnaire, based on data from the Census Rehearsals.

In addition to the essential requirements highlighted, the Statistics Authority also identified a number of suggestions which could help improve planning for the remaining phases on the 2011 Census. These are not formally required for compliance with the Code of Practice but are thought that their implementation will improve public confidence in the production, management and dissemination of official statistics. These suggestions are listed in Annex 2 of the report.

The census offices are currently developing responses to the requirements and considering the additional suggestions. Planning for phase 2 of the assessment is also underway, which is expected to happen later this year.

## **2) Legislation update**

Note: WAG are presenting a more detailed picture of the Welsh position at the Census Advisory Group Wales meeting: AG (10) 11 Welsh Assembly Government News.

### **Census Order for England and Wales**

The questions proposed for inclusion in the 2011 Census in England and Wales, were published and laid before Parliament in a Draft Census Order on 21 October.

The Draft Census (England and Wales) Order which sets out the date of the census, the persons by whom and with respect to whom the returns are to be made; and the particulars to be stated in the returns was considered in the House of Commons by a Delegated Legislation Committee on 30 November. A motion to approve the Order was then put before the full House of Commons on 1 December along with an amendment that a Cornish tick-box should be included. The amendment was heavily defeated. The Order was then debated on 2 December in the Lords by a Committee of the Full House. The Order was accepted in the Committee and was agreed next day in the House of Lords 'on the nod' without any amendments.

The Order went before the Privy Council on 9 December and was 'made', making it law - Statutory Instrument 3210

Census Regulations set out the provisions for the appointments of field staff, the arrangements for the delivery of the questionnaires and the collection of the completed returns, and the measures to protect the security and confidentiality of the information collected. They include a facsimile copy of the questionnaires to be used in the Census.

Census Regulations for England were approved and signed by the Cabinet Office Minister on 27 February and laid before Parliament on 4 March and came into force on 31 March, although there is a mandatory period of 40 Parliamentary days in which MPs and Peers can present a motion to oppose ('pray against') the Regulations, even if this extends beyond the 'in force' date.

On 15 March the Regulations were indeed prayed against by David Cameron when he tabled an Early Day Motion in the House of Commons calling for the Regulations to be annulled. He also wrote to the government Chief Whip asking for time to debate this objection in Committee as a first step to getting them annulled. However, because of dissolution of Parliament prior to the General Election the motion to annul the Regulations has fallen.

The Census Regulations for Wales was laid before the Welsh Assembly by the Welsh Assembly Government on 28 April.

## **EU Census Legislation**

In January 2010 the European Statistics System Committee (ESSC) formally agreed the draft of the EU Commission's proposed Regulation on the form and content of the statistical programme of outputs (hypercubes) and metadata be made available to Member States from the 2011 European round of censuses of population and housing, or equivalent sources, by March 2014. The Regulation is the second of three implementing instruments that will put effect the EU Framework Census Regulation (EC) 763/2008. This is expected to come into force later this summer.

The form and scope of the quality measures to be adopted by Member States, which will also be required to be transmitted to Eurostat, are subject to a third and final implementing Regulation, a draft version of which is currently being considered by Member States, and which is then expected to be submitted to ESSC later in the year. This final Regulation will also specify the format by which the hypercubes and metadata will be made available to Eurostat through the proposed EU Census Hub.

### **3) Quality Assurance update**

Quality assurance of the 2011 Census will build on the process used for the 2001 Census. An important part of this involves working more closely with local authority users in the development of the QA approach. In January 2010, ONS began a 'pilot study' with ten local authorities. The main aim of this work is to give local experts the opportunity to recommend locally held sources which would be of use in the QA process. Local authorities have provided data to enable ONS to assess how and where they might be used.

Following a first meeting with local authorities involved in the pilot, a number of datasets were provided along with relevant findings from their own investigations. Data provided included Council Tax, Electoral Registration, and Houses of Multiple Occupation (HMO). Subsequent analysis undertaken has involved comparing between these sources to each other, and to those already held within ONS (including the Address Register and Patient Register data). Although this work is ongoing a number of initial findings have already been identified:

Data sources identified as potentially most useful were those which ONS have already themselves identified and that are available nationally.

Council tax data is of great potential use, in particular information on discounts and exemptions.

