

# Inclusion of Short-Term Migrants in the 2011 Census

*Report for the Office of National Statistics*

Authors: Meera Balarajan and Joanna d'Ardenne

August 2008

Prepared for: Office for National Statistics



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## **AUTHORS**

**Meera Balarajan** joined NatCen in July 2008. She has an MPhil and PhD in Land Economy (Committee of Development Studies) from the University of Cambridge and an MA from the University of Oxford. Meera has worked for the UN, Department of Education and Skills (UK Government) as well as a grassroot NGOs in India. Her previous research looked at the impact of transnational migration on highly skilled migrants and their families using the case study of Indian software engineers. The research focused on the role of education, career and relationships with kith and kin living in different countries. Her research has also included investigating the role of the South Asian Diaspora in development in their countries of origin, ageing in middle class India and internationalization of higher education. Meera has recently collaborated on a book on the impact of future global changes in populations, economies and scientific advances on international migration. In addition, her PhD monograph has been accepted for book publication.

**Joanna d'Ardenne** joined the QDT Hub as a researcher in February 2008 after completing an MSc in Health Psychology. Since joining the QDT Hub, Jo has worked on developing materials to measure physical activity in children and young people for the SCW (Sports Council for Wales). She has also been involved in the reporting of cognitive testing results for the new BSA Child Poverty questions to the DWP. Jo is currently working on the sampling and recruitment of ethnic minority respondents for cognitive testing of the UKHLS (UK Household Longitudinal study). Jo graduated from Sheffield University in 2005 with a degree in Psychology and Philosophy.

## **ACKNOWLEDGEMENTS**

The authors of the report would like to express their gratitude to Julie Foster for help with recruitment and interviewing, and to Debbie Collins and Margaret Blake for their advice and support throughout.

We would also like to express our gratitude to those who took part in the interviews and focus groups for participating in the study.

## EXECUTIVE SUMMARY

The Questionnaire Development and Testing Hub at National Centre for Social Research (NatCen) was commissioned by ONS to determine whether it will be possible to collect information of sufficient quality from short-term migrants in the 2011 Census, without affecting the response rate (coverage) of the usual resident population count.

To answer this question sufficiently to inform and advise the 2011 Census Design Authority Team the research team examined 6 key research questions and 3 secondary research questions given by the ONS. Sixteen in-depth interviews were conducted for this study with short-term migrants and with householders who have short-term migrants staying with them at the time of this study. In addition to this two focus groups were also conducted one, with short-term migrants and the other with the general public. This study faced a challenge of finding short-term migrants to meet our quotas to provide a diverse sample in the time frame. In addition not all the respondents were fluent in speaking and reading English. This diverse sample did however allow us to explore, through in-depth interviews, some of the issues that could be faced by ONS when seeking participation of short-term migrants in the 2011 Census.

Short-term migrants in general would respond to the 2011 Census. At the moment the instructions are not clear that they should fill it in. We would advise that the instructions are made explicit on the front page including telling respondents why it is important that they take the time to fill in the form. There also needs to be a statement of reassurance that the information that they provide has nothing to do with the stay in the UK and is confidential including not being passed on to any agencies such as the Home Office UK Border Agency.

This study found the inclusion of a question on intention to stay in the UK would not stop short-term migrants or the usual resident population in responding to the 2011 Census. The current wording is confusing for respondents and the current answer options are not comprehensive which currently reduces the accuracy of responses. We would advise simplifying the question and adding a not sure option.

This research would indicate that the most appropriate cut-off for collecting information on short-term migrants could be reduced from 6 months to 3 months. We would not advise reducing this to 1 month. Who is a short-term migrant and whether the short-term migrants interviewed would see themselves in this way was investigated in this research. This has led us to conclude that time and reasons for being in the UK are important in defining who is a short-term migrant. Anyone who is working or is on a formal study programme for at least three months is a short-term migrant. Those on a holiday irrespective of how long are seen as visitors.

There were mixed reactions to the number of migration and identity questions. Some respondents found the questions repetitive. Others actually found the questions interesting and liked the fact that they are being asked about themselves. The questions which were seen as problematic were questions 15 and 16 which ask respondents to define their national identity and ethnic. For certain nationalities these questions were seen as inappropriate categorisations of defining oneself. Short-term migrants in general were not used to these types of questions. The majority of respondents would skip a question they did not like, it would not stop them completing the 2011 Census. In addition to this usual residents who house short-term migrants had caveats about asking guests in their home questions that might make them comfortable.

This report will explore all these findings in greater detail.

## BACKGROUND

### 1.1 Current Situation

There is an increasing awareness of and interest in the scale of migration to the UK. An important component of international migration is short-term migrant flows. The shape and nature of this flow to the UK is influenced by our membership of the EU and the fact that free movement of all EU accession nationals (except Bulgaria and Romania) is possible to the UK. There is an increasing needs based pressure for national and local governments to know the shape and nature of this flow. "ONS is under increasing pressure to provide more detailed and reliable statistics on the population, with short-term migration in the UK being a key component of particular concern" (ONS 2008:3). The 2011 Census could allow ONS to collect the information that clients would want to know.

It is a well known fact that is difficult to estimate the size of migration flows. The need to know the scale of short-term migration flows is driven by the dynamic nature of this flow and the likelihood that will increase in the future. The 2001 and the 1991 Census, included two questions that identified migrants:

Usual address one year ago, identifies internal migrants and international in-migrants in the previous year (question 14 of 2001 Census questionnaire)

Country of birth, identified all international migrants born overseas (question 7 of 2001 Census questionnaire).

The increasing interest across central and local government has led to the consideration of including more questions in the 2011 Census to meet the client needs to know the size and shape of such flows. The National Statistics Quality Review (NSQR) on International Migration Statistics recommended that new questions on migration be introduced in future Censuses.

In May 2006 the National Statistician set up an Inter-Departmental Task Force on Migration Statistics to recommend improvements that could be made to estimates of migration and migrant populations in the UK. One aspect that the Task Force identified was the need to access the most appropriate definition of 'short-term' in reference to international migration. The ONS published the Short-Term Migration Feasibility Report in January 2007. This report highlighted users' needs including the definition of 'short term' (who to include as a short-term migrant i.e. the minimum time needed to be spent in the host country), purpose of visit, and length of stay (Walling 2007:6).

The importance of using the correct terminology in the Census form can be inferred from the use of 'usual residence' in the 2001 Census which is thought to have introduced ambiguity to the form and the subsequent higher non-response amongst certain population groups (Benton 2004:16). The Inter-Departmental Taskforce on Migration recognised the importance of the Census and the need to ensure the correct questions on migration are included.

The Office for National Statistics is therefore considering collecting information about short-term migrants as part of the 2011 Census.

This would involve:

- 1) Changing the definition of those who should provide full information on the form. At present there is a qualifying period of six months for individuals to complete the Census form. This may be reduced to three months or one month depending on the outcome of survey research.
- 2) The addition of a further question to the 'individual' schedule on intention to stay in the UK.

## **1.2 The Challenge**

The issue of migration is a politically sensitive one and the collection of more detailed information about short-term migrants as part of the population Census needs careful consideration. As the Census is compulsory, this presents a challenge by placing additional burden on respondents. This in turn could compromise the quality of data collected. Thus the Census questions should be asked in such a way that they are not considered sensitive or intrusive in order to minimise the level of item or unit non response. To this end the Questionnaire Development and Testing Hub at National Centre for Social Research (NatCen) was commissioned by ONS to explore 'qualitatively' the acceptability of seeking more information from 'short-term' migrants on the Census form. It is anticipated that the evidence from this qualitative study will be used alongside other sources to assist ONS in making a decision about whether the Census is the 'best' or 'right' vehicle for collecting information about short-term migrants. A key consideration in this research was whether the inclusion of short-term migrants and an intention to stay question would have an adverse effect on Census coverage. This qualitative study explored these two considerations with short-term migrants and host householders who are main form fillers in homes where short-term migrants were residing either as visitors or in a paying capacity.

### 1.3 Aim of the Study

The main aim of this research study was to determine whether it would be possible to collect information of sufficient quality from short-term migrants in the 2011 Census, without affecting the response rate (coverage) of the usual resident population. This study had four main objectives.

- 1) To explore short-term migrants' and usual residents' views on introducing questions to householder on short term migrants and migrants' intention to stay
- 2) To identify whether there are problems associated with including short-term migrants in the Census and to suggest possible solutions
- 3) To explore the interaction between such factors as question sensitivity, question complexity, respondent recall and the effort required by respondents to answer the question
- 4) To test the intention to stay question

Specifically the study was designed to address the following research questions:

<b>Key research questions</b>
Will the inclusion of a question on intention to stay in the UK stop people from responding to the 2011 Census? Will short-term migrants respond to the 2011 Census? Are short-term migrants willing to answer a question on intention to stay? Are short-term migrants able to answer a question on intention to stay? How accurate are the data provided in the intention to stay question? Is the most appropriate cut-off for collecting information on short-term migrants 1 month or 3 months?
<b>Secondary research questions</b>
Will respondents be 'put off' by the total number of migration and identity related questions on the Census? Do respondents (both general public and migrants) have an understanding of who to count and who to include as household members and visitors under the two scenarios, i.e. when short-term migrants are included as visitors and when they are included as household members? What is the most appropriate terminology to use on the Census questionnaire to describe short-term migrants?

In addition, this study was also concerned with testing questions 8, 9 and 10 in the individual questions in the proposed 2011 Census to explore how short-term migrants understand and answer these questions.

Recommendations were to be made to the Census Design Authority Team based on the findings of this study as to the merits of including short-term migrants in the 2011 Census and the implications of asking select questions to them in the 2011 Census



## 1.4 Research Methods

To achieve the study aims, 16 in-depth interviews were conducted; 11 in-depth interviews were with short-term migrants and five in-depth interviews were with the main form filler (householder). For purposes of sampling 'short term' migrants were defined as those who had been in the country for at least a month and not having exceeded a stay of one year. Respondents were identified through informal networks and snow-balling through word-of-mouth and advertising in different migrant communities. Interviews were conducted at the convenience of respondents, lasting approximately an hour and being recorded with respondent consent.

These interviews enabled a detailed exploration of respondents' views about;

- being included in the Census,
- whether they would complete the form,
- how they felt about being asked the date of their arrival,
- being routed to a specific question by their date of arrival, and
- being asked a question on how long they intend to stay in the UK.

This qualitative approach allowed researchers to sensitively explore each respondent's perspective and how they experienced and felt about being included in the Census and whether they would respond. An interview guide was developed to explore these issues, a copy of which is contained in 3.10 APPENDIX B.

Within these in-depth interviews cognitive interviewing methods were included to evaluate the face validity and acceptability of question 8 (date of arrival), question 9 (routing question) and question 10 (intention to stay) to respondents. Cognitive interviewing methods provide an insight into the mental processes respondents use when answering survey questions and completing questionnaires, helping researchers to identify problems with question wording and questionnaire design. These methods examine how respondents understood and interpreted Census questions, how they recalled information when answering questions, the judgement process undertaken when deciding how to answer the question and how they formulated their answer (Tourangeau 1984).

Two focus groups were also conducted, one with the general population and one with short-term migrants. The focus groups explored the following:

Who should fill in the Census?

The definition of 'short-term migrant' using six vignettes.

The definitions of a householder and a visitor and the clarity of questions H1 to H5 and individual questions 1 to 11 and questions 15 and 16.

How the respective focus groups felt about the inclusion of short-term migrants in the Census.

After the interview and the focus group detailed notes were made and these were analysed using a content analysis approach using NatCen's qualitative software package Framework.

Table 0.1 Characteristics of interviewed respondents

Characteristics	Features	Total Sample	Migrants	Householders
Gender of Respondents	Male	7	5	2
	Female	9	6	3
Age	<20	1	1	0
	21-35	10	8	2
	36+	5	2	3
Nationality of Respondents	Asian	6	4	2*
	European	6	4	2
	Oceania	4	3	1*
Purpose of Visit	Working	8	6	2
	Studying and working	2	2	0
	Visiting	5	2	3
	Dependent	1	1	0
Duration of Stay (Months) of migrant	1-2 months	9	5	4
	3-6 months	4	3	1
	7-12 months	3	3	0
Intended length of Stay (Months) of migrant	<3 months	0	0	0
	3 months or more but less than 6 months	7	4	3
	6 months or more but less than 12 months	3	2	1
	long term 12 months or more	6	5	1

\* Origin of Respondent

It should be noted that the purpose of these in-depth interviews and focus group were to explore, understand and explain the range and diversity of ways in which people go about answering survey questions. The sampling methods used are purposive and are designed to ensure diversity of coverage across certain key variables (nationality; purpose of visit) rather than to compile a sample that is statistically representative of the short-term migrant population in general. Thus it is not possible to extrapolate about the size or extend of problems or errors identified in this report in the general population.

## 2 THE FINDINGS

### 2.1 Will Short-term migrants respond to the 2011 Census?

The majority of short-term migrants responded that they would be agreeable to filling in the Census form. However, the in-depth interviews did highlight concerns that respondents had with their participation in the Census. If these could be alleviated this would ensure better response rates amongst the different short-term migrant populations. These issues are discussed below.

Firstly this section examines how to improve participation in the Census amongst short-term migrants. This is followed by a discussion on the appearance of the Census form and finally specific issues facing the different short-term migrant populations.

#### 2.1.1 *Did short-term migrants think they were included in the Census?*

All the short-term migrant respondents including those participating in the focus group would be surprised that they have to fill in a Census form.

*“If people are planning to stay here a long time then surely they will take time to do this. But if they are not planning to stay here a long time they will not take the time and they will not do it anyway” (Male, aged 28, short-term migrant interview)*

On balance the majority of respondents felt they could and should fill in the Census form. A minority of respondents did not think they should fill it in because they were temporarily staying in the UK. The responses indicated that the respondents currently did not feel sufficiently involved in their life in the UK yet to fill in the form. This was indicated by statements such as ‘they would leave the form for their housemates to fill in’ or ‘simply pass it on to somebody else’ or ‘give it to the landlord to deal with’.

