



General Register Office for Scotland
information about Scotland's people

2011 Publicity Strategy

August 2009

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1. Introduction

- 1.1 This publicity strategy sets out The General Register Office for Scotland (GROS)'s overall approach to publicising the 2011 Census and 2009 Rehearsal. The UK Registrar Generals identified publicity as an area for close co-operation. The strategy is informed by the 2001 Census and 2006 Test publicity evaluations.
- 1.2 Detailed media handling for target audiences, particularly hard-to-reach groups, will be devised following insight gathering.
- 1.3 This is a live document which will be reviewed and updated as required.
- 1.4 The board is invited to consider this strategy and to approve it, subject to any recommended changes.

2. Objectives

- 2.1 In a nutshell, the aim of the publicity strategy is to maximise public understanding of, and involvement in, the 2011 Census. The strategy supports the 2011 Census objectives as it will:
 - raise awareness of the census, particularly among minority and hard-to-reach audiences;
 - encourage, persuade and motivate people to return completed census questionnaires;
 - highlight why the census matters to individuals and to Scotland;
 - inform people how to return their census questionnaires;
 - assure the public that the census is impartial, non-political and confidential;
 - manage GROS's reputation in relation to the census and rebut any misunderstandings quickly and effectively; and
 - build confidence in the final results.
- 2.2 The option to submit census questionnaires online will be available for the first time in 2011 Census. Publicity must highlight and support this. Objectives for online returns promotion should be identified once the web services (Internet Data Capture and Internet Public Assistance) provider and publicity providers have been appointed..
- 2.3 Publicity will also support all levels of field staff recruitment.
- 2.4 These objectives will be refined following analysis of Scotland's census audiences.

3. Assumptions

- Audience insight and understanding will underpin all publicity activity. Detailed media handling and milestones will be developed once the full publicity team is in place.

- The publicity strategy must be flexible to accommodate evolving technology and social attitudes.
- Publicity will be imaginative, cost effective, flexible and responsive to its audiences with effort made to obtain as much free media coverage as possible. It also will include digital and new technologies where appropriate.
- Publicity activity will be co-ordinated with other census offices to maximise UK-level coverage, share good ideas and minimise conflicting messages – and GROS will lead on Scottish national and regional media work.
- A close working relationship will be developed between Census Communications and Community Liaison within Fieldwork & Community Involvement (FCI) Branch.
- A Scottish Parliament election will take place in May 2011 with on-going debate about an independence referendum in November 2010.

4. Phases

- 4.1 The publicity strategy supports the 2011 Census, its 2009 Rehearsal and its results.
- 4.2 ONS has identified five publicity campaign phases. The following table adapts these to reflect Scotland's circumstances:

| Phase | Aim | Timescale |
|--|---|------------------------------------|
| Educate | To increase the awareness and understanding about the 2011 Census in the general public and in under-represented groups. To work with stakeholders to secure buy-in and support. | On-going December 2010 |
| Enlist (this is the first step in ramping up publicity) | Targeted communications to publicise and support recruitment, highlight the census to key community groups and inform the public and under represented groups that they will be required to participate in the census in March 2011. | November 2010 to March 2011 |
| Engage mass market publicity | Mass-market communications to publicise and support census questionnaires delivery, completion and return - to ensure that the public is engaged in completing the census questionnaires, including understanding the legal requirement to take part. | March 4, 2011 to end March 2011 |

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|---------|---|---------------------------|
| Enforce | To maximise returned questionnaires from all audiences. Messaging about the legal requirements of the census are likely to be used at this stage to ensure that as many people as possible return their census questionnaires. Census field staff will target non-compliant people. | April 2011 |
| Explain | To explain the results of the 2011 Census and promote its value to the general public, under-represented groups and stakeholders. | May 2011 to December 2012 |

