

2009 Census Rehearsal Evaluation Publicity

December 2009

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2009 Rehearsal – Publicity

1. Definition and scope for rehearsal

The success of the 2011 Census is dependent upon the willing co-operation of the public. To achieve that co-operation, we have to:

- explain the purpose and value of the census and the legal requirement to complete a questionnaire;
- encourage householders to return completed questionnaires;
- ensure that they know when and how to do so;
- give assurances about confidentiality; and
- develop a census logo as the visual identity of the project.

2011 Census publicity will provide information to the public, the media and users of the statistical results. This will involve an advertising and Public Relations (PR) campaign, publishing regular information on the internet, convening and participating in conferences, seminars and meetings and direct contact with members of the public and interested bodies.

The specific aims for the rehearsal were to:

- ensure key messages are understood and acted upon;
- support internet services by highlighting the option to complete household questionnaires online, with a particular focus on Gaelic speakers;
- prepare and test local media tactics and general key messages ahead of 2011; and
- test support and quality assurance arrangements for Census Regional Managers (CRMs).

What was tested:

- overall look and feel of the campaign;
- key messages;
- highlight the option to complete household questionnaires online, with a particular focus on Gaelic speakers;
- local media tactics;
- support and quality assurance arrangements for CRMs;
- support for recruitment campaign; and
- links with enumerators.

What could not be tested:

- the full communications mix (for example, media which reach Scotland and UK-wide audiences rather than local ones);
- the communication and joint working with the Office for National Statistics (ONS) and Northern Ireland Statistics and Research Agency (NISRA) counterparts on a UK level campaign. While the teams are in regular contact and have worked together on two announcements, a more formal arrangement should be considered for 2010 onwards;
- the full extent of our plans for clearer communication. We want to develop this further for 2011, providing census colleagues with better support and guidance on written communications. To help with this, we will approach a plain English expert for advice in 2009-2010; and
- an online forum for field staff.

2. Evaluation findings

Pre – determined evaluation points

Description	Success Criteria	Outcome	Recommendation	Timeframe
<p>1) Key messages - understood and acted upon for rehearsal plus suitability for 2011.</p>	<p>High awareness of campaign amongst general public.</p>	<p>Achieved:</p> <ul style="list-style-type: none"> • feedback from Lewis and Harris enumerators suggests most householders knew about the rehearsal from either local papers or the direct mail leaflet. While it is impossible to say how many questionnaires we might have received voluntarily without publicly it is reasonable to assume that what we did supported the return of 44 per cent of rehearsal questionnaires; • more than 50 per cent of publicity evaluation postcard respondents were aware of the campaign and 62 per cent who read the leaflet thought it was either “very informative” or “quite informative. (see bar chart below); • none of the west Edinburgh focus groups had seen any census rehearsal publicity. Focus group members (comprising young people and 	<ul style="list-style-type: none"> • messages will need to be refined and aligned to UK-wide messages/activity for 2011; • messages about when to complete must be carefully timed to avoid spikes in demand for the Internet Data Capture (IDC); • the leaflet should be redesigned to make it more eye-catching and its content will highlight the benefits, data security, online option and legal obligation duty to complete and return the questionnaire. These elements will be made clear in the campaign as a whole; and • the questionnaire front page should be redesigned to 	<p>October 2009 onwards with alignment to UK activity from January 2010.</p>

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		<p>unemployed people) were chosen to help understand the views and motivations/barriers of people who may be resistant to completing a questionnaire, so this may also explain why rehearsal publicity had not been noticed;</p> <ul style="list-style-type: none"> • group feedback suggested that the leaflet was easy to understand and answered their questions. However, they thought it should make clear the advantages of completing the census, with examples given. The groups also wanted: <ul style="list-style-type: none"> - the online completion option to be clearer; - reassurance on confidentiality; and - the legal obligation to complete and return a questionnaire to be prominent in the campaign. • the bulk of online completions took place on 29 and 30 March suggesting that people understood that they were asked to 'complete on, or as soon as possible, after 29 March; and • the media coverage summary (8) below contains further details. 	<p>make the online option more obvious and to make clear the legal obligation to complete and return the questionnaire. This will also be included on the post out envelope.</p>	

