

CENSUS ADVISORY GROUP

2011 CENSUS QUESTIONNAIRE CONTENT

AG(09)02

Summary

This paper provides an update on the recommended questions for the 2011 Census and differences across the UK. It outlines areas where further question development or research is taking place and provides a summary of key milestones in the questionnaire development timetable.

Advisory group members are asked to:

- Note the topics that have been recommended for inclusion in the 2011 Census for England and Wales
- Note the differences in questionnaire content across the UK and the impact of these differences
- Note the topics where there is divergence in question wording across the UK
- Note the question testing that is still underway or planned, particularly the new question wording that is being tested for religion and citizenship
- Note the development timetable and key milestones

1 Questionnaire content in England and Wales

ONS has made final recommendations on the content of the 2011 Census which were published in a White Paper, 'helping to shape tomorrow' in December 2008. The recommended household and individual topics are listed below.

Table 1 – Recommended household topics for the 2011 Census

Household topics
Usual residents and visitors
Household relationships
Accommodation type
Self-contained accommodation
Number of rooms
Number of bedrooms (new)
Type of central heating
Tenure
Landlord
Number of vehicles

Table 2 – Recommended individual topics for the 2011 Census

Individual topics
Name
Sex

Date of birth
Marital/civil partnership (new) status
Student status and term-time address
Country of birth
Month/year of arrival into UK (new)
Intended length of stay in UK (new)
Address one year ago
Citizenship (new)
Second residences (new)
National identity (new)
Ethnicity
Religious affiliation
Welsh language proficiency (Wales only)
Main language and English language proficiency (new)
Health status
Long-term illness/disability
Carers
Qualifications
Economic activity status (five questions)
NS-SEC (self-employed, occupation, supervisor status, ever worked)
Industry/name of employer
Workplace address
Transport to work
Hours worked

The White Paper was supported by a series of papers outlining the development of the recommended questions for ethnicity, identity, language, religion (EILR) and migration. Papers on the Equality Impact Assessment for the EILR topics and details of the prioritisation tool that was used to decide which tick boxes would be included in the ethnic group question were also published. It is intended that the remaining question recommendation papers will be published in Spring/early summer 2009.

The 2009 Rehearsal questionnaires were finalised in October 2008 and have been published on the National Statistics website. A copy of the main household questionnaire for the Rehearsal is included in Annex A.

2 Differences in questionnaire content across the UK

2.1 Summary of content differences

The main differences in content to note are that Scotland are not proposing to include questions on second residences, intended length of stay in the UK, or citizenship. They may be including a household income question (depending on analysis of their Rehearsal data).

Northern Ireland will also not be including a question on second residences and they intend to ask month and year of arrival to Northern Ireland and country of previous residence rather than month and year of arrival to the UK. Although this will have some impact on UK outputs it will be minimal because the country of previous residence question will allow the distinction to be made between those people arriving in Northern Ireland from within the UK and those arriving from outside the UK. Northern Ireland will also be including questions on voluntary work and accessibility for the disabled.

Both Scotland and Northern Ireland will be including a question on nature of disability due to high user demand but England and Wales will not. England and Wales have prioritised additional migration topics for inclusion and consider that the Life Opportunities Survey will provide a suitable alternative source of data.

Scotland, Northern Ireland and Wales will also be collecting additional information on language to reflect the country specific user requirements. Neither Scotland nor Northern Ireland will be collecting information on number of bedrooms.

2.2 Impact of differences in content

This section considers the impact of the differences on UK harmonisation for the topics where there is most concern.

2.2.1 Intention to stay

The lack of inclusion of a question on intended length of stay in the UK in Scotland means that the processes/questions that are used to calculate the main usual residence outputs will be different in Scotland to the rest of the UK. This is because England, Wales and Northern Ireland plan to ask anyone who has been or intends to be in the UK for a period of three months or more to complete a full census return and then use the responses provided in the intention to stay question to identify who should be classified as a census usual resident and who should be classified as a short-term migrant. Scotland will rely on instructions on the questionnaire to obtain their main census usual residents population count (see paper XX for further information on the population base).