All the short-term migrant respondents including those participating in the focus group would be surprised if they had to fill in a Census form. When given the Census form, the majority did not know at first glance whether they were supposed to fill in the form. Their first reaction was to read the first couple of pages and look at the form to try to understand why they had been sent the form. This was not clear to the respondents straight away nor after reading the instructions. They assumed since they were sent the form they could fill it in but were not certain (7 short-term migrants responded that they thought they would fill in the form). Respondents also expressed concern that the data they provided would not be useful as they are not planning to live in the UK for a long time.

The key issue for increasing participation in the Census is to improve the feeling of inclusion as part of the Census. Respondents felt they did not have sufficient information about whether they were supposed to fill in the form, why they were being asked to fill it in, and why they should fill it in. As one respondent put it, *“Explain why we are doing it. Is it good for them? You need to tell them what are the advantages of this”* (a female, 38 year old Filipino respondent who is working in the UK who was interviewed for this study)

#### **Recommendation**

- Explain clearly why short-term migrants should fill in the Census form on the front page

## 2.1.2 **Difficulty with English language, sensitivity of question and response?**

### **English Language**

The study found that difficulty with English unsurprisingly could prevent respondents participating or prevent them completing the form. It was explored how respondents with limited English would react to the form. The official look of the Census form with its logo did indicate to the respondents that they should find out what the form was about. When participants were asked what they would do if they had difficulties in reading and filling in the form, they said they would ask their friends, colleagues or employer to help them. The short-term focus group suggested that it would be useful to have a place, such as a public library, where short-term migrants could go to speak to someone about the form if they had difficulties with it.

### **Sensitivity**

Participants described two strategies they would use when faced with questions they did not like: skip the question or stop filling in the form. Although findings about prevalence from the groups cannot be extrapolated to the general population the most commonly mentioned approach was to just skip the question.

One respondent thought the form was from the “*immigration department*”. Her initial thoughts were “*did she have to fill it in as there could be problems to follow by filling it in*”. This was raised by another respondent who said she would be initially scared because it was sent from the government. These respondents highlighted concerns that there could be amongst the migrant population generally that the form was sent from an “*Immigration Department*” or the government to check on them and this could reduce response rates amongst this particular group. For example, respondents did raise concerns about whether the form was to do with their status in the country.

*“I am from a different country, is it legal about staying here. Is it illegal?...when I get it through the post for the first time ... why should I fill in this questionnaire did I do anything wrong because it’s a questionnaire...it would be nice if you write its from the immigration department ...and it [is] just to know about you. If you write something like this I mean on the first page otherwise we have to read the full thing to get to know what’s said.”*

*(Female, aged 24, Short-term Interview, from India a student in the UK)*

The factors which made this respondent concerned about this issue were the appearance of the Census form and the list of questions she would have to fill in. Short-term migrants’ experience of official forms in the UK could be limited to forms they filled in to come to the UK and hence it is necessary to be aware of this concern amongst short-term migrants so as to try and alleviate it and therefore ensure good participation. These concerns could affect response rates, as respondents may choose not to fill in the form or give answers that they think they should provide rather than providing accurate information about their situation. To alleviate their concerns the front page needs to simply state who should fill in the form and why they should participate in the Census. The initial information should also make it clear that it is a form sent to everyone in the country and has no link to any “immigration department” (or Home Office UK Border Agency).

### **Recommendation**

- Provide a simple statement on the front page that the form is sent to everyone in the country and the data provided is confidential and it will not be used with any other information you may have already given to the British Government.

### **2.1.3 Does appearance of the form affect the willingness to answer?**

Migrant and Householder respondents were asked for their initial impressions of the form. Respondents did highlight a number of points that would affect their willingness to fill in the Census form. The respondents used different adjectives or expressions to indicate this, such as thick, boring, scary, you know it will take a lot of time, busy, official. Other strategies adopted by the short-term migrants would be to see when they had to do it and put the form aside until they had to fill it in.

*“Wow! That is many pages!” (Female, aged 22, French migrant worker interviewed for this study)*

*“Oh my God, I’ll have to sit down to work through all of these questions” (Male, 30s, householder interview, British Asian)*

*“There is too much writing on the first page. Because on first glance the page is full. You have to read it all. Only the Census is in the big letters. All the other things we don’t know, we have to read it all. There is so much on the first page.” (Female, aged 22, French migrant worker interviewed for this study)*

The official look and the amount of English on the first page did encourage the migrant respondents who could read English to concentrate and read the form. The exceptions to this were respondents whose first language is English. They tended either to skim read the first page or read what they thought they needed to progress to the next page. Irrespective of the level of English knowledge and reading type almost all the short-term migrant respondents felt that there was no information to say they have to fill it in.

The clear majority of respondents found that there was no clear quick message that they were supposed to fill in the Census form which they felt should be there. A consistent comment amongst the short-term migrants was that they would like to know why they should fill it in as they are only temporarily in the country. This reiterates the point raised in the sensitivity section where it was suggested that the appearance of the front page would benefit from clearly stating who should fill in the Census form and why.

A recurring point raised in the short-term migrant interviews and in the focus group with short-term migrants was that they felt they were being forced to fill in a form which they were not sure why they should fill it in. For example, the Declaration on the front page caught the attention of one respondent who felt he was being asked to sign the form even before he had seen the questions. After filling in the questions he suggested moving the declaration to the end of the individual person questions and deleting Q17 which is blank.

*“The declaration on the front page is really stupid. People will presume that they are getting you to sign before you have read the questions*

*because it's on the front page" (Male, 30's, British Asian who was interviewed)*

The logo gave the form an official look. The respondents saw the logo in a positive light. It either encouraged participation or did not affect it as respondents did not think anything about it.

*"As soon as you see the Government emblem you think, this is from the government. You take it more seriously" (A female, 36 year old, householder interviewed for the study)*

It showed that the form is:

*"...Not trying to sell you anything" (A male, early 20s, visiting from New Zealand Interviewed for the study)*

It was suggested that the front page could be 'politer' including an explanation as to why short-term migrants should fill in the form. Also a recurring point raised by the respondents, was that they felt they were not appreciated for filling in the form. For example there was no thank you for spending time and effort in answering the questions.

#### **Recommendation**

- On the first page provide a clear instruction to say who should fill in the form and why it is important for them to fill in the form. There should also be a message of appreciation for participating in the Census.

### **2.1.4 Particular Cases**

#### **Europeans**

The western European short-term migrants interviewed in the study were both fluent in English and were comfortable in filling in the Census form. Two Polish householders took part in the study. One was comfortable in filling in the Census form and one was not. The respondent who was comfortable was fluent in English and had a professional occupation. The second respondent said that she was comfortable but her body language and hesitancy in providing answers suggested to the interviewer that she was not comfortable in filling in an official form. The one Polish short-term migrant who participated in the study could speak, read and write English but said he would not be bothered to participate in the study (22 year old male respondent). He would leave the form for his landlord to deal with. Another respondent recruited for this study defined himself as Polish but his country of usual residence for the last 20 years is the USA. His English however was very limited. He struggled with the form when presented with it. He said he would leave it for his step-daughter who he was visiting to fill it in.

### **Students**

The research found that short-term student migrants who were interviewed and participated in the focus group did think they should fill in the Census. It should be kept in mind that the short-term student migrants who were interviewed were both initially worried on seeing the form for the first time but they both said they would read the form and see what they had to do.

### **Visitors**

Short-term visitors assumed someone else would include them and they did not need to fill in the form themselves. The 2 respondents who are visitors in the country assumed that their relatives would fill in the form. Both respondents were not sure how long they would be staying in the UK, but both suggested it would definitely be less than 12 months.

### **Working Holidaymakers**

None of the Working Holiday Visa holders interviewed in the study saw the relevance of participating in the Census in the UK, even if they had participated in a Census in the country of usual residence. The respondents viewed their stay as temporary and as a holiday with the right to work only to support their stay. They were confused why they should fill in the form and the questions did not reassure them. They would not be inclined to fill in the Census form as it currently stands. They did not see themselves as short-term migrants because they were not mainly here to work and were here only temporarily. For one respondent the idea of being seen as short-term migrant would suggest he was violating his visa which clearly states he is here on a holiday and only allowed to work to support his stay. Amendments would be needed as discussed above to ensure good response rates amongst short-term migrants on working holidays.

### **Short-term migrants but with dual British nationality**

Question 7 currently routes short-term migrants who were born in the UK to question 11. They are not asked to answer question 8, 9 or 10, which are in fact relevant to them. This current routing in the Census form would lose a vital component of accurately measuring the size and nature of short-term migration flows. One respondent recruited for this study had a British passport because he was born in the UK but had left the UK as a baby. He had dual nationality and defined himself by his country of usual residence. The interviewer did ask him to go back and fill in question 8, 9 and 10. The respondent found the questions acceptable. For this respondent it would have been suitable to have been asked these questions.

#### **Recommendation**

- In question 7 correctly route respondents, so that those who happen to be born in the UK also answer questions 8, 9 and 10.

## **2.1.5 Overview of Conclusions and Recommendations**

- Make it clear that Short-Term Migrants are supposed to fill in the Census on the first page by clearly stating who should fill in the form and by addressing the Census form to the residents of the house
- Advertise that Short-Term Migrants should participate on Census night like everyone else in the country (Short-Term migrants do not always feel included and may not realise that they can and should fill in the Census form)
- Short-term migrants need reassurance that everyone completes the same form and there is not one version 'especially' for migrants
- Short-term migrants need reassurance that the form has nothing to do with the legality of their stay in the country and that the data provided is not connected with the information they provided in their migration papers to the UK
- Short-term migrants (except those on working holiday) are willing to participate in the Census whether they have experience or not of filling the Census but they do want to know what the purpose of the Census is and that it is conducted every 10 years
- The form needs to explain why the information is being requested from short-term migrants
- The form needs to explain how the data will be used
- The form needs to explain the benefits of collecting this data
- The form needs to explain how the Census applies to them
- The form needs to explain how long the form should take to fill in i.e. it will be quicker to fill in than it looks
- The 'official' look of the form was positively viewed by the respondents
- Respondents did not know what the logo represented but it was seen as positively adding to the 'officialdom' of the form
- If the questions were too private or too intrusive respondents may skip particular questions in the majority of cases; a minority group would stop filling in the Census form
- The majority of respondents liked the idea of being included with the rest of the population in the Census and filling in the same form
- The majority of respondents understood why the government would want to ask them specific questions such as 'when did you arrive?', 'what is your intention to stay?' and 'what passports do you hold?'. They were comfortable with these questions and fine with it being included in the same form that the usual resident population would also fill in.



## 2.2 Do Short-term migrants consider themselves as Short-term migrants?

A key aspect in understanding whether short-term migrants would respond in the 2011 Census was to examine whether short-term migrants considered themselves as such. If they did not consider themselves as short-term migrants, the interviews explored how they did define themselves. Respondents described themselves in three different ways. The results indicated that the majority of respondents saw themselves as visitors (6 respondents), the minority would describe themselves as a migrant (3 respondents) or a short-term migrant (1 respondent).

The results indicate that the term 'short-term migrants', as defined by the ONS, does not always correspond with how respondents identify themselves. This discrepancy could result in poor response rates not from lack of willingness to participate but rather owing to respondents not realising that they are included in the definition of short-term migrants. To ensure good response rate from short-term migrants there needs to be clear guidance that they should participate in the study in the advertising and on the front page, with details provided about who should be included as a short-term migrant..

**Table 2 Self Definition**

Migrants (by main purpose)	Self Definition	Number of responses
Working	Visitor	1
	Migrant	3
	Short-Term Migrant	1
	Visitor (and then later changed it to short-term migrant)	2
	Student	
Student	Visitor	1
	Migrant	1
Visiting	Visitor	1
Dependent Migrant	Visitor	1
Total		11

### Summary point:

Short term migrants do not define themselves as ONS defines Short-term migrants
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### **2.2.1 Who is a short-term migrant? – The respondents' views**

Vignettes were used to explore in more detail who is a short-term migrant from the respondents' point of view. Time and purpose were the two key issues which influenced how a respondent defined the subject of each vignette. The importance of these two factors reflected the respondent's own migratory pathway to the UK. If respondents had a visa to come to the UK, this influenced how they defined the purpose of their visit and their understanding of a short-term migrant versus a visitor.

All the respondents in the study defined someone who is staying with friends for three weeks as a visitor because of the short time that they are in the country and the fact they are staying with friends. Only 5 of the 11 short-term migrants interviewed discussed whether a person staying for 3 weeks should answer the Census form, three of whom thought he should be included on his friend's form.

The next vignette changed the time, to one month and described someone studying at a university. These two changes created an even split amongst the respondents. Respondents described the character in vignettes in two ways. Half the respondents thought these changes would make the character in the vignette a short-term migrant and half of them defined the character as a visitor. The key issue for those who would describe the character as a visitor was time – namely the short time she would be in the country. For the respondents who would describe the character as a short-term migrant, the key factor was being on a formal study programme. Two householders would include the character on their Census form and one would not. The reason for this difference is that two of the respondents saw the formal study programme as a reason to be included on the Census form and the one respondent who would not thought the described character was in the country for too short a time. These two vignettes suggest that 1 month is too short a time to consistently define a short-term migrant.