Description	Success Criteria	Outcome	Recommendation	Timeframe
<p>2) Promote online returns, particularly to Gaelic speakers. Did our message/tactics highlight General Register Office for Scotland (GROS) arrangements?</p>	<p>Service well used and large take up of Gaelic option.</p>	<p>Partially achieved: The option to complete online was highlighted at every opportunity. The Internet Public Assistance (IPA) part of the website attracted 8,572 unique visitors from the first week in January to 31 May (21 weeks).</p> <p>In total, there were 2,009 completed internet questionnaires, 11 per cent of the total returns (paper and online).</p> <p>The Gaelic online option was prominent in our publicity campaign and included a Gaelic version of the poster and leaflet. The IPA's Gaelic main page made it into the top 10 viewed web pages 11 times during the 21 weeks.</p> <p>There were 348 online returns from Lewis and Harris, with 47 (13 per cent) of these completed in Gaelic. The ratio of Gaelic completion in Lewis and Harris was encouraging. However, the total of 348 online returns means that, despite our ability to treat it as a single media area (unlike west Edinburgh), either the product did not appeal to people or the communications did not reach them.</p>	<ul style="list-style-type: none"> • the option to complete online message will be re-enforced across all channels – but not to the exclusion or confusion of completing on paper; • the online option will be clearer on the questionnaire front page; • the option to complete an online return during more than one session will also be emphasised; and • Gaelic should continue to be factored into 2011 media campaign tactics at a local and national level. 	<p>October 2009 onwards (as determined by Internet Services and Questionnaire Integrated Project Teams).</p>

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		<p>The west Edinburgh focus groups view was that for those with access to a PC at home, online completion is attractive, but it needs to be clearer that it is available.</p>		
<p>3) Local media tactics appropriate to rehearsal plus suitability for 2011.</p>	<p>Key messages have been carried in local media generally and journalists understand the aim of the rehearsal.</p>	<p>Achieved: Between October 2008 and April 2009 the publicity team and regional managers worked together to prepare posters, leaflets, factsheets, articles and events for local and specialist audiences. As a result the following positive coverage was achieved:</p> <ul style="list-style-type: none"> • newspaper articles 24; • broadcast 10; • specialist/online 14; and • internal 2 <p>The publicity evaluation post card findings (see pie chart below) highlight that the top four places where people said they saw the campaign were: the leaflet, TV, newspaper article or advert.</p> <p>CRMs used email and telephone calls to alert Census Communications to their publicity ideas, suggesting a more formal planning tool is required. Overall the local media tactics were</p>	<ul style="list-style-type: none"> • the publicity materials used for the rehearsal should be drawn together as a toolkit for regional managers to support them in their community and publicity work. This should be linked to the wider publicity campaign and to ensure Scotland and UK-wide messages are factored in and good ideas/stories of national interest can be shared; and • the re-designed leaflet should be included in questionnaire pack, ideally combined with the language support leaflet, and a separate version should be produced for general use. 	<p>From August 2009 ready for June 2010.</p>

Description	Success Criteria	Outcome	Recommendation	Timeframe
		<p>successful although the distribution method of the leaflet was unsatisfactory, with anecdotal evidence that it was not delivered or treated as junk mail in many enumeration districts. See the marketing materials (section 9) below for further details.</p>		
<p>4) CRM training, support and quality assurance procedures. Was the training adequate and did we provide on-going support and checks? Will it work in 2011 when there are 22 CRMs?</p>	<p>CRMs feel properly prepared and supported and Census Communications responded to all requests for assistance.</p>	<p>Achieved: Census Communications was able to communicate regularly and effectively with the two regional managers.</p> <p>The Lewis and Harris CRM felt that publicity took up more time than he had expected. This may reflect the level of local media interest within that the Western Isles and that Census Communications was generating materials while the campaign was underway, which involved a lot of consultation with CRMs about what they wanted. Both CRMs worked hard to publicise the rehearsal to very different local media.</p> <p>Regional managers would like clearer lines of responsibility between Census Communications and its appointed PR company.</p>	<ul style="list-style-type: none"> • campaign materials and PR activity needs to be identified, agreed and commissioned for well in advance of the CRMs joining in August 2010; • the publicity toolkit must detail what reports are needed to confirm to Census Communications that CRMs are on track with their planning and progress. It seems likely that regular verbal and email contact will continue to be necessary. Contact with the PR contractor will be better defined; and • the combined publicity/ community toolkit will allow CRMs to start publicity planning right away. So while the rehearsal CRMs felt that 	<p>From August 2009 ready for June 2010.</p>