5. Logo/Branding

- 5.1 In a marketing/Public Relations (PR) sense, branding doesn't have a "one-size-fits all" universally agreed definition. In essence it represents the experience customers can expect from a product/service. It also distinguishes the product/service from competition. A brand's vision and values can be expressed visually by a logo and sometimes a person or in words with a slogan. Brand management is key to developing and maintaining a recognisable and trusted brand for Scotland's next census and its importance can not be overestimated. "The brand" is the peg that the publicity campaign hangs on.
- 5.2 GROS will adopt census branding which is meaningful and responsive to Scottish audience needs. A conclusion of the 2006 Test was that its "audience appeared particularly patriotic, and an appeal to this aspect of their character may prove effective." Our logo/branding must reflect this without linking to any party-political agenda.
- 5.3 To be recognised and understood it must be applied consistently. The approved logo should be:
- used as early as possible to reinforce the census in audiences' minds, ideally for the 2009 Rehearsal;
 - "owned" by Census Communications who must be consulted on every use of the brand to maintain its integrity; and
 - used at every opportunity, including: email signatures*/letterheads, stationery, all publicity material, GROS and campaign website, field force equipment, census questionnaires and envelopes.
- * the attachment's size must not block inboxes
- 5.4 Census Communications should be involved in census questionnaire and envelope designs from the initial stages through to approval. Proposed questionnaires and envelopes designs, including colours, must meet the

technical requirements for data capture from questionnaires and Postal Service Provider or logistics contractor's delivery/collection requirements. Close co-operation will help ensure people link the campaign with the census package (envelopes, questionnaire, leaflet) they receive. Census Communications and GROS print contract leads will also work with the Scottish Government (SG)'s legal department and marketing teams to establish what further materials should be used ie the crest and the SG logo/superbrands.

6. Stakeholder & Audience Analysis

6.1 We must define and understand the viewpoints of different audiences within Scotland if we are to target our media handling and messages effectively. Audience insight analysis will be commissioned through the SG marketing roster agencies. Covering urban and rural areas and all socio-economic backgrounds the investigation will:

- define audiences, their views on the census and willingness to respond to it. This data will shape our publicity objectives and allow us to tailor messages for each group. It also sets the baseline to measure the campaign's success;
- test initial key messages, reaction to proposed media handling and possibly branding/logo;
- track evolving audience opinions in the run up to 2011;
- re-test messages, design and media handling; and
- identify key third parties/opinion formers and their views of the census.

6.2 The findings, plus rehearsal feedback and the work of the Community Liaison team will inform where effort will be focused. While we can expect to place greater emphasis on apathetic and hard-to-reach audiences, we can not take the co-operation of traditional compliers (good citizens) for granted.

6.3 Each audience will have its key third parties: people who can support or rubbish our messages. We need to know who they are, why they believe what they do and how we can work with them to secure support for completing and returning census questionnaires.

7. Key Message Approach

7.1 The audience insight and other sources (mentioned in 6.2) will determine key messages for mainstream audiences and targeted messages for hard-to-reach groups.

7.2 Complex, sequential messages must be distilled into an easy to follow yet unpatronising format. These will incorporate:

- Practical messages to guide audiences covering the census date, how and when to return the form, where to access help and the languages that help and census questionnaires are available in.

- Persuasion messages are vital to building trust and securing co-operation. These will cover: why the census matters to individuals and Scotland, secure/confidential procedures are in place and the duty to return a completed census questionnaire.
- 7.3 One of the most important findings from insight gathering exercises is how audiences will want to receive non-compliance messages.
- 7.4 Census Communications will lead on the creation of Scotland's key messages and own these to ensure consistency of delivery. These messages will be shared with other GROS census teams and in particular Community Liaison. A core script (soundbites/points to put across) incorporating the key messages will be developed to support interviews and form the basis of articles.
- 7.5 Carefully targeted publicity will be devised to support the post-census survey. Census Coverage Statistics & Quality will cover this in a separate paper.

8. Language and Translation

8.1 Gaelic

- 8.1.1 The Gaelic Language Act 2005 enshrines Gaelic as one of the official languages of Scotland, commanding equal respect to the English language. Census Communications will work with Community Liaison and Bòrd na Gàidhlig to target Gaelic media. In particular the option for Gaelic speakers to complete census questionnaires online will be highlighted.
- 8.1.2 A Gaelic translation of the information leaflet will be available on the campaign website and GROS will investigate Gaelic Internet Public Assistance text, including the electronic help request facility. The Helpline's Gaelic option will be promoted to Gaelic-speaking audiences. News releases will be translated into Gaelic wherever appropriate.