The third vignette explored how respondents would describe a character called Michael who is working in the country for 3 months. The majority of short-term migrants (8 respondents) and all the householders interviewed (5 respondents) and the general focus group described Michael as a short-term migrant because he is working and here for a fixed time. The most important factor was that Michael is working and paying taxes. The short-term migrant focus group and one migrant respondent described Michael, however, as a visitor. In the focus group it was discussed that a visitor can work. This may be influenced by the fact that all the participants in this focus group had a visa to come to the UK (student, work or dependent visa). The findings from the next vignette (Nina) suggest that the key factor in respondents' responses to this vignette (most saying he was a short term migrant) was the fact that Michael was working rather than his length of stay. Nina in the next vignette was staying with relatives for her three month summer vacation. All the respondents in the study, including those in the two focus groups, except one short-term migrant defined Nina as a visitor.

The fifth vignette had the dimension of intention to stay and work for one year in the UK. Three of the short-term migrants and two of the householders defined the character that was working and had the intention to stay, as a short-term migrant. Seven respondents described the character as a visitor. For these respondents the important aspect for them was that he had only been in the country for a week at the time of the Census. A key issue of whether the character is included on a Census form is whether he has his own place. If he did sign a tenancy form or had his own place then he should be included otherwise it was considered that after his probation period or only after 2 months should he fill in the Census form. If the character is staying with friends or relatives he should be

included on their form. Three short-term migrants and some respondents at the focus group described Patrick as a usual resident because for them he had the intention to stay for a long time and as such should fill in the Census form.

The final vignette explored how the study participants interpreted the right to come and live in the UK. Five of the respondents described Jane as a visitor because she is here for only four weeks. One month is not sufficient time for respondents to consider someone as a short-term migrant. Eight respondents described Jane as a usual resident because she had the right to come and live in the UK. They all assumed that she was British. The Polish respondent and the American Polish respondent verbally said that Jane must have a UK passport. The other two European respondents considered Jane a visitor because of her short visit in the country and combining it with a holiday.

### ***Findings from Vignettes***

The vignettes showed that:

- 1) People in the country for 1 month, irrespective of reason, are not considered as short-term migrants. However, some would consider those with intention to stay for a long time as short-term migrants even in their first month in the country, though many would not.
- 2) A consistent feature was those who are in the country and working or studying for three months are short-term migrants and should fill in the Census form, although respondents were not consistent on this. Even if three months is used as a cut off, using the term 'short-term migrant' without providing a definition or examples is likely to lead to eligible people being missed from the form.
- 3) If the cut off point for short-term migrant was reduced to 1 month, as considered by ONS, there is a risk that not all persons in this category would be captured even if they were studying or working in the country.
- 4) Those who have the right to work for at least 1 month may not fill in the Census form if they are asked to fill it in during their first four weeks in the country.
- 5) The majority of respondents considered the right to come and live to mean that someone is British. It did not raise issues about European mobility.

### **Summary point:**

For the respondents, someone who is in the UK to work or study and here for at least 3 months is a short-term migrant

## ***2.2.2 Most appropriate cut-off for collecting information***

The in-depth interviews explored how respondents would define a short-term migrant. Two key factors in defining who is a short-term migrant for respondents was the duration of stay in the UK and the reason for being in the UK, namely whether a respondent was working or studying. Those who are on a holiday irrespective of duration of stay were not considered as short-term migrants but rather as visitors. The most frequently cited time one should have spent in the UK working or studying before being asked to participate in

the Census as a short-term migrant was 3 months. The majority of respondents cited times of less than 12 months.

To encourage a good response rate using a definition that respondents instinctively identify with, will certainly increase participation in the 2011 Census amongst this group. For as one respondent commented to the interviewer,

*“... Visitor to me is someone who does not really live in this country. And also I am not a real migrant because I didn't come to England planning to live here for my whole life, or that's what a migrant is to me or at least a few years, which is what I think migrant means to me, so I say, I am a short term migrant..... ” (a female 19 year old German au-pair interviewed for this study who is intending to stay 10 months)*

#### **Recommendation**

- This research indicates that it would be feasible for the ONS to collect information on short-term migrants by reducing the current cut-off which defines who should complete the Census questionnaire from 6 months to 3 months.

### **2.2.3 Getting the terminology right to increase response rates**

The majority of respondents were comfortable with the term short-term migrant. However, the challenge as has been highlighted already is whether the respondent realises that they are included in that description. Clear instructions right at the start of who is a short-term migrant and that they should take part in the Census would overcome this. Only a few respondents suggested alternative terminology which could be used in the Census.

A respondent highlighted the negative connotations associated with the word migrant. To address this, a respondent proposed the use of long-term visitor. The short-term focus group proposed the temporary resident. One of the working holiday respondents suggested guest as a way to describe visitors in the country.

## 2.3 Specific Issues for Short-Term Migrants

All the short-term migrants were willing to answer the question. We will explore these issues in more detail below examining the issue of accuracy and acceptability of including an intention to stay question.

### 2.3.1 *The implication of an inclusion of an intention to stay question*

None of the respondents said that any of the questions would stop them filling in the Census form. When asked specifically about question 10 on intentions to stay none reported it would stop them filling the form in either. Some respondents were aware that this was a question specifically for migrants and this did not worry them. They were able to answer the question but the accuracy of their answer did cause them to worry about the question. Some respondents suggested deleting the question because they were worried about the process of answering the question and the accuracy of their response. Only one respondent highlighted that some respondents may be worried about the question but they were not worried themselves. In the next two sections will discuss the acceptability of the intention to stay question and the accuracy of the response.

#### **Summary Point:**

Respondents are willing to answer a question on intention to stay

#### ***Acceptability***

Some respondents actually liked the question and thought it was a good question to ask to find out how long people from overseas are staying in another country. This was supported by the observation that their country of birth was also asked and it is good to know about the people in the country. One of the reasons respondents were pleased to answer these questions was because the government could help migrants in the country.

Some respondents were aware that question 10 was specifically for short-term migrants and they were comfortable with this even if they found it hard to answer the question because they were not sure of their plans. A solution to increase the acceptability and willingness to answer the question would be to add the option not sure. This would allow the respondents to have an option that best fits their answer rather than being forced into a category which does not fit their situation.

The focus group of short-term migrants explored what questions would be acceptable to ask short-term migrants before they saw the individual questions. They proposed that it would be possible to ask a form of intention to stay question to highly skilled migrants only. They suggested asking how long have you stayed here. This is a simpler question to answer. This exercise reiterated the willingness of short-term migrants to answer a question on duration of stay question. When they were shown Q10 they did not think it was too personal and thought this was a relevant question to ask.

For one respondent on a working holiday she understood the question but she was uncomfortable with it. She would not have been willing to answer the question which she thought was pointless because plans change. She did not know how long she would be in the UK because it depended on a number of factors including home-sickness and

finances. An option such as not sure would overcome a respondent's anxiety when they do not know their situation and prevent them being anxious of the question itself.

Overall, it would seem that it is possible to ask a question on intention to stay however the current wording of the question does not help achieve accurate answers. We would recommend that the question options should have a not sure option. This would be an easier question to understand and the recall and judgement process involved would reduce the amount of steps that respondents have to go through to answer the question. There is a potential risk that respondents who are not completely sure may choose this option even if they do have plans. Ideally the new category or the question should be worded such that it is clear that if they have a current planned length of stay they should choose that option and only choose not sure if they have not current plans. This would increase the accuracy of response. We will now move to look at this in the next section.

### Summary Point:

The majority of respondents found the intention to stay question acceptable and were willing to answer the question

### Accuracy

*"This is an easy question to answer but still there are chances of getting fluctuations. For example if someone has to leave the country before the time that they mentioned" (male 28 year old Indian dependent respondent interviewed for this study)*

It was pointed out that some people maybe worried because they have something to hide but the respondents themselves had no problems. In this case they would not fill in the form. The banded options did help some respondents but for others it complicated it when they felt they were on the borderline of categories they were not confident in their choice or if they did not know how long they will be here. For example respondents were not sure how long they would stay although certain they would be here for less than 12 months. Which option they choose reflected on their judgement of best fit.

It was considered that those who have fixed plans would find this question easy to answer. However, apart from two respondents who had fixed plans (a French and Polish respondent) all the other respondents evaluated how best to answer the question. The majority of the respondents calculated how long they are intending to stay by correctly including the time they had spent (6 out of 11 respondents). However, for some respondents the current wording of the question is confusing. It has two time clauses one in the future and one in the past. This is difficult for respondents and especially for those who are not very fluent in English, to comprehend, recall and calculate the correct answer and then to make a judgement of how best to answer the question. This reduced their ability to answer the question and answer the question accurately. As one respondent said "If they want to know about us, just simple things they can ask it, in more simple way, in simple words" (female 24 year old Indian student who was interviewed). This respondent for example did not include the time she had already spent in the UK in her calculation of intention to stay.

*“...It’s an easy one but I think the 8<sup>th</sup> one and the 10<sup>th</sup> [question] it can be makes more simple. Its not very tough but it can be made more simple”.  
(Female, 24 year old Indian student who was interviewed).*

For ONS to be able to include an ‘intention to stay’ question with a time reference it is recommended that ONS rewords the questions as suggested below. This would ease the comprehension, recall and judgement process that respondents had to go through to answer the current question. This would generate a better response rate amongst the heterogeneous short-term migrant population in the UK.

How long do you intend to stay in the UK from today? Please answer based on how much longer you intend to stay. Do not include the time you have already spent here.

- Less than 3 months
- 3 Months or more but less than 6 months
- 6 Months or more but less than 12 months
- Long-term – 12 months or more
- Not sure

As question 8 asks when did you most recently arrive, it is possible to calculate the entire duration of stay.

The accuracy of short-term migrants’ response was complicated because they felt they were not certain about their plans. Some migrants highlighted that they were not sure because it depended on their family circumstances, their husband’s plans, for example, or their success on their course. They then decided on a best fit choice using the bands. Six respondents were certain of their choice. However, 3 of the respondents in this category decided to choose the banding option which gave them the greatest room for manoeuvre, that being long term -12 months or more. This could highlight an underlying issue that short-term migrants when they respond to the 2011 Census would be worried that they will be held to account for how they answered this question. To address this there is a case for providing an explanation about the purpose of the question and a clarification that it would never be linked to what they actually did in practice.

To address the issue of accuracy, an option such as *not sure* would ease the recall, judgement and answering process for respondents as they would have an option that more appropriately fits their true answer. This would increase the acceptability of this question.

All the respondents said they found the question acceptable but they found it difficult to answer as mentioned above. Considering the diversity of the short-term migrant population in the UK it would be wise for the question to be simplified to improve the accuracy of response.

#### **Recommendation**

Respondents found answering an intention to stay question difficult. They were not able to answer the question accurately

We would recommend the question being re-worded and having an option of not sure

### **2.3.2 Reaction to identity and migration questions**

The majority of respondents found the identity and migration questions easy to answer. There was a mixed reaction to the migration and identity questions. Some respondents felt there were too many questions. In contrast one migrant interviewed thought that there should be an additional question included in the form which asked migrants if they have relatives already in the country. This she thought would highlight links to the country. The short-term migrant focus group explored which questions could be asked of short-term migrants in the Census form before they were asked to fill in the individual questions. This exercise identified the following questions.

1. Can ask about respondent about their visa expiry date
2. Can ask about the Intended length of stay for highly skilled migrants
3. Can ask the respondent whether they would like to change your visa status
4. Can ask the respondent's employment history in the UK

These suggestions illustrate the acceptability amongst short-term migrants of answering migration and identity related question in the census.

Some respondents found the individual questions repetitive, for example it is possible for respondents to repeat their country of usual residence or the nationality in question 7, 11, 12, 15 and 16. The respondents suggested some these questions should be deleted or merged for example merging question 11 with question 7 to reduce this repetitive aspect. Only one respondent raised the point that some people could be concerned amount the number of questions and think it was sent to migrants particularly to check up on them.

*“There seems to be a lot of questions... especially because I think some people are so worried about their visas and being allowed to come and working temporarily in the country they maybe scared off by being asked quite intrusive questions. To be honest if there was nobody sitting down asking you to fill it out then it would be very easy not to fill it out because of that one concern about the visa...” (A male respondent on a working holiday in the UK) (Male, 24 year old, Australian on a working holiday to the UK who was interviewed)*

Some respondents felt that they would leave out questions that they did not like (question 16) or found difficult to answer.

#### **Individual Question Feedback**

The majority of respondents did not have a problem answering Q8<sup>1</sup> and found the question very acceptable. They were all were happy to answer the question about when they arrived in the country. It was a basic question and except for one respondent the rest all clearly remembered the month and year of their arrival. One respondent even told the interviewer the time of her arrival in the UK. For the majority of respondents they had planned and saved to come to the UK. It was clear date in their mind. The only respondent who did not understand the question had limited English and thought the question was asking how many months and years he had been in the country. This information he was willing to give.

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<sup>1</sup> Individual question Q8: If you were not born in the United Kingdom, when did you most recently arrive to live here? Do not count short visits away from the UK



The respondents on a working holiday in the UK were confused by the idea of living here because they felt they were only temporarily here in the UK and were not sure if they were living here. One respondent felt she was staying here, not living in the UK.

None of the respondents had any problems with question 11<sup>2</sup> even those with limited English. It was question they were used to and they were all certain which passport they had. They were comfortable in answering this question. Respondents did have problems understanding question 12<sup>3</sup>, in particular finding it hard to understand whether the question was referring to 30 days consecutively. The majority of respondents missed the option “Yes outside the UK, write in country”. They were willing to answer the question. Question 15<sup>4</sup> was considered a standard question by respondents. Question 16<sup>5</sup> was not a comfortable question for respondents from Oceania. The respondents from Oceania did not have experience of filling in a similar ethnic question. They found the question Anglo-centric, condescending and the majority of respondents from Oceania did not like to categorise themselves in this way and thought some respondents maybe offended by answering such a question. One of the European respondents found it was acceptable to choose one of the sections in question 16 but found it strange to tick a box which best described her ethnic background. She thought it was strange to ask this because she questioned whether she had a national identity or ethnic identity. The other respondents from Europe and all the respondents from Asia in contrast found the question acceptable.