Description	Success Criteria	Outcome	Recommendation	Timeframe
		Both CRMs felt that the quality of training was good but suggested holding it in October, rather than August.	October training would have suited them this may not be the case for 2011.	
5) Recruitment supported and promoted. Did tactics help ensure a good pool of potential field staff?	Enumerators will be able to recall if they responded to an advert or as the result of a news article.	Achieved: The field had an adequate number of staff. Although job adverts were an information source for most recruits, 21 west Edinburgh enumerators joined as a result of a feature or article in a paper or online (including a Polish website).	<ul style="list-style-type: none"> • the CRMs toolkit should detail how to highlight job opportunities and be clear that proposed activity should be communicated to Census Communications and the Recruitment team; and • Census Communications will develop case studies of different types of census field work for use by the CRMs and online in 2011. Other tactics should be developed to support recruitment. 	Ongoing to December 2011.
6) Connecting with enumerators. Are enumerators aware of positive/negative census PR and able to feedback potential stories?	Enumerators aware of census stories and the potential for their role to identify news.	Partially achieved: Enumerators were totally reliant on CRMs to cascade information to them and wanted to be better connected/alerted to positive and negative coverage in 2011.	<ul style="list-style-type: none"> • Census Communications team will investigate issuing a weekly email for all field staff from mid-March to the end of April to alert them to planned activity/progress; and 	Ready for inclusion in field training instructions.

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		Team leaders found email the most successful method of communicating with staff.	<ul style="list-style-type: none"> a system should also be established for alerts to breaking stories. 	
<p>7) Campaign look and feel. Did the campaign and logo motivate and include people plus is it practical for 2011?</p>	<p>The public perceive the logo as representative of the census, inclusive and motivating. In-house the logo is applied consistently and without flaws.</p>	<p>Achieved: The focus groups felt that while the rehearsal logo was both Scottish and inclusive and has no particular associations with government, it should make the significance of the census clearer. Given the non-specific associations of the saltire logo, focus groups thought the inclusion of a crest on the questionnaire itself in addition may serve to underpin the legality of the census.</p> <p>They also said using Scottish imagery is an important way to initially engage people and that ‘Shaping our future’ appeals on an emotional level and becomes more attractive and engaging once messages are understood.</p> <p>The rehearsal has highlighted some practical issues to address in the logo’s application to ensure it looks consistent throughout.</p>	<ul style="list-style-type: none"> the rehearsal version of the logo omitted ‘2011’ but its inclusion from now on should help make the significance of the census clearer; the crest will not feature on the questionnaire, but the Census Communications team will explore the benefit of using it on the post-out envelope; census staff will be reminded to use Census Communications as the source for the logo and to sign off its use; and Questionnaire Design and Census Communications teams should work together to ensure the writing style guide is applied throughout the questionnaire and IDC. 	<p>From August 2009</p>

Description	Success Criteria	Outcome	Recommendation	Timeframe
		<p>The logo is generally well presented on print products/documents although there is some variation due to the different absorbency rates of paper.</p> <p>A recommendation from the 2006 Census Test was that people should be able to connect the publicity campaign to the appearance of the questionnaire pack. This has been achieved. Focus groups reported that the outward envelope looks official and is therefore opened. They called for legal obligation to participate to be clearly stated on envelope.</p> <p>The questionnaire was printed before the writing style guide was developed and as a result census print products and the IDC site use different formats and conventions to the IPA and other campaign materials.</p>		