8.2 Other Languages plus Braille and Large Print.

- 8.2.1 Scotland's ethnic minority media outlets will be researched and factored into communications. The availability of information leaflets in languages* other than English or Gaelic will be highlighted.
- 8.2.2 Census Communications will seek information and advice from Community Liaison when targeting Scottish media that cater for blind/deaf and partially blind/deaf people. The teams will also identify any publicity materials over and above those already covered in our print contract that require translation or support for people with hearing/visual impairments. The campaign website should provide a listen facility and large text options.

* In the 2009 rehearsal translations of census questions were available in: Urdu, Hindi, Cantonese, Polish, Punjabi, Tagalog, Turkish, Arabic, Bengali, French and Farsi with additional language support available from the Helpline.

9. Mix of Approaches

9.1 Community Involvement

9.1.1 Census Communications will work with Community Liaison and Census Regional Managers (CRMs) to link with organisations at national and local levels that represent hard-to-reach audiences. They will share information and plan effective ways to communicate with audiences through their representatives. Census Communications will lead on publicity activity involving these organisations.

9.2 Links with Ministers, Parliament, Local Authority Liaison and External Stakeholders

9.2.1 Ministers and the Scottish Parliament

9.2.2 ONS has specific Ministerial and Parliamentary engagement objectives and a strategy to achieve these, however Scottish Ministers and Members of the Scottish Parliament (MSPs) are likely to be preparing for a May 2011 election. The non-party political census can not be associated with any pre-purdah campaigning. GROS's approach is therefore to focus Ministerial and Parliament contact during the educate phase. It will aim to:

- Secure a smooth transition through the parliamentary process for census procedures, methodology and questions by educating Ministers, Parliamentary Committees, MSPs and their staff in advance through briefings, drop-in sessions and written updates
- Hold a cross-party formal launch for the census (this may take place in the evening following the publicity launch).

9.2.3 Addressing issues before the draft census proposals are introduced to Parliament should limit the amount of public debate about potential questions.

9.2.4 MSPs from the 2009 Rehearsal areas will be encouraged to support activity.

9.2.5 GROS census staff should link with the SG officials to ensure Ministers are kept informed of progress and briefed where appropriate. Census Communications will link with SG portfolio communications teams to explore scope for linking with other campaigns, such as One Scotland.

9.2.6 Local Authority Liaison

9.2.7 GROS has a partnership approach to delivering the census with local authorities and Community Liaison already has links with census liaison officers for each of Scotland's 32 councils.

9.2.8 Census liaison officers will be asked to share their understanding of local issues relevant to the census with the CRMs who will lead in delivering local-level publicity. A local media/community liaison toolkit will be developed to support their role.

9.2.9 Communications will also work with The Convention of Scottish Local Authorities (COSLA) and the public relations team within each local authority. Activity is likely to include roadshows to inform local audiences about the census.

9.2.10 It is expected that local authority liaison will play a role throughout the publicity campaign phases.

9.2.11 Again all GROS census staff have a role to play in planning local authority links and in particular senior management should make regular contact with chief executives.

9.2.12 External Stakeholders

9.2.13 All census staff have a role in identifying and delivering good stakeholder communications which is the foundation for the publicity campaign to be well received. We need to consider how our decisions affect stakeholders and develop their understanding of the census and progress towards it. Speaking to key groups and opinion formers regularly can also encourage them to approach us for an update on sensitive or negative issues before supplying the media with comment. FCI and Questionnaire branches will work together to agree the best way to manage and develop the current stakeholder address database.

9.2.14 Audience insight gathering will identify key opinion formers and organisations throughout Scotland including employers, business groups and trade unions. We must also build on our existing links with lobby groups, other SG agencies, business and plan to update them throughout the publicity campaign.

9.2.15 In Summary

9.2.16 GROS census staff should adopt a shared-approach to stakeholder communications and Census Communications should be involved and consulted on all links with stakeholders, MSPs and local authorities. Communications will work with Community Liaison to develop an information leaflet for these stakeholders. Communications will also keep in contact with ONS/NISRA to help their stakeholders understand the differences in Scotland's approach to the census and its shared aim of overall comparable data.