2.2.2 Citizenship

The lack of inclusion of a citizenship question in Scotland has implications for the delivery of data to Eurostat as UK outputs on citizenship will not be available to meet the requirements of EU census legislation. Eurostat are currently proposing that most EU census variables should be cross-classified by citizenship. Thus, only by linking to census data at the unit record level can such outputs be provided at the required level of geography. The implication is that Scotland will have to collect data on citizenship from another source and then link to all the other 'core' EU census variables at the unit level. Alternatively, a proxy for citizenship in Scotland could be modelled, and GROS will be exploring modelling possibilities in the near future, using a combination of variables. This would enable the EU requirement to be met, but would still leave some comparability issues across the UK and with other countries.

2.2.3 Second residences

The lack of a question on second residences in Scotland and Northern Ireland due to insufficient user demand will mean that UK outputs will not be possible and may make it difficult to produce outputs on other population bases in England and Wales as Scottish or Northern Irish residents who have a second residence in England or Wales would be missed (although the problem is likely to be small).

3. Questions that are under development

Since the finalisation of the questionnaires for the 2009 Census Rehearsal, a number of issues have arisen, for example, as a result of engagement with parliamentary, media and community stakeholders. As a result of this there are a few questions that are undergoing further development and testing. Once the testing is complete a decision will be taken about whether any of the new questions being tested should be recommended to Parliament for implementation in 2011.

The next sections explain the questions that are undergoing further development and Annex B contains copies of the new questions being tested.

3.1 Citizenship

ONS is currently testing a question on 'what is your citizenship' in response to concerns raised at the time of the launch of the White Paper for England and Wales that there would be negative reaction to a question on passports which could affect response to the Census.

Research suggests that respondents are likely to find the term 'citizenship' difficult, and other surveys have avoided asking about citizenship directly, choosing to ask about nationality or passports held instead. There are also concerns over whether this question would cause confusion with national identity. The new question being tested is show in Annex B.

The question will be tested in cognitive testing, postal test and Opinions survey.

3.2 Religion

ONS is currently testing a new question that removes any reference to religion in the question wording. This is in response to concerns that the recommended question 'what is your religion?' is leading and may result in an over-reporting of the number of people selecting one of the religious response categories.

ONS is currently considering issues such as the most appropriate wording for the "other" category and the optimal ordering of the tick boxes and is gathering evidence on the effectiveness of the new question wording through cognitive testing, Opinions survey testing and a postal test.

3.3 Students and term time address

Concerns have been raised over the numbers of students that could potentially be missed due to the census falling within university holidays for around 28 per cent of universities, with the follow-up period also occurring when some school and university students are still on holiday. To mitigate the risk of undercounting students a number of options are currently being explored including; using the census coordinator to facilitate early delivery; tailoring delivery/collection periods; providing students in affected institutions with post back envelopes and promoting internet completion as the preferred response route. These measures are in addition to the planned strategies to maximise the coverage of students and ensure quality data e.g. targeted enumeration procedures and using data from institutions on likely student numbers to quality assure and potentially adjust the population estimates.

For 2011, ONS intends to make use of information provided in the second address question and information from the Census Coverage Survey (CCS) to make adjustments for overcount and undercount. However, if students are included as a usual resident at their home address but not their term-time address, data from the parental address will not be used to inform any adjustments as second address information would not have been collected due to the routing currently applied in the questionnaire.

As a potential solution, it has been proposed that asking the second address question to all students at both term-time and home addresses would allow a more accurate assessment and adjustment of undercounting at term-time addresses to adjust population bases. A question is being tested in the postal test that asks the second address question to all students, which has required the addition of a tick box for student term-time address to the second address question, and a new tick box to the student question.

4. Question divergence across the UK

The Registrar Generals (RGs) have signed an agreement committing to common questions and consistent and comparable statistics. In some cases, differences in user requirements

across the UK necessitate differences in questions, for example in the case of questions on language. The four UK countries have worked hard to ensure as much harmonisation as possible with question wording. As a result there are 17 topics and questions that are completely harmonised across the UK.

However, there are a number of topics that are included in all four countries but where there is divergence in terms of question wording which cause minor harmonisation concerns. The differences are explained in the table below. An amber status indicates that there will be differences across the UK which will cause minor problems for UK comparability. A green status indicates questions where there are legitimate reasons for the differences which will not cause problems for UK comparability.