3. Other evaluation points

Description	Outcomes/issues	Recommendation(s)	Timeframe																				
<p>8) Media coverage</p>	<p>Between October 2008 and April 2009 the census publicity team (Census Communications plus its creative advertising and PR agency) and CRMs produced:</p> <table border="1" data-bbox="405 528 1030 949"> <thead> <tr> <th data-bbox="412 533 808 569">Item</th> <th data-bbox="815 533 1023 569">Numbers</th> </tr> </thead> <tbody> <tr> <td data-bbox="412 569 808 606">News releases</td> <td data-bbox="815 569 1023 606">10</td> </tr> <tr> <td data-bbox="412 606 808 643">Photo calls</td> <td data-bbox="815 606 1023 643">4</td> </tr> <tr> <td data-bbox="412 643 808 679">Articles</td> <td data-bbox="815 643 1023 679">9</td> </tr> <tr> <td data-bbox="412 679 808 716">Specialist</td> <td data-bbox="815 679 1023 716">6</td> </tr> <tr> <td data-bbox="412 716 808 753">Internal</td> <td data-bbox="815 716 1023 753">2</td> </tr> <tr> <td data-bbox="412 753 808 790">Letters</td> <td data-bbox="815 753 1023 790">5</td> </tr> <tr> <td data-bbox="412 790 808 869">Factsheets (general and Help and Support)</td> <td data-bbox="815 790 1023 869">2</td> </tr> <tr> <td data-bbox="412 869 808 906">Information sessions</td> <td data-bbox="815 869 1023 906">10</td> </tr> <tr> <td data-bbox="412 906 808 943">Other</td> <td data-bbox="815 906 1023 943">3</td> </tr> </tbody> </table> <p>Both CRMs used their media contacts or met news editors in person to explain what they were doing.</p> <p>Stock photography was taken but it could have been put to better use if it had been available sooner.</p> <p>Positive coverage generated is listed in point 3 of the evaluation findings above.</p> <p>Within local/national news outlets the coverage was generally positioned within mid-pages paper but it</p>	Item	Numbers	News releases	10	Photo calls	4	Articles	9	Specialist	6	Internal	2	Letters	5	Factsheets (general and Help and Support)	2	Information sessions	10	Other	3	<p>Census Communications should find story ideas and case studies to explain, at local and national levels, how census data is used and makes a difference to people’s lives.</p> <p>Stock photography should be taken at the same time as the training DVD is recorded (if not before) to avoid having to re-stage enumeration activity.</p>	<p>September to December 2009</p>
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News releases	10																						
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	<p>included photographs on seven occasions. In addition, Bòrd na Gàidhlig also secured positive coverage by urging Gaelic readers to complete their questionnaire online.</p> <p>Within local/national newspapers there was neutral coverage in the form of one article, one letter (in a publication outside of the rehearsal areas) and one paragraph filler. Negative coverage within these papers amounted to four letters and one negative article about the same-sex partnership question. There was one short article (four paragraphs) on a census contractor which was counteracted by five positive ones including a recruitment supplement front page mention about the Scottish jobs generated as a result of its census work.</p> <p>It was impossible to capture all the online/specialist coverage generated but what we have suggests that the positive outweighs the neutral or negative.</p>		
<p>9) Marketing materials</p>	<p>Leaflet The focus groups felt that the content of rehearsal leaflet communicated the value and purpose of census effectively. It answered and addressed the majority of the questions and concerns that arise around the census.</p> <p>The gentle and friendly tone of the leaflet means careful consideration has to be given to the best way</p>	<p>Leaflet</p> <ul style="list-style-type: none"> • while the tone and structure of the leaflet will be retained, its content will be refined for 2011 and GROS will consider including it as part of the questionnaire pack. 	<p>From August 2009 – ready for June 2010.</p>

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	<p>to communicate the legal obligation to complete and return the questionnaire. The focus groups' rudimentary knowledge of census suggests the need for an educative element to the promotional material and to provide examples of how the data is used. It must also give reassurance that data is secure and not shared outside the census organisation. The bulky size of the questionnaire appears off putting until people realise it is designed to accommodate five people within the household.</p> <p>In the absence of a mass media campaign the leaflet was to be delivered by CRMs to key local venues and by the Postal Service Provider (PSP) to every rehearsal household the week before enumerators issued the questionnaires. Disappointingly this direct mail door drop has not been an effective distribution method. In west Edinburgh seven out of 16 GROS staff living in the rehearsal area did not receive the leaflet. One enumerator reported that no one in his allocated district had any recollection of seeing it. The CRM reported that the majority of householders who enumerators spoke to said that the leaflet had not been received. Where it was delivered, it was accompanied by two other items and as a result overlooked as junk mail.</p> <p>In Lewis and Harris the leaflet was delivered on its own but feedback from enumerators again suggests it was not received in some areas and in one case it was delivered just three days before census</p>		