9.3 Census in Schools

9.4.1 A Census in Schools project tailored for Scotland's education system will be developed by Community Liaison with Learning Teaching Scotland (LTS) to help children understand the value of the census and potentially increase their parent's awareness of the census.

9.4.2 Census in Schools is part of the "educate" phase of the publicity strategy as it builds awareness year-on-year ahead of 2011. It is also part of the "explain" phase.

- 9.4 Public Relations, Advertising, Media Monitoring, Training and Suppliers
- 9.5.1 A publicity campaign team (comprised of agencies from the SG's approved roster) will be established and will share GROS publicity objectives. Its first task is to define Scotland's census audiences and objectives, their attitudes towards the census and key opinion formers. It will then devise appropriate media handling.
- 9.5.2 PR
- 9.5.3 Effective PR is vital to securing news stories and features, across communication channels, which target hard-to-reach audiences and help overcome cynicism. A PR strategy – covering case studies, celebrity endorsement and possibly product placement, will be developed by Census Communications and the PR firm to support the educate, enlist, engage and enforce campaign phases.
- 9.5.4 Advertising
- 9.5.5 Census Communications, and the creative advertising agency and media buyer, will also develop a strategy covering carefully-chosen and cost-effective advertising opportunities to support the publicity campaign in its engage, enlist and enforce phases. It must take account of the evolving advertising environment to consider traditional (billboards and newspapers) approaches and the appropriate use of digital technologies, focusing on mainstream audiences and considering hard-to-reach groups.
- 9.5.6 Media Monitoring and Training
- 9.5.7 Media monitoring and media training services are also required.
- 9.5.8 Suppliers
- 9.5.9 Census Communications will act as GROS client and will work with the SG's marketing team to run a mini-pitch for creative advertising, research and PR suppliers from its approved roster agencies. The agencies will be expected to work as a team with GROS, the media buyer and the web services contactor to focus on delivering the campaign's objectives. The successful agencies must also link with ONS and Northern Ireland Statistics and Research Agency (NISRA)'s appointed suppliers to ensure opportunities are maximised while operational/persuasive messages do not conflict.
- 9.5.10 Running a mini-pitch will guarantee value from money from approved suppliers, meet European Union (EU) procurement requirements and identify the best strategic proposal.
- 9.5.11 Census Communications will work with GROS procurement staff to devise statements of requirements and a bidder education days as appropriate. Proposals will come back to GROS for evaluation (based on criteria agreed between GROS and the SG).

9.5.12 Establishing a campaign team in 2008 has implications for the 2009 Rehearsal and 2011 Census publicity budgets, but it is driven by the need to develop a rehearsal campaign based on an informed and a plausible approach for 2011. Recommendations within the 2001 Census and 2006 Test publicity evaluations point to the value of planning publicity early. A long-term approach and building strong team relations contribute to a quality publicity campaign which can be tested and refined following the 2009 Rehearsal. Agencies will be invited to structure pricing arrangements to reflect where time and effort will be focused.

9.5.13 The campaign budget is in the region of £1.5m covering four financial years, 2008-9 to 2011-12 (2011-12 is for the months of April-May only), exclusive of VAT.

9.5 Media Management (including Risks and Issues Management)

9.6.1 Although the SG Communications Office is GROS's media contact point, the Census Communications Manager will have direct contact with the media and act as census spokesperson. The Communications Manager will liaise with the SG Communications team to co-ordinate reactive lines and proactive media handling wherever necessary.

9.6.2 To support the expected increase in media interest around the enlist and engage campaign phases, a secondment should be offered to SG and its related agency Communications Officers from November 2010 to April 2011.

9.6.3 A reactive lines bank has already been developed to anticipate and prepare for potentially negative issues. Census Communications will work closely with census branch heads to consider issues outside GROS control and how these might be managed.

9.6.4 Census Communications will require reactive support from its PR agency: advice plus taking the lead where necessary.

9.6 Digital Media

9.7.1 Online communication and digital media are expected to play a major role in the publicity campaign. A flexible approach to this is necessary to take account of rapidly evolving technology and customer demand.

9.7.2 A clear vision for the GROS website and the campaign website (online returns and Internet Public Assistance) has been devised with Scotland's Census the main campaign website and GROS census pages used for more technical information (such as the 2008 government statement, consultations and the Order and Regulations).