## **2.4 Understanding of who is a householder and who is a visitor**

The Census is divided into three sections, the household questions, the householder (individual) questions and the visitor questions. The Census asks that each householder provides their full information whereas visitors only need to provide their name, gender age and address. For short-term migrants to complete the Census the instructions need to make clear who is a householder and who is a visitor. For the purpose of study, the test Census form asked people who were staying at an address in the UK for over one month to be treated as a householder.

This section explores whether respondents (both householders and short-term migrants) had an appropriate understanding of who to include as a householder and who to include as a visitor. All respondents were asked to read the instructions on how to complete the Census. They were then asked to complete Questions H1-H5 to test their understanding of who to include as a householder and who to include as a visitor. The processes behind how respondents decided who to include under which classification was explored.

### **2.4.1 Respondents' views of the instructions**

The first elucidation of who should fill in householder (individual) questions and who should fill in visitor questions is contained within the instructions on the second page of the Census. The aim of this section is to explore whether respondents read and understood the instruction page, and how the instructions could be made clearer.

#### ***Did respondents read the instructions?***

Respondents manifested four different behaviours in regards to reading the instructions on page two:

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<sup>2</sup> Individual question Q11 What passports do you hold?

<sup>3</sup> Individual question Q12 Do you stay at another address for more than 30 days a year?

<sup>4</sup> Individual question Q15 How would you decide your national identity?

<sup>5</sup> Individual question Q16 What is your ethnic identity?

- 1) Respondents read the instructions carefully
- 2) Respondents skim read the instructions (but referred back to them if they encountered a difficulty)
- 3) Respondents skim read the instructions but did not refer back to them
- 4) Respondents did not read the instructions at any point and proceeded straight to answering the household questions.

How respondents defined householders on the form depended on to what extent they are thoroughly read the instructions.

### ***Did respondents understand the instructions?***

There was some variation in how clear respondents considered the instructions to be. Some thought the instructions were clear and comprehensible whilst others thought they were difficult to follow. It was noted that respondents whose first language was not English would find them particularly problematic. One householder (who is was originally from Sri Lanka but who settled in the UK over a decade ago) made the following comment;

*“I personally feel these instructions are not clear. I think... for a person who hasn't lived here a long time it will take them a good two or three attempts to understand these instructions.” (Female, 36, Householder Interview).*

Interviewer observations confirmed that respondents for whom English was a second language struggled with the instructions. For example it was noted that a Polish short-term migrant skim read the instructions picking out the words they recognised but ignoring the rest. Another Polish respondent ignored the instructions entirely. Even short-term migrants with excellent English skills expressed some linguistic difficulties with the instructions.

The instructions being separate from H1-H5 was described as being unhelpful by respondents. One French respondent (who was in England on an internship for established global business, and thus had highly developed English language skills) stated that even though she had no problem reading the instructions it is particularly hard to retain large quantities of detailed information when it is not presented in your first language. Although she understood the instructions as she was reading them it she forgot what she had just read as soon as it came to answering H1-H5. The burden of translating, processing and retaining the instructions was too great a cognitive load.

Therefore, it was suggested that including brief instructions by the actual questions would be an easier way to absorb information, particularly for those who have to mentally translate all the information. Alternatively, instructions could be provided in a way which means they can be read along side Census questions throughout the questionnaire (for example on a fold out flap).

*“Just one line [of instructions] by each question and then, maybe, it would be more easy.” (Female, 22, Short-term Migran Interview)*

Providing more detailed information for each question (either in the question stem or following on the question) could be a way of ensuring both skimmers and respondents for whom English is a second language take on board all the pertinent information required to answer as it is intended.

## 2.4.2 Users' Experience of Householder questions (H1-H5)

The first five Household questions on the Census (H1-H5) are designed to capture how many householders usually live at a given address as well as how many visitors are staying overnight at the address on Census night. This section provides an overview of the problems respondents (both migrants and usual residents) encountered whilst completing these questions.

### *Users' experience of answering H1-H3*

The purpose of questions H1-H3 is to establish the number of householders living at an address. H1 provides a checklist asking for all the types of people who might feasibly be at an address (family, tenants, children etc) and is designed to help indicate who should be included as a householder at H2-H3. H2 asks for the number of householders at the given address and H3 asks for the names of each householder at a given address.

Unfortunately, respondents had numerous problems when answering H1 and therefore errors when answering were commonplace. The two main errors were not noticing or ticking the 'myself' option, and omitting to tick all the boxes applicable to their household. Critically, the final option, designed to capture short-term migrants living at an address was overlooked by respondents. In some cases this led to short-term migrants being wrongly classified as visitors (this is explored further in 2.4.4).

The three principle sources of confusion at H1 were:

- The large number of options.
- The fact that response options overlapped (i.e. one person could fall into several categories).
- The fact some respondents struggled to understand the text as English was not their first language.

Reasons for not ticking the 'People at this address who have come from overseas to live in the UK for one month or more' option came from respondents not reading the whole list. All of the above sources of confusion are potential contributory factors to respondents not reading the list fully.

The large number response options was prohibitive to skim readers assimilating the whole list. Items further down the list were more likely to be missed. Respondents only read as much of the list as they felt necessary to answer the question, For example:

*"I know I live in this flat and the only person who usually lives with me is a student so no, I didn't read all the people." (Female, 22, Short-term migrant interview).*

The above respondent was a French lady on a student work placement in the UK. She lived in a flat with one other foreign internship student. As there were two people living in her flat, once she had ticked two applicable options she felt there was no longer a need to continue reading down the list. She therefore missed the final option that would indicate that short-term migrants were staying at the named address.

Overlapping response categories were in themselves confusing to respondents. For example one short-term migrant staying in the UK temporarily to work as musician stated that if his brother (who he was staying with) were to tick all categories applicable to himself alone, he would be classed as:

- A family member
- A lodger

- A person who works away from home
- A person staying temporarily who doesn't have another UK address; and
- A person from overseas who has come to live here for at least 6 months.

The fact that one person can be classed multiple times was counter-intuitive to respondents.

In terms of structure and content questions H2-H3 were less problematic to respondents, although due to not fully reading instructions or H1 not all respondents were clear on who to include as a householder. Respondents' understanding of the householder visitor distinction is explored at length in the following sections (2.4.3 and 2.4.4).

### ***Users' experience of answering H4-H5***

Questions H4-H5 were designed to capture everyone else staying at the named address on Census night who had not already been mentioned at H1-3. Although respondents claimed to experience no difficulty understanding and answering H4-H5, mistakes were made here by default, as respondents included people as visitors who should really have been included under the previous questions. This further emphasises the need for greater clarity of who is to be included as a householder.

### ***2.4.3 Short-term Migrants' understanding of Householder/Visitors distinction***

This section explores whether short-term migrants understood the distinction between a householder and a visitor.

#### ***General Understanding of the term 'householder'***

Short-term migrant respondents (who participated in either an interview or a focus group) had various conceptions on who should be considered as a householder. After reading the instructions and completing H1-H5 the respondents understanding of the term 'Householder' was explored as well as what it meant by the term 'usually live' (as used in H1). Their understandings of the term 'householder' included the following:

- Someone who 'usually lives' at the address
- Someone for whom the named address is their permanent address
- The landlord of the address only
- The head of the family at the address
- The home owner of the address only
- Someone who rents the address
- Someone whose name is on the tenancy agreement
- Someone who contributes to bills at the address
- No understanding of the term householder (i.e. had not heard the term before)
- Misinterpretation of the term householder (e.g. someone who lives in a house rather than a flat).

Variations in understanding stemmed from different preconceptions of the terms used and how much of the Census instructions and text they had taken on board. One issue raised is that short-term migrants for whom English was a second language could struggle with the terminology. This indicates the need for the Census to be easily accessible in other languages.

It should also be noted the phrase 'usually live' presented respondents with difficulties. For example, one respondent, who has been staying with his brother in the UK discussed how the phrase usually live, when applied to short term migrants, could be ambiguous.

*"It's quite tricky as I've only been in the UK for 2-3 months and in that time I've only lived at that address. So I guess you could say I usually live there but then you could just as accurately say I usually live in New Zealand."* (Male, early 20s, Short-term Migrant interview).

This highlights the importance of the question stem (and instructions) providing a clear description of who to include at H1-H3. For instance, the above could be clarified if there was an instruction that stated a householder is someone for whom the named address is their, "main UK address."

### **General Understanding of the term 'visitor'**

Short-term migrant respondents also had various conceptions of who should be considered as a visitor. After reading the instructions and completing H1-H5 the respondents understanding of the term 'visitor' was explored as well who should be included as a visitor at H3-H5. Understandings of the term 'visitor' included the following:

- Someone staying at the address for a few nights only
- Someone staying at the address for less than one month
- Friends and relatives staying at the address
- People from overseas staying at the address
- Someone staying at the address while on holiday
- Someone staying at the house whose name is not on the letting agreement
- Someone who stays at the address who does not contribute to the household (by paying bills etc)

Again, variations in understanding stemmed from different preconceptions of the terms used and how much of the Census instructions and text had been absorbed. It is important to note that some confusion arose with short-term migrants considering themselves as visitors, particularly those who were staying in a household with usual residents of the UK. For example, one respondent (an Indian sharing a house with two usual residents whilst his wife completes a six month work placement in the UK) described himself as being a visitor. He described visitors as being:

*" People like me."* (Male, Aged 28, Short-term migrant Interview)

Short-term migrants classing themselves as visitors is potentially problematic for the Census form, as if they believe they are visitors they could be more inclined to complete the visitor section only of the section rather than give their full details in the householder section. How short-term migrants defined their status in terms of the Census is discussed below.

### **Did short-term migrants include themselves as householders on the Census?**

All short-term migrants interviewed included themselves as Householders during the cognitive interviewing, including respondents who, when asked, described themselves as visitors. However, this could be an artefact of the survey situation, as all respondents were asked to fill the survey in and thus assumed the role of the main form-filler, who would be a householder.

Nonetheless, short-term migrants still did make errors when it came to classifying themselves as householders or visitors. The principle classification made occurred when

short-term migrants classified themselves as both householders and as visitors simultaneously. This issue needs to be addressed as if people count themselves twice on the Census form this could lead to overestimations of the overall population in the UK on Census night.

Respondents who double-coded themselves did so because they felt the term visitor pertained to themselves. It was noted the answer options three of the answer options given at H4 could be misinterpreted as applying to short-term migrants. These three options, and why they were misconstrued as being applicable, are detailed below:

- 1) *People who usually live outside of the UK who are staying in the UK for less than one month.* One Polish respondent included himself and his wife as visitors under this option because when he completed the Census he had been in the Country less than one month, although he intended to stay for longer. English was not his first language so it is possible this mistake was due to misinterpretation of the tense of the verb 'staying.'
- 2) *People staying at their second address in the UK, for example, for work.* The phrasing of 'second address in the UK' is ambiguous. Short-term migrants in the UK could consider their address in the UK as their second address. It is not clear that in this context the options refers only to people with two UK addresses.
- 3) *People on holiday.* Short-term migrants could have tourism as their sole or secondary purpose for being here. Therefore they could reasonably assume this option at H4 applies to them.

Owing to fact the answer categories at H4 could overlap with short-term migrants perceptions of themselves (they view themselves as visitors and visitor description appear to apply to them) it is imperative the Census makes it clear that being a householder and being a visitor are mutually exclusive.

#### **2.4.4 Usual Residents' understanding of the Householder/Visitor distinction**

It is assumed that short-term migrants who live in households with usual residents will not be the main form-fillers. It is therefore important to establish whether usual residents who house short-term migrants (be it relatives or tenants) understand the distinction between householder and visitors as given by the Census.

##### ***General Understanding of the term 'householder'***

Usual resident respondents (both people who house short-term migrants and members of the general population focus group) had various conceptions on who should be considered as a householder. After reading the instruction and completing H1-H5 the respondents understanding of the term 'Householder' was explored as well as what it meant by the term 'usually live' (as used in H1). Their understandings of the term 'householder' included the following:

- People who normally live at the named address (most of the year).
- People who live at the named address all the time.
- People who own the named address.
- People who stay at the named address.
- People who pay rent to stay in the named address.
- People whose names are on the lettings agreement and the named address.
- People for whom the named address is their 'permanent address.'
- People who consider the named address as their 'home'.

- No understanding of the term householder (e.g. they had not heard the term before).

Usual residents varied on what factors determined whether a person was a householder or not. To simplify these factors were:

- 1) Permanency of stay (i.e. they are a permanent fixture, not staying there temporarily, no plans to move).
- 2) Formality of living arrangement (i.e. if they own the house, pay rent or are registered as living there).

Who usual residents classed as a householder varied according to what factors they considered as important to defining a householder. For example, respondents thought who thought permanency of stay was important would not include people from abroad as householders if they had definite plans to leave. Likewise people who viewed formality of living arrangement as a factor would not include guests staying with them as householders even if they were staying with them in the UK an extended period of time.

### ***General Understanding of the term ‘visitor’***

Usual residents also had varying views on who to class as a visitor and tended to be the converse of who each individual considered as a householder. Different conceptions of the term ‘visitor’ included:

- Someone with no legal right to stay in the house (does not own it or pay rent)
- Someone who doesn’t normally call the address ‘home.’
- Someone who has another address they call home.
- Someone who stays at the address for social reasons but does not stay for long
- Someone who stays at the address for over a month (as listed in the examples at H1).

As with short-term migrants, variations in understanding of both householder and visitor stemmed from different preconceptions of the terms used and how much of the Census instructions and text had been absorbed.

### ***Did usual residents include short-term migrants as householders on the Census?***

Usual residents who housed short-term migrants did not always include them as Householders in H1-H5. It is anticipated that if short-term migrants are staying with usual residents of the UK on Census night the short-term migrants will not be the ones responsible for completing the Census form. This means that even if short-term migrants are willing to complete the Census they may still be excluded if they are not the main form-filler at their UK residence. For the Census to be able to collect full details of Short-term migrants it is imperative that usual resident main form-fillers include all details of those staying with them.