Description	Outcomes/issues	Recommendation(s)	Timeframe
	<p>rehearsal.</p> <p>As a rehearsal tactic it was valid in the absence of a full-scale media campaign and the postcard responses does indicate that it was what most people recalled seeing. Focus group feedback favoured including it within the questionnaire pack.</p> <p>Posters A recommendation from the 2006 Census Test was that: ‘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>The PR firm identified local outlets (doctors surgeries, dentists etc) and targeted the poster at these. CRMs checked this and suggested additional venues. Anecdotal evidence during the campaign suggested that the posters were not going up or that they may have been up but not prominently. The PR called selected outlets and confirmed that the posters were displayed. CRMs were also asked to check and confirmed that posters were in the places they expected to see them. However, we do not know if these were displayed in prominent places or if they were half covered.</p> <p>The regional managers also had posters which they could individualise to promote information events locally.</p>	<p>Posters</p> <ul style="list-style-type: none"> • rather than relying on the good will of others to display posters a more effective method of local distribution must be devised; and • the flexibility of the empty belly posters should continue for 2011. 	

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	<p>Factsheets, presentation and pop up stands</p> <p>CRMs requested factsheets and a presentation that they could adapt to suit the audience they were talking to. Two versions (one for each area) of a general factsheet were devised along with a single Help and Support leaflet. A presentation and bullet point speaking notes was also available. These were not available until February and CRMs could have used them sooner. There was also a delay in the Lewis and Harris CRM receiving materials once they had been posted.</p> <p>A pop up stand was provided to enhance CRMs presentations. The stand for Lewis and Harris was damaged in transit.</p>	<p>Factsheets, presentation and pop up stands:</p> <ul style="list-style-type: none"> • the factsheets and presentation should be part of the toolkit and ready for CRMs in June 2010; • printed promotional materials should be dispatched to remote areas in good time to avoid delays in CRMs being able to use them; and • pop up stands should be delivered by, or collected from, census HQ in person. 	
<p>10) Web communications</p>	<p>Scotland's Census</p> <p>The publicity campaign aimed to drive traffic to scotlandscensus.gov.uk for rehearsal information, assistance and to complete questionnaires. From a publicity point of view, promoting a single web address and having all promotional materials in the same place as other census details worked well. The website is vital to the 2011 campaign and having Census Communications as the IPA's main internal customer allows the team to ensure it is linked to wider campaign plans.</p> <p>It also makes sense for Census Communications to</p>	<p>Scotland's Census</p> <p>GROS must be satisfied there is sufficient resource to plan and manage web content generation (text, audio/visual and digital projects), quality assure it, add it to the site, commission translations and update it as required.</p> <p>The overall look and feel of the website needs to be revisited. Content should keep people engaged, it should explain the benefits more and make greater use of images. Census Communications and Internet Services teams need to ensure the creative advertising agency and web designers develop an integrated plan</p>	<p>From August 2009 ready for June/August 2010.</p>

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	<p>be the main editor and content owner of the site in order to ensure an overview, appropriate links to the wider publicity campaign and to confirm updates meet the writing style guidelines. However, updating the web content and ensuring its accuracy is time consuming, particularly as Gaelic translations require extra attention.</p> <p>The census timeline proved to be a lengthy piece of work involving a lot of checking of two versions (flash and text in order to meet accessibility guidelines). This suggests that future digital communications will need similar levels of attention even if they are smaller projects. The effort was extremely worthwhile as the timeline was consistently in the top 10 most viewed pages which indicates people want digital/new media to explain the census to them.</p> <p>The wider publicity team (Census Communications plus its creative advertising and PR agency) has indentified various design, usability and navigation improvements to work with the suppliers on. This should make it more visually appealing, interactive and easy to find key information in order to encourage people to spend more time on the site. There should be less white space and the overall design should fully reflect the publicity campaign's look and feel. Although the logo and colour scheme is well applied there needs to be greater integration of campaign design elements within the website so that the public can recognise it as one resource/project.</p>	<p>and timetable for this and the site should be ready for June 2010 before the Regional Managers take up their posts.</p>	