9.7.3 References to Scotland's census will appear on other websites and these will need to be monitored and acted upon as necessary. The Registrar General (RG) has also established a dedicated census blog. Content is discussed with Census Communications and developed as necessary.

- 9.8 Census Regional Managers, the Field Force and the National/Regional Mix
 - 9.8.1 Census Communications will build on the success of the CRMs in delivering regional/local publicity. Training and a local media toolkit will be devised to support them in their roles and procedures will be established to alert them and field staff to breaking stories and GROS reaction to these.
 - 9.8.2 Local media are vital in securing support and building trust in the census and Census Communications will work with CRMs to maximise coverage in their areas.

10. Links with ONS/NISRA

- 10.1 The Registrar Generals Harmonisation Agreement identifies publicity as an area for close co-operation and Census Communications will work closely with ONS and NISRA to identify and agree areas for consistent or tailored approaches to publicity.

11. Internal Communications

- 11.1 ONS and NISRA will be factored into internal communications plans along with GROS staff, SG roster agencies plus Systems and Services for the Census in Scotland (SaSCinS) suppliers, local authority liaison officers and field staff of all grades. This will allow the vision for the census to be shared and understood and to manage the flow of information, including key messages and reactive lines. GROS internal communications procedures have been devised to support publicity activity and these will be revisited following the rehearsal.

12. Evaluation

- 12.1 An evaluation element will be built into the appointed SG roster agencies' remit to ensure progress towards our goal is being made. Evaluation must be on-going throughout the campaign development process to ensure the approach is on-track and remains on-message.
- 12.2 Census Communications will work with the SG to commission a formal independent evaluation of the campaign's success at a Scottish national and regional/local media at the end of the campaign.
- 12.3 Ultimately, the publicity strategy's success is based on whether Scotland's official count is full and accurate.

13. The Green Census

- 13.1 Environmental issues are high on political and media agendas and all GROS census staff must respond to this and minimise its impact on the environment.
- 13.2 From a publicity point of view, Census Communications will develop an environmental statement for the website and it will work with advertising agencies and the SG publications team to ensure publicity materials are

recycled and recyclable. This should extend - as far as is practical - to all material produced for the field force and to census questionnaires which will carry recycle logos/branding as appropriate. GROS will destroy the personal details on all returned census questionnaires before the papers are recycled.

14. Approval Process

- 14.1 A robust and swift approval process must govern the sign-off of all proactive publicity materials and activity. Different levels of management need to be responsible, accountable, consulted and informed. Advertising and PR strategies will identify proactive products (news releases, leaflets, posters). These products will be signed off by the FCI Branch Head, Census Division Head and Scotland's RG. Other branch heads will be consulted where necessary.
- 14.2 Guidance to support the drafting and rapid deployment of rebuttal has already been prepared. The issue will determine its sign-off needs. Census Communications co-ordinate lines, arrange sign-off and forward lines to the SG for issue. The arrangements can be summarised as follows:

| SG communications | 2011 Census communications team | Census staff/branch heads | Branch heads/Division Head | Division Head/RG | ONS/NISRA |
|---|--|---|----------------------------|---------------------------|---------------------------|
| Media contact point. May comment on proposed lines and issue to the media | Co-ordinates, edits and issues GROS agreed lines to the SG communications and/or media | Census policy experts. Provides draft lines (written or verbal) to 2011 Census communications | Signs lines off | Sign-off may be necessary | Sign-off may be necessary |

- 14.3 More detailed sign off procedures, including approval of marketing materials - will be developed following the rehearsal.

15. 2009 Rehearsal

- 15.1 2009 Rehearsal media handling was devised in 2008. It tested PR, creative advertising and web service arrangements as fully as possible. In particular it aimed to drive traffic to the online returns option (in order to test the IT systems) and tested and training and arrangements to support CRMs in delivering publicity.