Table 3 – Topics where there is divergence in question wording across the UK

Individual topics	UK RAG status	Justification for RAG status on question wording	Implications for outputs
Usual residents		Definitional differences between Scotland and the rest of the UK leads to differences in the instructions in questions on usual residents. Work is underway to bring these in line across the UK	Although the definitions relating to usual residence are not yet harmonised, work is underway to ensure there is consistency across the UK, particularly in relation to definitional differences relating to people who work away from home
Visitors		Some minor differences in Scotland to the rest of the UK. Work is underway to bring these in line across the UK.	UK outputs will still be possible
Relationship matrix		Some minor differences in question wording and design in Scotland compared to rest of UK.	Consistent UK outputs will be possible
Workplace address and Travel to work		Inclusion of travel to work or study in Scotland and Northern Ireland and different order and categories to reflect country specific situations	Consistent UK outputs will not be possible but comparisons could still be made
Qualifications		England, Wales and Northern Ireland are following the advice of the Department for Innovation, Universities and skills (DIUS), while Scotland are following the advice of Scottish Government colleagues, on how to record foreign qualifications. There are differences in the qualifications in each country to reflect the different educational systems	UK outputs should be possible at a high level. Consistent outputs with foreign qualifications will not be possible but DIUS do not have a requirement for UK data on foreign qualifications.
Address one		Scotland including a 'no usual address' tick box. England, Wales	Fully comparable UK outputs would not be

year ago		& Northern Ireland have removed the tick box and replaced with an instruction following strong demand from users	currently possible. (Further discussions taking place in Scotland to see if harmonisation can be achieved).
National identity		<p>Scotland using different response options. Double banked question in Northern Ireland.</p> <p>GROS are concerned by the overlap of the national identity and ethnic group question and are planning some further testing of the national identity question, with a view to modification of the question, and in depth analysis of their Rehearsal data.</p>	Inclusion of different response categories in Scotland means UK outputs will be comparable but not consistent.
Ethnicity		<p>Separate tick boxes for UK countries under the 'White' section in Scotland but combined in one category in England and Wales. Additional 'Scottish' and 'British' descriptors for some ethnic groups in Scotland.</p> <p>Main issue is the inclusion of 'Welsh' as an ethnic group but not a national identity in Scotland but not Wales. Northern Ireland have shorter simpler question.</p> <p>ONS and Welsh Assembly preference would be for Scotland to remove the separate UK identities from within the White category however the classification in Scotland was designed as a 'stand alone' question for census and surveys. It has been published and unlikely to receive Ministerial approval to be changed.</p>	Due to the differences in the questions across the UK outputs will only be possible at the broad ethnic group category level.
Language		<p>Harmonisation across the UK has improved in terms of the collection of language information, however there are still some differences. Scotland asking English language proficiency question to all respondents but the rest of the UK only asking to those whose main language is not English. ONS and NISRA will both ask a question on</p>	<p>Outputs will not be entirely comparable but there is less need for UK outputs with this topic as the key user demand is for country specific information that can be used to inform service provision.</p> <p>Questions on main</p>

		main language ('What is your main language?') whereas GROS will ask 'Do you use a language other than English at home?' NISRA and GROS will also include a simple matrix style question in order to meet user requirements for different aspects of language (understand, speak, read and write) on Irish/Ulster Scots and English/Scottish Gaelic	language in England, Wales and Northern Ireland will provide broadly comparable information with Scotland's question on language used at home.
Religion		Different question wording across the UK. Inclusion of a Pagan tick box in Scotland only. ONS is testing a new question which does not use the term religion.	ONS is testing an alternative question, which would alter the concept that is being collected. If this question is used in 2011, although UK outputs would be possible for some religions, based on the tick boxes, it is probable that the information being collected would not be consistent.
Central heating		Difference in instructions in Scotland to rest of the UK. Harmonisation is dependent on space so GROS waiting until after a final decision is made on the inclusion of the household income question to see whether there is enough space to harmonise.	Minimal effect on UK outputs
Student status/term-time address		Scotland using a different question for the Rehearsal due to difference in sign-off timetable but all four countries will harmonise on the question for 2011. ONS testing a new tick box in student question to gather better information on term-time addresses.	If ONS include the extra tick box in term-time address that is currently being tested, it will still be possible to produce UK outputs by collapsing two of the tick boxes in England and Wales
Carers		Scotland have an extra tick box category because they have the space	The tick boxes can be collapsed in Scotland to provide comparable UK outputs
Hours worked		Scotland using the 2001 write-in question but the rest of the UK using a banded question (Scotland may consider a banded question, dependent on evaluation of Rehearsal data for the question). Late change to the question to include paid and unpaid overtime to be in line with the Labour Force	Banded UK outputs will still be possible.