Usual residents failed to class short-term migrants currently living with them as householders for numerous reasons. The three main reasons cited by these respondents for not including migrants were:

- 1) Not seeing the instruction to include short-term migrants at H1 ( i.e. the option that read people at this address who have come from overseas to live in the UK for 1 month or more, including workers, students)
- 2) Having their own preconceptions the householder/visitor distinction
- 3) There not being enough space on the form to include their family and the short-term migrant staying with them, so space is prioritised for family members.

We have already noted in this section how respondents do not always fully read the instructions or the questions listed at H1-H5. As iterated in section 2.4.2 the number of response options at H1 is prohibitive to respondents reading the whole list. One householder describes why he did not read all the response options at H1 and subsequently omitted to include the short-term migrant staying with him as a householder.

*“I guess I never expected the last options to apply to me. I guess you expect with forms the complicated options are at the end, and I thought the complicated options are not likely to apply to me.” (Male, late 30s, householder interview).*

The length of the list was H1 is prevented this respondent seeing the final option to include ‘People at this address who have come to the UK from overseas for one month or more.’ This again highlights the need for this list to be simplified and shortened.

Respondents preconceptions about who is a householder and who they included as a householder. For example, relatives staying respondents for extended periods as guest were not considered people who “usually” live in their house:

*“ My brother doesn’t count [as a householder]! I guess when you get married and have kids you bracket yourself off from the rest of the family somehow.” (Male, late 30’s, Householder Interview)*

The preconception of his brother as distinct from the normal family unit prevented this usual resident from classing him as a householder, despite the fact his brother had been living with him in the UK for a number of months. Instead this respondent classed his brother as a visitor who was “here on holiday.”

Similarly respondent had preconceptions of who to include as a visitor. In the context of the survey the term visitor is very specific (i.e. people staying overnight on Census night who are not Householders, with Householders being defined as A or B or C or D or E etc). However, respondents still use their own general concept of who is a visitor when answering the household questions, not the specific definition laid down in the Census. Guests in the home from abroad (family or friends) who did not pay rent were universally considered as visitors regardless of their length of stay.

*“ I don’t think people who are coming here for a month as a guest should be included as a householder... People do come to visit for a month or more, for example from Australia, but I wouldn’t call them a householder.” (Female, Aged 37, Householder Interview).*

This indicates that the Census definition of a visitor needs to be made more obvious to the respondents.

Further to fact that usual residents did not always include short-term migrants staying with them as householders, usual residents who did include short-term migrants tended to make the mistake of double-counting i.e. they included short-term migrants at H1-H3 as householders and again at H4-H5 as visitors. This demonstrates the need for it to be obvious the two categories are mutually exclusive.



## 2.4.5 Conclusions and Recommendations

### General Conclusions

- Not all respondents read the Census instructions
- Respondents who did read the instructions did not always find them clear. This was particularly true of respondents who did not speak English as their first language.
- Respondents found it unhelpful that the instructions of who to include in Census were separate from questions H1-H5.
- Respondents did not always answer the list at H1 accurately.
- Respondents thought the list at H1 was too long.
- Respondents found the overlapping answer categories at H1 confusing.
- Respondents (both usual residents and short-term migrants) had inconsistent ideas of who to include as a householder.
- Respondents (both usual residents and short-term migrants) had inconsistent ideas of who to include as a visitor.
- Respondents' understanding of who to include as a householder and who to include as a visitor was influenced by their existing preconceptions of the terms.
- Short-term migrants could be mistakenly classified themselves as both a householder and a visitor on the Census.
- Usual residents who housed short-term migrants mistakenly classed the migrants as visitors on the Census form.

### Recommendations

- Instructions on who to class as a householder and who to class as a visitor need to be made clearer. Succinct definitions should be available for respondents to refer back to.
- Where possible sufficient information on how to answer questions H1-H5 should be made provided by each question so respondents don't need to refer back to the instructions to answer correctly.
- The list at H1 needs to be shortened or simplified to encourage respondents to read all the options.
- Asking respondents to code yes or no for each option at H1 could encourage them to read the whole list.
- A clear instruction needs to be given at H4 that in terms of the Census the term visitor specifically refers to people who usually live at a different address in the UK.
- A clearer instruction needs to be given to not double code individuals as both householders and visitors.

## 2.5 Specific Issues for Usual Residents

### 2.5.1 Perceived importance of collecting information from Short-Term Migrants

All usual residents who took part in the research (either in a householder interview or the general population focus group) were asked whether they thought it was important for the Census to collect full details from short-term migrants. This line of enquiry produced

varied responses. Respondents reactions on why it is important to collect information on short-term migrants are listed below:

- Information should be collected as it completes the snapshot of who is in the UK at a given time.
- Knowing who is here important as there is a need to know how many are likely to use resources e.g. healthcare, transport, police.
- Accurate information about number of people staying in the country is important for Government decisions on the allocation of funding to resources.
- Everyone who is in the UK is somehow contributing even if they are only here short-term.

Conversely respondents also noted reasons why they thought it was not necessary for the Census to collect full information from short term migrants. These reasons included:

- Information about short-term migrants is already collected in other places, e.g. visas, council tax, electoral register etc it does not need to be collected again
- The short-term migrants who receive the census would be the ones who are already registered as living in the UK in which case their details will be readily known. Non-registered migrants and illegal immigrants are not likely to respond.
- It was though the Census was not relevant for people here on holiday, particularly those not entitled to free services.

As discussed in section 2.4 respondents had varying ideas about who to define as a short-term migrant, and at what stage it becomes important to collect their data. In general it was thought that including information on why it was important for all people to complete the Census would be beneficial.

### **2.5.2 Effects of including an intention to stay question on response**

A key research question addressed throughout the project was whether the inclusion of an 'intention to stay' question would prevent people from responding to the Census. This section looks at whether usual residents are put off in general by questions that do not apply to them when they fill in a form and whether they feel it is appropriate to ask an intention to stay question.

#### **General reactions to non-applicable questions**

Usual residents were asked what they usually do if they come across questions that do not apply to them in a questionnaire. All respondents stated they had no problems being asked questions that are not applicable to them.

*"Just because the question doesn't apply to me doesn't mean that the question doesn't apply to anyone else." (Female, 24, Focus group)*

*"I'd just carry on... If it is something that doesn't apply to myself or my life I'd just move on." (Female, 22, Focus Group).*

Usual residents appreciated the need for questions to be asked of some groups and not others. Respondents stated that when they come across non-applicable questions they

either skip them or write non-applicable (n/a) in the appropriate slot. It was not thought that there were too many non-applicable questions in the Census.

### ***Initial response to the intention to stay question***

All usual resident respondents were asked to complete Q1-16 as if they were completing the Census at home. Exploration of the respondents' reactions to the questions were tested retrospectively so not to interfere with the answering process.

Initially, due to the routing system in place at Q9, usual residents tended not to notice Q10 (the intention to stay question). The following focus group interaction demonstrates how the existing routing works so well that usual residents do not even see this particular question:

#### Focus Group Interaction

R3: I just skipped right part that [Q10].

R7: Because the instruction said go to Question 11.

Interviewer: Did any of you actually read Question 10? [No one had].

R7: It said go to Question 11.

R2: We just do as we're told! [Group laughs].

(R2= Male, 66; R3= Female, 35; R7= Male, 38).

From this it is anticipated that usual residents may not always notice this question, and therefore will not be put off by its presence on the Census.

### ***Acceptability of intention to stay question***

As usual resident did not immediately notice the intention to stay question, respondents were directed to the question upon completion of the form. Respondents were then asked if they found the question acceptable to ask or not. It was felt important to explicitly examine whether usual residents found the question acceptable, as although none of our respondents noticed the question the sample size was relatively small. Therefore we cannot presume that this question will be overlooked by all usual residents completing the Census when it is in the field.

The acceptability of intention to stay question varied. On the one hand respondents thought the question was seen as acceptable to ask, and (critically) the question would not stop them filling in the Census.

*"It seems innocuous enough." (Male, 30s, Householder Interview)*

*"It's a Census about who is living in the country, so if you are planning on living here for longer then fine. I don't think there is anything wrong with that." (Female, 22, Focus Group).*

*"I don't think I'd have a problem with it." (Female, 35, Focus Group).*

On the other hand respondents noted that some short-term migrants may not feel comfortable answering the question. For instance, respondents noted that short-term migrants on a limited visa might feel nervous about answering if they intended to stay beyond their visa period. Likewise respondents noted that people in the country under false pretences or without government knowledge would naturally be concerned about answering this question and therefore might not give honest answers.

*“ Some people will be truthful but I won’t say everyone will be.”  
(Female, 36, Householder Interview).*

As before, how appropriate it is to ask this question of short-term migrants was viewed as being dependant on how long the migrants are staying in the UK and for what purpose.

### **2.5.3 Reaction to identity questions**

Besides being concerned about how usual residents will react to the intention to stay question, a secondary research question was whether usual residents would be put off by the number of identity related questions in the 2011 Census. This section explores how usual residents react in general to questions they don’t like and their reactions to the number and content of the proposed identity questions.

#### ***General responses to questions if they are not liked.***

Usual residents were asked what they would normally do if they came across a question they did not like in a survey. Respondents stated they would exhibit one of three separate behaviours if they come across questions they don’t like in a survey.

- 1) Answer the question anyway- They know the question is for a purpose and would answer to the best of their ability. Would check for assurances of confidentiality.
- 2) Skip the question but continue to complete the form
- 3) Stop completing the form

The final behaviour demonstrates the importance of making sure respondents are not put off by the new identity questions, although it should be noted that completion of the Census is viewed as being more obligatory than a standard survey. It is anticipated that final behaviour would be less prominent in the usual resident population.

#### ***Reactions to the identity questions***

As previously stated all usual resident respondents were asked to complete Q1-16 of the Census as though they were completing the form for real at home. Reactions to the identity questions were explored retrospectively so not as to interfere with the answering process.

The general population focus group thought that all the identity questions were appropriate to ask. They did not think that the overall Census response rate would be influenced by the inclusion by the block of question on identity.

*“ If you have decided to take the time to fill it out you presumably agree with the whole idea of it. You won’t be put off by one thing.” (Female, 24, Focus Group).*

It was thought by the Focus Group that any issues they may have regarding the identity questions are not because the questions are inappropriate but rather concerns about what the resultant data is used for. This is illustrated in the interaction below.

#### Focus Group Interaction

R4: I don't have a problem answering any of that but you don't actually know what they do with it...

R9: They usually lose it! [Group laughs].

R4: I think that is the thing; what do they do with it? I think if that was clearer people may have less of a problem answering.

(R4= Female, 35; R9= Female, 64).

Similarly, usual residents who took part in householder interviews voiced no specific objections to answering any of the identity questions. However, interviewers' observations suggest that householders who themselves were recent migrants seemed more reticent about the content of the questions. These householders stated they would answer these questions themselves and would have no problem doing so. The difficulty for such householders may come not for themselves answering, but for filling the form in on behalf of other people.

#### ***Reactions to the number of identity questions***

As well as commenting on the content of the identity questions usual residents were also asked their opinion on the number of identity questions. One respondent commented on the number of identity questions. He found it hard to distinguish between Q15 and Q16, and therefore thought Q15 should be dropped. Aside from this the number of identity questions was not adversely commented on, although the number of questions on the Census in total was. Respondents thought that:

- In general the large number of questions in the Census was considered off-putting.
- Large quantities of questions were particularly disconcerting for those whose first language was not English
- Large quantities of questions were also disconcerting for householders who have to fill in the form for multiple people living in their house.

This demonstrates that avoiding inclusion of unnecessary questions in the survey is particularly important to encourage response among some householders who don't speak English as a first language (potentially those most likely to be housing short-term migrants). It also demonstrates the importance of making it clear that the Census is available in other languages. However, the addition of the new identity questions is not by themselves reduce response rate due to survey length: the problems of length pertain to the overall length of the form.

#### ***Understanding of the identity questions by usual residents***

Although usual residents expressed no concern about the answering the identity questions, cognitive testing revealed that respondents did not fully understand what some questions were asking. Respondents encountered problems answering both Q8 and Q12 and these are discussed below.

Confusion arose around the meaning of Q8 (If you were not born in the United Kingdom, when did you most recently arrive to live here? Do not count short visits away from the UK). Respondents who were not born in the UK were confused by what was meant by their arrival date.

*“ Do they mean when was the first entry to the UK (with intention to studying, working or whatever it might be) or your last entry, like if you went away for 6 months and you just came back?” (Female, 24, Focus Group).*

*“ Shouldn’t it say when did you most recently arrive like normal forms?” (Male, late 30’s, Householder Interview).*

The instruction not to count short visits was considered ambiguous. As the UK contains a high immigrant population it is important that this question is clear and universally understood. Clarity at Q8 will be important to prevent people who were not born in the UK but have lived here a number of years from mistakenly answering the intention to stay question intended only for short-term migrants.

Confusion also arose at Q12 over what was meant by ‘staying at an address for more than 30 days per year.’ The respondents were unsure whether this meant 30 consecutive days or 30 days in total.

*“ Does it mean 30 days in a row or in a year?” (Male, late 30s, Householder Interview).*

One respondent gave the example of regularly staying at her boyfriend’s house and was unsure whether to include this. Respondents were also unsure whether to include holiday addresses, as some people holiday for over 30 days per year. Respondents also repeatedly failed to notice the final tick box.

#### **2.5.4 Difficulties for usual residents including short-term migrants staying with them on the Census form**

This section discusses the difficulties encountered usual residents who have to provide the details of short-term migrants staying with them on the Census form.

##### ***Difficulty knowing who to include***

As previously discussed in section 2.4.4 usual residents did not always include short-term migrants staying with them as householders on the Census form. Short-term migrants were often mistakenly classed as visitors on the form. Definitions of who to include need to be made clearer to aid main form-fillers.