16. Lessons Learned

- 16.1 Implementing 2001 Census and 2006 Test recommendations

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| 2001 Census recommendations (PR consultants Craig Lindsay and George Cunningham, July 2001) | Action |
| A start on planning the advertising and public relations campaign should be | A Communications Manager (B2) recruited from the SG Communications |

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| <p>made at least 18 months or more in advance, possibly with a split of part-time and full-time work starting with the first six months as part-time, followed by a year full-time. At the very least the PR involvement should start during the design of the form and the development of the questions to try to pre-empt the criticism of the 2001 form and questions: either Scottish Executive Media and Communications Group or the contracted public relations consultant should be involved at this early stage.</p> | <p>Office was employed from September 2007 to develop publicity during the early census phases. The mini-pitch to SG roster agencies established a campaign team a year ahead of the 2009 Rehearsal.</p> |
| <p>The decision was correct to employ a full-time PR professional based at Census HQ instead of hoping the central Scottish Executive press office could handle census publicity as part of its daily on-going workload. However, GROS and ourselves [the consultants writing the 2001 publicity evaluation] underestimated the true amount of work which would be required (either work which was not foreseen or which was generated by us as new ideas and projects were developed) and more consideration should be given to staffing requirements.</p> | <p>The in-house GROS communications team of one B2 and B1 is complemented by the SG call-off agencies and this strategy proposes an additional seconded communications officer.</p> |
| <p>The division of PR activity between Census HQ and Census Area Managers in the field was about right. We devised the overall strategy and style and came up with the main themes which were fed out to local media outlets. Simultaneously we constantly encouraged the CAMs to come up with their own ideas and to exploit them locally: we did not want them relying entirely on HQ as we wanted the CAMs to establish themselves as the census personality in their area. What we did want was foreknowledge of what they were going to do, mainly in order to assess the story in case it merited wider use. Some CAMs had a natural talent for this, others needed some gentle pushing, and overall this split of PR responsibility worked very well.</p> | <p>The power of local media in building trust and overcoming national media cynicism can not be underestimated. CRMs will have a key role to play in 2009 and 2011 and training arrangements will support them in this.</p> |
| <p>Keep the interests of the Gaelic community much more in mind in order</p> | <p>GROS takes its duties under the 2005 Gaelic Language Act seriously and</p> |

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| <p>to head off criticism, particularly their demand to be able to complete a form in Gaelic. More could have been done, and at an earlier stage, to explain to the Gaels (or at least those who are concerned with their language) why the form has to be completed in English. There should be a proper information leaflet in Gaelic, not an adaptation of the IL4 document which was printed as an integral part of the example Gaelic household form, and it should be disseminated widely and publicised properly.</p> | <p>intends to give Gaelic speakers the option to complete a census household questionnaire online. Bòrd na Gàidhlig is content with GROS's proposal to have a Gaelic version of the information leaflet available online.</p> <p>The Community Liaison programme is working with the Bòrd to build strong relationships with Gaelic speakers.</p> |
| <p>Scots language enthusiasts became very worked up about the lack of a question to enable them to be identified: thought needs to be given to how to prevent or reduce such criticism.</p> | <p>The Questionnaire branch, Scottish Ministers and the Parliament will decide on whether or not to include a Scots language question. FCI branch will provide communications support.</p> |
| <p>The public Helpline caused a lot of irritation in the early stages of its operation because of long delays getting through: although steps were taken to improve matters the public still criticised the efficiency of the system. From a public relations point of view this did not enhance the census image and must be better handled next time.</p> | <p>Minimising Helpline delays will be explored in procurement negotiations and service level agreements.</p> |
| <p>If public figures are to be invited to support the next census contact should be made at least six months to a year in advance to give sufficient time to set up what they might do: care needs to be taken to ensure there is no possibility of political bias.</p> | <p>Celebrity endorsement is an area which the PR firm is expected to pursue. Appointing the agency a year ahead of the 2009 Rehearsal and three years ahead of the census should support this.</p> |
| <p>Any project aimed at involving schools should be under way at least a year in advance to allow the slow-moving curriculum system to adopt it and publicise it properly.</p> | <p>Community Liaison is already working with LTS to develop this project.</p> |
| <p>More and better use could be made of posters generally, and especially posters aimed at young people with lots of poster publicity in their usual 'haunts'.</p> | <p>This will be explored further with the appointed creative/advertising agency.</p> |
| <p>Better use could be made of the GROS website, perhaps with inter-active elements or other material which would catch the attention of young people.</p> | <p>The 2011 Census has a dedicated website. This is the first UK census to offer online returns and it is vital to promote a single website address.</p> |