		Survey (LFS) and as a result the recommendation of the International Conference of Labour Statisticians (ICLS). This change has been agreed across the UK (question is included in Annex B)	
Occupation		Greater number of write in boxes available in Scotland compared with rest of UK due to space. Analysis shows that coding will not be a problem with fewer boxes	UK outputs will be available
Industry		Greater number of write in boxes available in Scotland compared with rest of UK. Analysis shows that coding will not be a problem with fewer boxes. Also, space for one additional example included in the question in Scotland	UK outputs will be available

5. Current and future question testing

5.1 Cognitive testing

ONS carried out an additional wave of cognitive testing in March and early April 2009. This work has been completed and a report produced.

A phase of whole questionnaire testing is due to commence in May 2009 and run until July 2009. It will be conducted in England and Wales and will use the 'best guess' questionnaire for the 2011 Census. Scotland and Northern Ireland are also proposing similar testing.

5.2 Opinions survey testing

ONS will be including some questions in the Opinions (Omnibus) Survey during April – July 2009 to further investigate issues regarding citizenship and religion.

5.3 Postal tests

ONS conducted a postal test on 29 March with approximately 20,000 households, 10,000 randomly selected across England and a further 10,000 in Durham and Norwich (areas targeted for having a high student population). The questionnaires are currently being key-captured and the data will be analysed in May.

The main purposes of this test are to help evaluate whether the potential new religion and citizenship questions are working, and also to explore whether it is possible to collect second address information from students at their family and term-time addresses.

See Annex A for a copy of the postal test questionnaire.

5.4 Other testing

In addition to this testing, ONS is considering additional testing to evaluate whether an additional tick-box in the ethnicity question, to collect information on “Kashmiri” ethnicity. This testing is subject to further evaluation of the strength of user requirement for this information, based on new evidence, but could include both qualitative and quantitative testing, such as focus groups and a postal test.

No other new testing on this question is being considered.

6. Key Milestones for development of the 2011 questionnaires

An updated timetable for the development of the Census questionnaires is outlined below:

Task/Event	Date
Further question testing by ONS	Cognitive testing – March-July 2009 Postal test – March 2009 Opinions survey testing – April – June 2009
GROS Rehearsal	29 March 2009
Publication of outstanding question recommendation papers	Spring 2009
Further question testing by GROS on national identity and disability	May – August 2009
GROS Rehearsal data available	September – November 2009
Rehearsal in England, Wales and Northern Ireland	11 October 2009
Census order laid (England, Wales, Scotland and Northern Ireland)	October 2009
Sign-off Census Household questionnaires (E,W, S & NI)	End Nov-early Dec 2009
Sign-of other questionnaire types (UK)	December 2009
Handover household questionnaire and other questionnaire types to LM (E, W & NI)	11-15 January 2010
Census regulations laid before Parliament (E&W, NI & Scotland)	January/mid February 2010
Census day	27 March 2011

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Questionnaire Design and Content
April 2009

Annex A:

2009 Rehearsal questionnaire

(See attached pdf file)

March 2009 postal test questionnaire

(See attached pdf file)

Annex B: Questions under development

New citizenship question being tested

13 What is your citizenship?
↪ Tick all that apply

- British
- Irish
- Other, write in

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New religion question being tested

20 Which of these best describes you?
↪ This question is voluntary

- No religion
- Christian (including Church of England, Catholic, Protestant and all other Christian denominations)
- Buddhist
- Hindu
- Jewish
- Muslim
- Sikh
- Any other religion, write in

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New hours worked question being tested

42 In your main job, how many hours a week (including paid and unpaid overtime) do you usually work?

- 15 or less
- 16 - 30
- 31 - 48
- 49 or more

New student and term-time address question being tested

7 Are you a schoolchild or student in full-time education?

- Yes No ➔ **Goto 9**

8 During term-time, do you live:

- at the address on the front of this questionnaire?
 at the address in question 5? ➔ **Goto 43**
 at another address ➔ **Goto 43**

New second address question being tested

5 Do you stay at another address for more than 30 days a year?

- No ➔ **Goto 7**
 Yes, write in other UK address below

Postcode

OR Yes, outside the UK, write in country

6 What is that address?

- Armed Forces base address
 Another address when working away from home
 Student's home address
 Student's term-time address
 Another parent or guardian's address
 Holiday home
 Other