Description	Outcomes/issues	Recommendation(s)	Timeframe
	<p>GROS website During the rehearsal the GROS website's 2011 Census pages underwent a major re-write and restructure which is designed to accommodate policy and methodology material, rather than details specific to the campaign itself.</p> <p>Other websites It is vital that other websites carry accurate and up-to-date information about the census and wherever practical/appropriate link to Scotland's Census in order to ensure it ranks highly with search engines. There was not adequate time for this in the rehearsal.</p> <p>Web 2.0 technology means customers expect to interact with an organisation and sometimes its other customers. We can expect census-related social media sites to open up and people will have a conversation about the census.</p>	<p>GROS website The GROS website will now have a reduced role in publicising the 2011 Census, the campaign website will be used as the primary communication tool.</p> <p>The "census" section details will move nearer the middle of the front page in 2011 and if possible include the census logo. This will make it easier for visitors to the GROS website to find the campaign website,</p> <p>Other websites If there is to be a major push to promote online returns GROS needs to ensure there are adequate resources to drive it through a dedicated web presence strategy encompassing Scotland's Census, the GROS website and other sites to identify and mitigate risks, to market the campaign website (optimisation/links) and generate content, manage online forum/s and moderate comments, update sites and work with suppliers to develop niche IT/security stories.</p>	
11) Gaelic	<p>CRMs welcomed having Gaelic posters and leaflets. Early identification and production of census marketing materials will allow these to be translated where appropriate.</p>	<p>The leaflet and poster should continue to be available in Gaelic and consideration should be given to other products, for example a Gaelic factsheet (in English and Gaelic) focusing on the help and support available for Gaelic speakers and why the census matters to them. The Gaelic logo should be available to CRMs in Gaelic-speaking regions.</p>	From August 2009

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<p>12) Roles and responsibilities</p>	<p>For the rehearsal, the Communications Manager and PR firm both worked closely with the regional managers to support them in their publicity roles, this involved the identification and drafting of news releases/articles as well as wider activity such as reactive communication planning, which took up more time than anticipated.</p> <p>Although Census Communications produced copy for Scottish Government and GROS intranets and the Office for National Statistics census newsletter that will not be enough to inform and motivate staff in 2011. Internally there is a need for Census Communications to know about and contribute to all census correspondence, Freedom of Information requests and Parliamentary Questions.</p> <p>The role of stakeholder communications (working with key groups that have an interest in the census) was handled at a local level and led by the CRMs.</p> <p>Stakeholder communications will need to be developed to support the Census Order and Regulations, the consultation final phase and the campaign itself. Identifying, mapping and planning how to communicate with stakeholders is a significant piece of work.</p> <p>Although the Communications and Community Liaison teams worked together on a factsheet, web content and articles for specialist media, closer co-</p>	<ul style="list-style-type: none"> • the Communication Manager’s 2011 role should focus on co-ordinating, quality assuring and arranging sign off of all publicity work; • CRMs should deliver PR locally, supported by the PR firm’s regional offices. A secondee should deputise for the Communications Manager and plug any emerging gaps within campaign delivery. The PR firm must be involved in the development and deployment of lines in case it needs to provide cover. It is also vital to work with census service suppliers to identify communications risks and plan how to deal with these; • suppliers should also be factored in to census internal communications. Internal and stakeholder communications can add real value to the overall campaign and programme and GROS must be satisfied that there is adequate time and resource to develop tactics to deliver these; • Community Liaison and Census Communications teams should work together to factor target audiences into the overall campaign and devise messages and tactics to reach them; and • the schools project lead should provide Census Communications with a timetable for its development and an indication of Communications Team input. 	<p>From August 2009</p>

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	<p>operation will ensure the overall campaign considers the needs of particular audiences.</p> <p>The Census in Schools project was in its development phase during the rehearsal so Census Communications will have more scope to publicise it when it is finalised.</p>		