A very high degree of similarity was found between electoral registration data provided by local authorities and that held by ONS.

Clarity on how to securely transfer and store data provided by local authorities.

A second meeting with pilot areas will be held in mid-April where an overview of analysis and findings will be presented. After this meeting ONS will invite approximately forty additional local authorities to take part in a wider 'QA study' exercise. Areas invited are currently being identified using a similar analysis approach to that used in the selection of pilot area. Findings from the pilot stage will be published in May.

Many of the lessons learnt from working with local authorities will be reported at a meeting to be held at the Royal Statistical Society in June. A wider update on the Census QA work will also be provided, including potential contingency methods. Such methods may need to be invoked for Census results which are highlighted as inconsistent with expected results from the QA process.

## 4) Recruitment update

Address Check recruitment has all but finished with the final few days of classroom training happening at the moment. Co-ordinators start on the 19th April and the checkers start on 4th May. We received 3370 applications for the 31 Co-ordinator roles (109:1) and 16627 applications for the Address check roles (51:1). Initial views are that the quality of co-ordinators seems good, with the appropriate skills needed to complete the task.

Area Manager recruitment went live on 8th March, although this was at Local Authority level only, the roles were fully advertised on 20th March. There have been 2613 applications submitted so far for the 157 roles. Although this number seems positive, there are shortfalls in some areas, most notably in London & Wales. In shortfall areas the closing date has been extended to 3 May. Some LA's wanted ONS to allow secondments from their staff to the AM role. This has been allowed to a select number that meet certain criteria (secondments are only available to the 45 Local Authorities who have one or more Area Managers dedicated to them). It is not possible to offer secondments to areas where more than one LA falls under the remit of one Area Manager, or to any other grade of field staff. Two secondment agreements have been developed, one for the LA and one for the individual. These were developed in consultation with key stakeholders within Census Recruitment Pay and Training and with input from both Manchester and Birmingham Local Authorities. They are non negotiable and apply to every LA. Candidates have to apply through the normal channels so that the recruitment is fair and open to all candidates. LA's have to notify the ONS team of any names going forward so we can track them, but Capita do not know names for the recruitment process.

ONS has developed a variant temporary worker employment contract & an associated suite of policies & procedures for those field staff employed for less than 26 weeks (the bulk of the 36k to be employed). They worked well in the Rehearsal and have received just minor tweaks for 2011. ONS is now concentrating on developing the employment contract & associated policies/procedures for the over 26 week field staff. These should be concluded around May.

Work has continued on developing the Community Advisor role, in particular looking at the specific language skills needed for the target population groups & how these will be tested at interview.

Capita have concluded their Equality Impact Assessment on the recruitment function for 2011. It covers attraction, recruitment, assessment, selection & appointment. ONS are planning to publish this on their website in May. In addition, ONS is in the process of conducting an EQIA on its variant temporary worker contract & policies.

ONS have been working on diversity targets for recruitment & have now delivered these to Capita.

Capita is carrying out ongoing engagement with various groups & LA's and is focusing on ramping up for the bulk recruitment.

The recruitment plan is as follows:

<b>Role</b>	<b>Recruitment Campaign Starts</b>	<b>Employment Start Date</b>	<b>Employment Finish Date</b>
Address Check Coordinator	04/01/2010	19/04/2010	10/09/2010
Address Checker	04/01/2010	04/05/2010	27/08/2010
Area Manager	08/03/2010	02/08/2010	10/06/2011
Community Advisor	17/05/2010	06/09/2010	27/05/2011
Census Coordinator	13/09/2010	07/02/2011	20/05/2011
Special Enumeration	27/09/2010	07/03/2011	16/04/2011
Census Collector - batch 1	01/11/2010	21/03/2011	06/05/2011
Census Collector - batch 2	01/11/2010	06/04/2011	06/05/2011
CCS Regional Manager	04/01/2011	11/04/2011	23/06/2011
CCS Team Manager	15/11/2010	03/05/2011	09/06/2011
CCS Interviewer	15/11/2010	09/05/2011	03/06/2011
Non-Compliance Coordinator	04/01/2011	11/04/2011	09/11/2011
Non-Compliance Officer & Assistant	04/01/2011	18/04/2011	09/11/2011