##### ***Concerns over burdening guests in home***

Although some usual residents understood the Census wanted them to include short-term migrants as householders, they felt loath to do so. This was due to the fact that respondents felt:

- A) The Census was not relevant to the person staying with them
- B) The Census might worry people staying with them.

Main-form fillers felt that the Census was not relevant to people staying in their home if the person in question was a relative whose sole purpose for being in the UK was to visit them (i.e. they were not working or studying). Therefore, even if a person was staying in

their home for several months, they would be considered a visitor, not a householder. Furthermore, although these respondents felt that the Census should collect details from short-term migrants, they would not define guests from overseas staying in their house as short-term migrants. Therefore, they perceived there was no need for Census to collect their guests details.

Householder who have relatives from overseas staying with them could also be concerned that guests staying with them could be worried about filling in the Census form. One usual resident gave the example of her mother who regularly visits her in the UK. This respondent stated that she thought her mother would worry unnecessarily if she was asked to fill in the Census, because she is not used to official forms and would not understand what the Census is for.

*“People will think, ‘Oh my God, why do they need this information, are they going to record everything? Am I going to get a bad mark? If I come back again are they going to ask more questions?’ It will make people worry unnecessarily.” (Female, 36, Householder Interview).*

This respondent says she would feel very uncomfortable with asking her mother to complete the Census. She stated she may fill in her mother’s details on her behalf but anything she was unsure of she would leave blank.

#### **Who should fill in the personal details section on the Census?**

In addition main-form fillers also have the difficulty of having to decide how to collect the relevant information about short-term migrants staying at their house. Respondents varied on whether they thought it would be best for the main form-filler to complete the individual question on the short-term migrants behalf, or whether to give the form to short-term to complete themselves. Respondents noted if they were completing the form on behalf of someone else there is a possibility they would not know the answers to all of the questions. Therefore they would have to directly question their guests. Asking guests for certain information could lead to potential embarrassment. This is highlighted by the following focus group interaction:

#### **Focus Group Interaction**

R4: How are you going to ask someone staying in your house, “Are you a gypsy or an Irish traveller?” [Group laughs].

R6: I might be a good way of getting rid of them!

(R4= Female, 35; R2= Male, 66).

The alternative to main-form fillers directly asking short-term migrants questions on the form would be for them to ask the person staying in their house to fill in their details themselves. However, this was also viewed as being problematic because at the end of the day the main form-filler is the one who has to sign the declaration at the front of the form saying all the information is correct. Respondents were worried that if short-term migrants did not give honest answers on the Census then they , as the main form-filler, could be held accountable.

*“If five people area sharing a flat, they are all individual people. Why should I sign my life away for the five people filling in the form?” (Male, late 30s, Householder Interview).*

This could be a particular issue for people who let rooms to or share flats short-term migrants but know relatively little about them. Although usual residents saw the need for asking short-term migrants the new questions they did not want to be in any way accountable if short-term migrants did not fill in the form correctly.

***Encouraging main form-fillers to include short-term migrants***

All usual residents were asked how the Census could encourage main form-fillers to provide information on short-term migrants who stay with them. The following suggestions were made:

- 1) The Census should give clearer definitions of whose details need to be included.
- 2) Examples of why it is important to include everyone should be included.
- 3) Reassurances of confidentiality need to be more prominent
- 4) Reassurances need to be made that no follow up will occur from details given in the Census and that all information given is used for information purposes only.
- 5) Householders should be provided with individual question sections and disclaimer forms to give to the people they let rooms to.
- 6) Independent face-to-face advice should be available to main form-fillers who have concerns over who to include.



## 2.5.5 Conclusions and Recommendations

### General Conclusions

- Usual residents had varying opinions on how important it was to collect information about short-term migrants
- There is no evidence to suggest that the inclusion of an 'Intention to Stay Question' will stop usual residents from responding to the Census.
- There is little evidence to suggest that usual residents would be put off providing their own details by the number of identity related questions on the Census.
- Some of the identity questions lacked clarity. Data quality could be reduced in Q8 and Q12 due to their ambiguity.
- Usual residents who house short-term migrants may not include the short-term migrants staying with them on the Census.
- Usual residents who have friends or relatives staying with them from overseas may not feel it necessary or appropriate to ask guests their details, particularly if their guests are not working or studying in the UK.
- Main-form fillers face potential embarrassment asking guests from overseas for personal information.
- Main-form fillers could worry they will be held accountable if short-term migrants staying with them provide inaccurate information on the Census.

### Recommendations

- The wording of Q8 needs to be clarified so respondents not born in the UK have a consistent understanding of what date they need to provide.
- The word of Q12 needs to be clarified so respondents have a consistent understanding of the time period specified.
- The Census should give clearer definitions of whose details need to be included so householders know who to include.
- Examples of why it is important to include everyone should be included.
- Reassurances of confidentiality need to be more prominent
- Reassurances need to be made that no follow up will occur from details given in the Census and that all answers given are used for information purposes only.
- Householders should be provided with individual question sections and disclaimer forms to give to the people they let rooms to or flat share with.

### 3 RECOMMENDATIONS

#### 3.1 Will short-term migrants respond to the 2011 Census?

- Short-term migrants will respond to the 2011 Census if the form is addressed to them/ residents in the property but they do want to know the purpose of the Census
- Short-term migrants on working holiday need to be specifically targeted to be informed of why they should participate in the 2011 Census
- If the instructions are explicit that they should fill it in
- The explanation of who is a short-term migrant should be very clear as short-term migrants may not see themselves along the lines of ONS definition of short-term migrant although willing to participate
- Advertise that Short-Term Migrants should participate on Census night like everyone else in the country
- Make it clear that Short-Term Migrants are supposed to fill in the Census on the first page
- Short-term migrants need reassurance that the same form is for everyone and not 'especially' for migrants
- Short-term migrants are willing in general to participate in the 2011 Census. If the questions were too private or intrusive respondents may skip that question in the majority of cases but a minority group would stop filling in the Census form.
- Short-term migrants need reassurance that the form has nothing to do with the legality of their stay in the country and that the data provided is not connected with the information they provided on their migration papers to the UK
- The form needs to explain why the information is being requested from short-term migrants
- The form needs to explain how the data will be used
- The form needs to explain the benefits of collecting this data
- The form needs to explain how the Census applies to them
- The form needs to explain how long the form should take to fill in i.e. it will be quicker to fill in than it looks

- The Official look of the form was positively viewed by the respondents.
- Respondents did not know what the logo represented but it was seen as positively adding to the 'officialdom' of the form.
- The majority of respondents liked the idea of being included with the rest of the population in the Census and filling in the same form.
- The majority of respondents understood why the government would want to ask them specific questions such as when did you arrive, intention to stay and your passport. They were comfortable with these questions and fine with it being included in the same form that the usual resident population would also fill in.

### **3.2 Is the most appropriate cut-off for collecting information on short-term migrants 1 month or 3 months?**

- This research indicates that it would be feasible for the ONS to collect information on short-term migrants by reducing the current cut-off which defines who should complete the Census questionnaire from 6 months to 3 months.
- The study found that respondents would define a short-term migrant who should fill in the Census form as someone who has been in the country for at least 3 months for the purpose of working or studying.
- People in the country for 1 month, irrespective of reason, are not considered as short-term migrants.
- Those who have the right to work for at least 1 month may not fill in the Census form if they are asked to fill it in during their first four weeks in the country.

### **3.3 Will the Inclusion of a question on intention to stay in the UK stop people from responding to the 2011 Census?**

- No. However, respondents found the question difficult to answer because of the limitations of the answer options.
- Respondents may skip the question or provide an inaccurate answer as the question currently stands.

- A “not sure” option is needed to increase respondents ability to accurately answer the question but this should be worded carefully within the context of the question to ensure it is not over used by respondents.
- The respondents in general did not find this a sensitive question.

### **3.4 Are short-term migrants willing to answer a question on intention to stay?**

- The majority of respondents are willing to answer the question.
- A minority thought the question was pointless because plans change and people are not sure and these aspects are not currently captured. If the question is re-written and the options modified this would improve the willingness of respondents in this group to answer a question on intention to stay.

### **3.5 Are short-term migrants able to answer a question on intention to stay?**

- Short-term migrants with fixed and open plans are not able to answer the question using the answer options currently provided
- Not all the respondents are able to understand the question accurately as it is currently worded. Just less than half the respondents did not include the time they have already spent in the country in answering the question
- For ONS to be able to include an ‘intention to stay’ question with a time reference it would be recommended that ONS just asks respondents to calculate an answer based on their intended length of stay from the day of filling in the form. With question 8 (the date of arrival), the duration already spent in the country can be still calculated.

Q: How long do you intend to stay in the UK from today? Please answer based on how much longer you intend to stay. Do not include the time you have already spent here.

- Less than 3 months
- 3 Months or more but less than 6 months
- 6 Months or more but less than 12 months
- Long-term – 12 months or more
- Not sure

### 3.6 How accurate are the data provided in the intention to stay question?

Respondents accurately answered the question as they understood the question and using the options available. However, the data will not always be an accurate depiction of intention to stay.

However, for respondents who were not sure they were not forced to choose an option.

The long-term option was used by some respondents who had plans to stay for a short time in the UK but were not sure. The long-term option was used by respondents who came for fixed programmes but are hoping to change their status by getting a work permit. The accuracy of responses given in this option needs to be understood in the light of these findings.

This could be addressed by

How long do you intend to stay in the UK from today? Please answer based on how much longer you intend to stay. Do not include the time you have already spent here.

- 3 Months or more but less than 6 months
- 6 Months or more but less than 12 months
- Long-term – 12 months or more
- Not sure

### 3.7 Do all respondents understand the householder/visitor distinction?

Respondents did not always understand the householder/visitor distinction.

- Instructions on who to class as a householder and who to class as a visitor need to be made clearer. Succinct definitions should be available for respondents to refer back to.
- Where possible sufficient information on how to answer questions H1-H5 should be made provided by each question so respondents don't need to refer back to the instructions to answer correctly.
- The list at H1 needs to be shortened or simplified to encourage respondents to read all the options.
- Asking respondents to code yes or no for each option at H1 could encourage them to read the whole list.
- A clear instruction needs to be given at H4 that in terms of the Census the term visitor specifically refers to people who usually live at a different address in the UK.
- A clearer instruction needs to be given to not double code individuals as both householders and visitors.

### **3.8 Will usual residents be put off responding by the intention to stay question?**

There is no evidence to suggest that the inclusion of an 'Intention to Stay Question' will stop usual residents from responding to the Census.

### **3.9 Will usual residents be 'put off' by the total number of migration and identity related questions on the Census?**

- There is little evidence to suggest that usual residents would be put off providing their own details by the number of identity related questions on the Census.
- Some of the identity questions lacked clarity. Data quality could be reduced in Q8 and Q12 due to this ambiguity.
- The wording of Q8 needs to be clarified so respondents not born in the UK have a consistent understanding of what date they need to provide.
- The wording of Q12 needs to be clarified so respondents have a consistent understanding of the time period specified.

### **3.10 Collecting information from usual residents who house short-term migrants in the 2011 Census**

Usual residents who house short-term migrants may not include the short-term migrants staying with them on the Census. Usual residents who have friends or relatives staying with them from overseas may not feel it necessary or appropriate to ask guests their details, particularly if their guests are not working or studying in the UK.

- Main-form fillers face potential embarrassment asking guests from overseas personal information
- Main-form fillers could worry they will be held accountable if short-term migrants staying with them provide inaccurate information on the Census.
- The Census should give clearer definitions of whose details need to be included so householders know who to include.
- Examples of why it is important to include everyone should be included.
- Reassurances of confidentiality need to be more prominent
- Reassurances need to be made that no follow up will occur from details given in the Census and that all answers given are used for information purposes only.
- Householders should be provided with individual question sections and disclaimer forms to give to the people they let rooms to or flat share with.

## References

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## APPENDIX A TECHNICAL DETAILS

This appendix describes in further detail the design and conduct of the in-depth interviews and the focus groups.

This project involved exploring whether it is possible to collect information of sufficient quality from short-term migrants in the 2011 Census, without impacting on the Census usual resident population count.

### Study Design *Short Term Migrants*

Eleven in-depth interviews were conducted. Respondents were identified through snow-balling techniques using word of mouth, advertising in speciality shops and restaurants, community centres and churches, restaurants, bars, hospitals, nursing homes, migrant website and meeting with gate keepers to gain their cooperation and support in this study. Prospective migrants were contacted by a researcher or the interviewer to find out if the respondent was willing to take part, how long they had been in the country and to find out about how long they were anticipating being in the country for.

The in-depth interview with short-term migrants involved exploring the respondent's experience of filling in official forms, including Census forms, their reasons for being in the UK and their intention of stay. The interviews also explored whether respondents would fill in the Census form generally and their views and reactions to questions especially pertaining to them. The cognitive aspect of the interview involved using scripted probes where possible or exploring more generally where respondents were not very fluent in English. Vignettes were used to explore how time and purpose of visit influenced the decision about who is a short-term migrant, a visitor and a householder.

Interviews were conducted face-to-face by members of the National Centre for Social Research (NatCen) research team and by a field interviewer trained in cognitive interviewing methods. Interviewers were instructed how to conduct the in-depth interviews including which probes to use. As the fluency in English was highly variable the probes were used appropriately at the discretion of the interviewer. Respondents' immediate reaction on viewing the Census for the first time was immediately sought and then after they read the instructions. Probes were used to explore the answer process for H1 to H5 and Q1 to Q12 and Q15 to Q16. As the Census is to be self-administered the respondents who could read English were asked to fill question H1 to H5. Interviewers were then asked a number of specific cognitive probes to ascertain how respondents understood particular terms and questions to mean and explored how they decided on their answers. Respondents were encouraged to think aloud and verbalise their thoughts as they filled in the identified questions in the Census form. Cognitive testing methods were appropriate to further evaluate the validity of the questions. Specifically they enabled the researcher to assess whether respondents:

- Understood the questions in a uniform way
- Understood the questions in the way the researcher intended,
- Were able to provide the information required,
- Were willing to provide the information required,
- Could provide accurate answers and what factors affect the accuracy of answers, for example the answer strategy employed.