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| | Technology is evolving rapidly and Census Communications will work with its appointed suppliers to maximise new opportunities, particularly where young people are concerned. |
| Although considerable effort was made to reach the 'difficult' groups it may not have been enough and we feel more time and resources should be devoted to this area in the future. Ethnic groups in particular need to be brought 'on side' much earlier, probably at least a year ahead of Census Day in order to make a greater impression. | This is a further area where Community Liaison and Census Communications will work together. |
| While the mailshot to the major employers in Scotland was successful, it could have been better with earlier contact and with more ideas like, say, banks and building societies incorporating census information in account statements and other literature. | As part of its stakeholder communications, Census Communications will give early consideration to involving with Scotland's internal communications teams and chief executives. |

| 2006 Test* recommendations (GROS fieldwork evaluation report, April 2007) | Action |
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| 12.4.1 Before Regional Managers are in post for the Rehearsal, FCI Branch need to initiate discussions with any SE call-off contractor being used for rehearsal PR to clearly delineate the boundaries in the responsibilities for the various PR initiatives. In particular there is a need to be clear about where responsibility lies for implementing local publicity initiatives, particularly in local newspapers and local radio. | This will be addressed in revised training for CRMs. |
| 12.4.1 Media Awareness training for Field Managers needs to be done shortly after their recruitment for the skills learned to best be deployed in their local publicity campaigns | This will be addressed in revised training for CRMs. |

| 2006 Test* conclusions (TNS System Three, August 2006) | Action |
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| The most fundamental barriers to form completion appear to be lack of understanding, lack of trust and lack of | Creative and subtle techniques will need to be devised to educate hard-to-reach audiences and careful consideration will |

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| <p>incentive. The first two are the most challenging issues, as they require education in something that this target audience is unlikely to be interested in learning about.</p> | <p>be given to non-compliance/incentive messages.</p> |
| <p>Those who feel they have something to hide will be a difficult audience to persuade to participate. These individuals feel they have more to lose than to gain by completing the form, and regard all government-related documents with suspicion. There is, nonetheless, value in attempting to educate on a general level about the purpose behind the census before the form arrives, as even those who feel they have nothing to hide also feel unsure as to its purpose and may be concerned about the consequences of completing the form. An integrated campaign which informs and educates the audience is therefore extremely important.</p> | <p>Confidentiality is expected to be a big issue and Census Communications will have to inform and reassure audiences of arrangements to protect personal data and that GROS does not share these details with other parts of government.</p> |
| <p>Emphasising the importance of the individual's contribution in census-related communications is likely to be a key motivator, to help people believe they are part of the bigger picture and have an opportunity to help their community and themselves. Highlighting the tangible benefits of census completion such as local hospital / education planning is likely to play a key role in this.</p> | <p>Features and case studies will help to motivate audiences.</p> |
| <p>Packaging is all-important; the form and envelope in their current form present a significant barrier. They appear uninviting and to some threatening. Re-designing the envelope in particular may help to encourage completion, as currently many appear to throw the form away without opening the envelope. There is a need for the envelope to draw the recipient in and offer a compelling reason to open it.</p> | <p>Census Communications will work with GROS print leads and the appointed contractor to ensure an integrated approach to logos, messages/language and design to ensure it is appealing and associated with the publicity campaign.</p> |
| <p>Synchronising the branding between the communications campaign and the census form / envelope may help to create a sense of familiarity when the final 'product' reaches its recipients. This may contribute towards countering the</p> | <p>See above</p> |

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| initial sense of panic or wariness which many felt upon receiving the document. | |
| Emphasising the benefits brought to Scotland by census completion in both publicity and in the form pack may also encourage non completers. This audience appeared particularly patriotic, and an appeal to this aspect of their character may prove effective. The main focus should be about helping <i>Scotland</i> , rather than the government. | The benefits to Scotland and local audiences will be emphasised. Census Communications will work with ONS and NISRA to ensure messages are co-ordinated. |

* The 2006 Test publicity objectives were to raise awareness of the test census and encourage response to it from under-represented groups.

16.2 The 2009 Rehearsal publicity issues and recommendations will be shared with appointed census publicity contractors.