For the vignettes exercise respondents were asked to explain how they came to their decision of which category they decided on. Six vignettes were used to explore how time and reason for being in the UK define a short-term migrant. The vignettes and probes used are reproduced in Appendix B. Interviews were recorded, and detailed notes were made by the interviewer when reviewing the recording. Notes were analysed using a content analysis approach, described below. Respondents received £20 as a token of appreciation for taking part in the research.

The aim of the study was to interview 11 short-term migrants covering a range of time periods of intention to stay, nationality, duration of stay already in the country and gender.

These characteristics were used to set quotas, shown in Table A.1

**Table A.1 Characteristics of interviewed respondents**

Characteristics	Features	Total Sample	Migrants	Householders
Gender of Respondents	Male	7	5	2
	Female	9	6	3
Age	<20	1	1	0
	21-35	10	8	2
	36+	5	2	3
Nationality of Respondents	European or with European heritage	6	4	2
	Non European or with Non European heritage	10	7	3
Purpose of Visit	Working	8	6	2
	Studying and working	2	2	0
	Visiting	5	2	3
	Dependent	1	1	0
Duration of Stay (Months) of migrant	1-2 months	9	5	4
	3-6 months	4	3	1
	7-12 months	3	3	0
Intention of Stay (Months) of migrant	<3 months	0	0	0
	3 months or more but less than 6 months	7	4	3
	6 months or more but less than 12 months	3	2	1
	long term 12 months or more	6	5	1

To supplement the short-term migrant interviews a short-term migrant focus group was also organised. There were four main objectives for this focus group.

- To examine whether short-term migrants will fill in the Census
- To examine the issues around the inclusion of a question on the intention to stay
- To explore reactions to the identity questions
- To determine what is the most appropriate terminology to use to describe short-term migrants
- To examine if people know who to include as a visitor and as a household member

Participants for the short-term migrant focus group were recruited using a snow-ball technique. A researcher from NatCen organised to attend a meeting organised for recently arrived health care workers. She was given the opportunity at the meeting to make a small presentation about the study and that the study was looking for respondents who planned to be in the country for less than 12 months. She attended the whole meeting to give prospective participants an opportunity to discuss the study. Following this initial meeting 7 respondents were identified to participate in a focus group. Participants for the focus group were carefully selected to create an environment where migrants felt comfortable and would therefore be more likely to fully participate in the group discussions and exercises. This was achieved by the fact that all the respondents came from South Asia and they all had some connections to the introductory meeting for health care workers, either because they knew someone who had attended the meeting or had attended the meeting themselves. The focus group took place in a location convenient for the respondents. A researcher from the National Centre for Social Research facilitated the focus group.

Respondents' immediate reaction on viewing the Census for the first time was sought from the group. As a group, ideas were explored of who should fill in the Census including exploring whether short-term migrants are expected to fill in the form and whether the look of the form encourages or discourages people to fill it in. All the respondents were given a copy of the Census and asked to read it. The same vignettes used in the interviews were also used in the focus group. The participants were divided into two groups and the vignettes were discussed within each group with one of the NatCen research member present to assist the discussion. The focus group was also used to explore concerns people could have in filling in the Census form and ways to encourage short-term migrants to fill in the Census form. The focus group was recorded with the respondents' permission.

#### Study Design *Usual Residents*

The second half of this research project was designed to examine how the inclusion of short-term migrants in the 2011 Census would impact on the Census usual resident population. Four in-depth interviews were conducted with main householder form fillers who had short-term migrants staying with them. Two were conducted with paying migrants and two with those who had 'friends or relatives', staying with them. Respondents were identified through snow-balling technique using word of mouth to identify households with migrants. In all cases the householder and migrant member were interviewed.

Interviews were conducted face-to-face by members of the National Centre for Social Research (NatCen) research team and by a field interviewer trained in cognitive interviewing methods. The face to face in-depth interviews explored whether they realised that short-term migrants should be included in the Census and how they would be included in the Census. These interviews looked at the distinction of who was a householder and who was a visitor. In addition the interviews examined how respondents felt about the inclusion of short-term migrants and the intention to stay question.

The interviews included a cognitive dimension, which focused on questions H1, H2, H3, H4, H5, Q8, Q9 and Q10. Scripted probes were asked after each question or group of questions where possible. When respondents were not very fluent in English a more limited exploration of how they understood the questions was undertaken. Vignettes were used to explore how time and purpose of visit influenced the decision of who is a short-term migrant and who is a visitor and who is a householder in reference to the Census form.

As the Census is to be self-administered the respondents who could read English were asked to fill question H1 to H5. Interviewers then asked a number of specific cognitive probes to ascertain what respondents understood particular terms and the instructions and meanings of specific words and questions and explored how they decided on their answers. Respondents were encouraged to think aloud and verbalise their thoughts as they filled in the specific questions in the Census form.

For the vignettes, respondents were asked to explain how they came to their decision for which category. Two aspects were explored using the vignettes, one the concept of short-term migrant and secondly how the person in the vignettes would be included in the Census form. This allowed by detailed exploration of the understanding of how respondents came to their decision of who is a short-term migrant and the reality of how they would include people staying with them in the Census form. The vignettes and probes used are reproduced in Appendix B. Interviews were tape recorded, and detailed notes were made by the interviewer when reviewing the recording. Notes were analysed using a content analysis approach, described below.

To garner the views of usual residents a focus group was also organised with members of the general public. Participants were recruited through informal networks within NatCen or personal contacts. A researcher from the National Centre for Social Research facilitated the focus group. The focus group began with a general discussion of the purpose of the Census form. All the participants were then given a copy of the Census form and asked to read pages one and two and complete page three. The same vignettes used in the short-term migrant focus group were used with the general public so as to explore the participants understanding of who is a short-term migrant, a householder and a visitor in filling the form and to enable comparisons in definitions between the two groups. The sensitivity aspect of Q1-16 were examined through asking participants to complete these questions and to discuss their reaction to them.

The data collected was analysed using NatCen's qualitative software package Framework. This tool allowed the researchers to explore the research questions across and within cases by key themes. The findings and conclusions were drawn from the findings using a narrative and content analysis approach.

## APPENDIX B            FIELDWORK DOCUMENTS

### TOPIC GUIDE FOR INTERVIEWS WITH MIGRANTS



#### Topic Guide for Interviews with Migrants

##### Objectives

- To examine whether short-term migrants will fill in the Census
- To examine if people know who to include as a visitor and as a household member
- To examine issues on the inclusion of a question on intention to stay.
- To explore reactions to the other 'identity' questions
- To determine what is the most appropriate terminology to use to describe short-term migrants

##### Introduction

Aim: To introduce yourself and gain informed consent

- Introduce self and NatCen
- Explain the study (who it is for, the purpose, how their participation will help the questionnaire designers)
- Remind respondents about the voluntary nature of participation, recording of interview, length, confidentiality, how findings will be used
- Answer any questions that the respondent may have

##### Background and present circumstances

Aim: To help the respondent feel at ease with the interview and collect some relevant personal information (NOTE: More detailed exploration of why in the UK comes after completing the Census. Only ask for basic personal information at this stage).

##### Profile

- Age, Gender
- Nationality

### **Immediate Factors influencing participation**

Aim: To gain initial understanding of immediate reactions to receiving a Census

**ACTION: SHOW RESPONDENT THE CENSUS FORM**

#### Immediate reaction

- What does the respondent think when they first see the form (scary/boring/interesting?)
- Ask for their immediate thoughts on what they would DO if it was posted through their letter box (read it/ ignore it/ give it to someone else- if so who)?
- Do they think it applies to them? Why/ Why not?
- Explore what they would do if they could not read (understand) the Census (due to not being able to read/speak English)
- Explore their views on the appearance of the form:
  - reactions to the official appearance of the Census
  - the fact that it is something run by the Government and whether this affects their views

#### Explore knowledge of Census

- Explore what they know about the Census
- Explore whether they know why the Census is done
- Explore whether (or not) they feel it is important to conduct a Census of all people living in the UK on Census night (even visitors from overseas)
- Experience of answering Census forms/official forms – have they ever filled one in before? Whether something the same or similar occurs in their usual country of residence?

### **How do the instructions influence participation**

Aim: To see whether the instructions are clear to respondents;

1) Who they think should be included in the form- Why?

2) Difference between a visitor and a resident?

**ACTION: GIVE R THE CENSUS FORM AND ASK THEM TO READ P1-3. ASK THEM TO COMPLETE H1-H5. If R has trouble reading English please read to them page 2 and then read to them questions H1-H5 and fill in their responses.**

**Probe with the following general probes:**

- **What do you think the information on page 2 is telling you?**
- **Who do you think should be included in the Census?**
- **Who do you think should not be included in the Census?**
- **What do you think householder means in this form?**
- **What do you think visitor means in this form?**
- **How confident are you that you understood the questions?**

**Probe with the following specific probes:**

**H1 & H2**

- **Who usually lives in this household?**
- **What do you understand by the term 'usually live'?**

- **How did you decide which boxes to tick at H1?**
- **Did you read all the options at H1?**
- **How did you decide who to include at H2?**
- **Is there anyone you were unsure if you should count them? Why?**

#### **H4 & H5**

- **What do you think these questions are asking?**
- **What sort of person should be counted here?**
- **How did you decide on your answer?**

Explore suggestions on how to make instructions on who to include clearer. Remember the form is trying to establish how many people usually reside in the household e.g. for over a month.

#### **HOW CLEAR IS THE RESIDENT/VISITOR DISTINCTION?**

#### **How do the identity and intention stay affect response**

Aim: How do respondents feel about the identity and intention to stay questions

ACTION: ASK R TO FILL IN Q1-7 ON P7.

- Explore whether respondents are happy to answer these

ACTION: ASK R TO FILL IN Q8-10. ASK THE FOLLOWING PROBES RETROSPECTIVELY.

**Q8 Probes** (use to explore comfort, ability and willingness to answer)

- **How did you go about answering this question?**
- **What do you think 'live here' meant when you answered this question?**
- **Do you remember the month you came?**
- **How did you feel about being asked this question?**

**Q9 Probes** (to examine whether routing instructions are clear)

- **How did you decide which arrow to follow?**
- **What did you think of the 'date' being included here? Why do you think this 'date' is used?**
- **How did you feel about this instruction**

**Q10 Probes** (Key question. Probe thoroughly on ability, willingness to answer and sensitivity)

- **What were your immediate thought when you read this question**
- **How did you decide which box to tick?**
- **Do you think this is an easy or difficult question to answer?**
- **How confident are you that your answer is correct?**
- **How do you feel about this question being asked on the Census?**

ACTION: ASK R TO ANSWER Q11, Q12, Q15 & Q16

- Explore respondents reaction, comfort and willingness to answer
- Explore if any concerns arose with these questions

**General probes for section**

- **What do you think about the number of questions to answer? If you think there are too many questions on a form what do you usually do?**
- **When you come across a question you don't like on a form what do you usually do?**

### **The identity of Respondents**

Aim: To explore the R's background in further detail (Note this is done after Rs have completed Census so answers not rehearsed. If you notice any discrepancy between background details here and answers in Census EXPLORE).

#### Collect information about their circumstances in the UK

- When arrived in UK (on this visit)
- Reason(s) for coming to the UK (on this visit)
- Activities currently doing
  - Employment (type, duration)
  - Education (course /duration)
  - Visitor (visiting UK and staying with someone or visiting someone main purpose/ frequency of visiting friend/relative in the UK)
- Current living arrangements in UK
  - Who living with (relationship to R)
- How long are they are planning on staying here for (if they say that they don't know, ask for an approximate duration)

#### Collect information about their circumstances in the country they usually live in

- Which country do they usually live in
- Occupation in the country they usually live in
- Have their plans changed since they arrived in UK– plans to stay/plans to leave
  - why have they changed
  - how have they changed

### **Defining Short Term-Migrants**

Aim: To explore who should be included as short-term migrants and to reflect on best terminology to describe short-term migrants

- To explore how R would describe themselves in relation to being in the UK (tourist, visitor, migrants etc)
- To explore when someone should be considered a resident of the UK (a short-term migrant) or a visitor
- Explore best terminology to use to describe short-term migrants (short-term residents of the UK? Long-term visitors to the UK?)

**ACTION: USE VIGNETTE SHOWCARDS TO EXPLORE WHAT FACTORS INFLUENCE RESPONDENTS PERCEPTION ON:**

- 1) Whether or not the person is a short-term migrant (i.e. a resident of the UK)
- 2) Whether or not the person should give their full details on the Census

**Explore how the following factors influence their decision**

- **How long a person is in the UK for**
- **There purpose for being in the UK (work/study/tourism/visiting relatives)**
- **The certainty of whether they will stay or not**
- **The continuity of their stay (e.g. if a person comes in and out of the UK on business/ leisure over a period of time does this make a difference to perceived residential/migrant status?)**

### **Reflections on Participation**

Aim: To encourage reflexive consideration of experience of participation

- Explore any anxieties and concerns they may have about data being collected
- Explore any anxieties and concerns, if any, about the Census including short-term migrants
- Explore their suggestions for the best/good way to define short-term migrants:
  - 1 months, 3 months, 6 months or
  - <12 months
- Explore whether or not they would fill in the Census and factors that would influence this e.g. TIME HERE/ MOTIVATION/ LANGUAGE.
- Find out what they would suggest would be a good way to encourage participation in the Census.
- Could they suggest more appropriate terminology to be used in any of the questions

**Thank them for their help, reassure confidentiality and END.**



## TOPIC GUIDE FOR FOCUS GROUP WITH MIGRANTS



### Topic Guide for Focus group with Migrants

#### Objectives

- To examine whether short-term migrants will fill in the Census
- To examine issues on the inclusion of a question on intention to stay.
- To explore reactions to the 'identity' questions
- To determine what is the most appropriate terminology to use to describe short-term migrants
- To examine if people know who to include as a visitor and as a household member

#### Introduction

- Introduce self and NatCen
- Explain the study (who it is for, the purpose, how their participation will help the questionnaire designers)
- Remind respondents about the voluntary nature of participation, recording of interview, length, confidentiality, how findings will be used
- Answer any questions that the respondent may have

#### Background and present circumstances

Aim: To help the respondent feel at ease with each other in a focus group and for relevant personal information

#### Introductions

- Name
- The country where they usually reside
- What they are doing here (very basic – visiting/worker/student)

#### How migrants view who is a short-term migrant

Aim: To understand how respondents view the term

- Explore through vignettes/group exercise how the respondents categorise who is a short-term migrant. (time 1 month/3 months/12 months/ tourist/ visitor/ migrant/short-term migrant)

(Dependent on English ability)

### **Immediate Factors influencing participation**

Aim: To understand how respondents view the Census

#### Immediate reaction

- Show Census form and ask their immediate thoughts on whether they would fill it if it was posted through their letter box.
- What are the factors influencing their decision/ time/ effort/ language
- Explore immediate positive and negative factors
- Explore the look of the form – reaction to the official look of the Census/ run by the Government affect their views/amount of instructions in English

### **Engaging Short-term migrants**

Aim: To understand how to improve migrant participation in the Census

- Explore motivation for filling in official forms/Census forms
- Explore what they think the purpose of the Census is
- Explore suggestions of how to encourage/ discourage migrants to fill in the Census form (informing them/ putting them at ease about reasons / language)

### **How do the instructions influence participation**

Aim: To see whether the instructions are clear to respondents

- Through vignettes in smaller groups explore who to include as a householder/visitor – suggestions to make it clearer  
(method to do this will reflect the English ability of the group)

### **Examine how identity and intention to stay affects response**

Aim: To examine how respondents feel about the identity and intention to stay question

- Through vignettes in smaller groups explore if questions 7 to 10 are sensitive

### **Views on the Census**

Aim: To examine how respondents feel about the Census

- Explore suggestions of what people are worried about when data is being collected
- Explore why they think the Census would like to include short-term migrants

**Reflections on Participation**

Aim: To encourage reflexive consideration of experience of participation for the whole group.

Bring the groups together in the end

- Could they suggest more appropriate terminology to describe short-term migrants
- What would they suggest would be a good way to encourage participation in the Census

**Bring the discussion to a close, reiterate confidentiality and thank them all for their time**

## TOPIC GUIDE FOR INTERVIEWS WITH HOUSEHOLDERS



### Topic Guide for Interviews with Householders

#### Household Interviews

##### Objectives

- Do respondents have an understanding of who to count and who to include as a household member and as a visitor
- To find out what is the most appropriate terminology to describe a 'short-term migrant'
- To examine whether respondents will be put off completing the 2011 Census by the migrant identity and intention to stay questions

##### Introduction

Aim: To introduce yourself and NatCen

- Introduce self and NatCen
- Explain the study (who it is for, the purpose, how their participation will help the questionnaire designers)
- Remind respondents about the voluntary nature of participation, recording of interview, length, confidentiality, how findings will be used
- Answer any questions that the respondent may have

##### Background and present circumstances

Aim: To help the respondent feel at ease with the interview and collect relevant personal information

##### Introductions

- Age, gender
- What do they do (occupation etc)

### **Immediate Factors influencing participation**

Aim: To understand how respondents view the Census

ACTION: SHOW RESPONDENT THE CENSUS FORM

#### Immediate reaction

- What does the respondent think when they first see the form (scary/boring/interesting?)
- Ask for their immediate thoughts on what they would DO if it was posted through their letter box (read it/ ignore it/ give it to someone else- if so who)?
- Do they think it applies to them? Why/ Why not?
- Explore what they would do if they could not read (understand) the Census (due to not being able to read/speak English)
- Explore their views on the appearance of the form:
  - reactions to the official appearance of the Census
  - the fact that it is something run by the Government and whether this affects their views

#### Explore knowledge of Census

- Explore what they know about the Census
- Explore whether they know why the Census is done
- Explore whether (or not) they feel it is important to conduct a Census of all people living in the UK on Census night (even visitors from overseas)
- Experience of answering Census forms/official forms – have they ever filled one in before? Whether something the same or similar occurs in their usual country of residence?

### **How do the instructions influence participation**

Aim: To see whether the instructions are clear to respondents;

- 1) Who they think should be included in the form- Why?
- 2) Difference between a visitor and a resident?

ACTION: GIVE R THE CENSUS FORM AND ASK THEM TO READ P1-3. ASK THEM TO COMPLETE H1-H5. If R has trouble reading English please read to them page 2 and then read to them questions H1-H5 and fill in their responses.

**Probe with the following general probes:**

- **What do you think the information on page 2 is telling you?**
- **Who do you think should be included in the Census?**
- **Who do you think should not be included in the Census?**
- **What do you think householder means in this form?**
- **What do you think visitor means in this form?**

- **How confident are you that you understood the questions?**

**Probe with the following specific probes:**

**H1 & H2**

- **Who usually lives in this household?**
- **What do you understand by the term 'usually live'?**
- **How did you decide which boxes to tick at H1?**
- **Did you read all the options at H1?**
- **How did you decide who to include at H2?**
- **Is there anyone you were unsure if you should count them? Why?**

**H4 & H5**

- **What do you think these questions are asking?**
- **What sort of person should be counted here?**
- **How did you decide on your answer?**

Explore suggestions on how to make instructions on who to include clearer. Remember the form is trying to establish how many people usually reside in the household e.g. for over a month.

**HOW CLEAR IS THE RESIDENT/VISITOR DISTINCTION?**

**Householder/Visitor distinction**

Aim: To explore who should be included in the Census

- Explore who stays with them in the house (relatives, friends, paying guests, home help).
- Explore what they would do if they did not know the answers to all the questions for the different members of their household (ignore them/ask the other person/ give the form to the other person to fill in)
- Sensitively explore whether they would include people staying with them
- Is there a mismatch between who stays in the house and who they included on the form- is there a discrepancy?
- Explore if respondent thinks it is appropriate to include short-term migrants in the Census. How long does a person have to be in the UK before they should be included? 1 month? 3 months? 6months? 12 months?
- Explore best terminology to describe short-term migrants
- Explore opinions on why/why not information on short-term migrants should be collected.

**ACTION: USE VIGNETTE SHOWCARDS TO EXPLORE WHAT FACTORS INFLUENCE RESPONDENTS PERCEPTION ON:**

- 3) Whether or not the person is a short-term migrant (i.e. a resident of the UK)
- 4) Whether or not the person should give their full details on the Census

**Explore how the following factors influence their decision**

- **How long a person is in the UK for**
- **There purpose for being in the UK (work/study/tourism/visiting relatives)**
- **The certainty of whether they will stay or not**
- **The continuity of their stay (e.g. if a person comes in and out of the UK on business/ leisure over a period of time does this make a difference to perceived residential/migrant status?)**

**How do the identity and intention to stay affect response**

Aim: To establish how respondents feel about the identity and intention to stay questions. Would these questions put UK residents off responding to the Census? Do they think they are appropriate to ask?

ACTION: ASK R TO FILL IN Q1-12 ON P7 AND Q15-16 ON P8.  
ASK THE FOLLOWING PROBES RETROSPECTIVELY.

**Q8 Probes** (use to explore comfort with question)

- **How did you go about answering this question?**
- **What do you think 'live here' meant when you answered this question?**
- **How did you feel about being asked this question?**
- **Is it appropriate to ask this question to people staying in your house who are from outside of the UK**

**Q9 Probes** (to examine whether routing instructions are clear)

- **How did you decide which arrow to follow?**
- **How did you feel about this instruction?**

**Q10 Probes** (use to explore comfort with question)

- **What were your immediate thoughts when you read this question**
- **How do you feel about this question being asked on the Census?**

**General probes for section**

- **What do you think about the number of questions to answer? If you think there are too many questions on a form what do you usually do?**
- **What do you do when filling in a questionnaire and you encounter questions that don't seem to apply to you?**
- **When you come across a question you don't like on a form what do you usually do?**
- **Explore any concerns about giving people staying in their household these questions to answer.**

**Views on the Census**

Aim: To encourage a reflection of the Census and collecting information on householders, visitors and short-term migrants

- Explore if they think the Census is important
- Explore why they think the Census would like to include short-term migrants
- Explore suggestions of what people are worried about when data is being collected
- Explore what could be done to support more people fill in the Census form
- Explore who could be done to explain and put the mind at ease of the main form filler to include everyone
- Explore the difficulties the main form-filler may have when trying to fill in the Census
- What short-cuts may the main form-filler opt for?
- What could be done to ensure the main form-filler includes everyone on the form.

### **Reflections on Participation**

Aim: To encourage reflexive consideration of experience of participation

- Explore any anxieties and concerns they may have about data being collected
- Explore any anxieties and concerns, if any, about the Census including all householders including short term migrants
- Explore their suggestions for the best/good way to define short-term migrants:
  - 1 months or 3 months or
  - <12 months
- Find out what they would suggest would be a good way to encourage participation in the Census.
- Could they suggest more appropriate terminology to be used in any of the questions

**Thank them for their help, reassure confidentiality and END**



## TOPIC GUIDE FOR FOCUS GROUP WITH THE GENERAL PUBLIC



### Topic Guide for Focus group with general public

#### Objectives

- To examine whether respondents will be put off completing the 2011 Census by the number of migrant and identity questions
- To examine if people know who to include as a visitor and as a household member
- To find out what is the most appropriate terminology to describe a 'short-term migrant'

#### Introduction

- Introduce self and NatCen
- Explain the study (who it is for, the purpose, how their participation will help the questionnaire designers)
- Remind respondents about the voluntary nature of participation, recording of interview, length, confidentiality, how findings will be used
- Answer any questions that the respondent may have

**Background and present circumstances**

Aim: To help the respondent feel at ease with each other in a focus group and for relevant personal information

Introductions

- Name
- What they are doing here (very basic – visiting/worker/student)

**Immediate Factors influencing participation**

Aim: To understand how respondents view the Census

Immediate reaction

- Show Census form and ask their immediate thoughts on whether they would fill it if it was posted through their letter box.
- What are the motivating factors influencing their decision/ time/ effort/ language
- Explore immediate positive and negative factors
- Explore the look of the form – reaction to the official look of the Census/ run by the Government affect their views/amount of instructions in English
- Who is supposed to be included in the Census

Divide the group into two groups to explore issues please

**How do the Instructions influence participation**

Aim: To see whether the instructions are clear to respondents

*Give the Census form and ask respondents to read p1-3*

- Through vignettes in smaller groups explore if they have an understanding of who to count and who to include as household members and visitors.

**How do the identity and intention stay affect response**

Aim: How do respondents feel about the identity and intention to stay question

*Ask the respondents to fill in Q7- Q20*

- Through vignettes in smaller groups explore if questions 7 to 10 are sensitive
- Explore if there are too many identity questions – explore why this is/ which questions are surplus

**Explore if there are any questions which would prevent the respondent answering/ completing the Census form**

Aim To explore if Q10 (intention question) is seen as sensitive

- Through vignettes in smaller groups explore whether there are questions which would prevent them filling in the Census

Explain the Census is thinking of including short-term migrants in the Census. And we will now be exploring this idea in the separate groups.

**Explore how respondents view who is a short-term migrant**

Aim: To understand how respondents view the term

- Explore through vignettes/group exercise how the respondents categorise who is a short-term migrant. (time 1 month/3 months/12 months/ tourist/ visitor/ migrant/short-term migrant)

**Views on the Census**

Aim: To encourage a reflection of the Census and short-term migrants

- Explore why they think the Census would like to include short-term migrants
- Explore suggestions of what people are worried about when data is being collected
- Explore what could be done to support migrants to fill in the Census form

**Reflections on Participation**

Aim: To encourage reflexive consideration of experience of participation for the whole group.

Bring the groups together in the end

- Could they suggest more appropriate terminology to describe short-term migrants
- What would they suggest would be a good way to encourage participation in the Census

**Bring the discussion to a close, reiterate confidentiality and thank them all for their time**

## APPENDIX C VIGNETTES USED IN THE INTERVIEWS AND FOCUS GROUP

### Scenario A

Ricardo is staying with friends in the UK for 3 weeks to improve his English.

Is Ricardo a visitor, a usual resident or a short-term migrant? How would you describe him?

### Scenario B

Sara is in the UK for one month studying a language course at a University.

Is she a visitor, a usual resident or a short-term migrant? How would you describe her?

### Scenario C

Michael is in the UK for 3 months working as a Computing Assistant.

Is Michael a visitor, a usual resident or a short-term migrant? How would you describe him? Which option or options would he tick on the Census form?

Scenario D

Nina is staying with her relatives for a 3 month Summer Vacation.

How would you describe her? Is Nina a visitor or usual resident on the Census?

Scenario E

Patrick is on an inter-company transfer to the UK. He has only been in the country one week when the Census is conducted. He has a job which has a 4-week probation. If he is successful he would be able to work in the UK for a year. He would like to stay. How would you describe him?

Do you think Patrick is a visitor or a usual resident on the Census form?

Scenario F

Jane has the right to come and live in the UK whenever she likes. Jane has come over for a conference in London for one week, and is then working at her head-office in London for a week afterwards. She will then be holidaying for 2 weeks with her friends in the UK. How would you describe her?

Is she a visitor or a usual resident in the Census form?