



Consultation document

The 2011 Census:
Initial View on Content for England and Wales

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Summary

This paper provides an initial view on the content of the 2011 Census questionnaire for England and Wales. **The views expressed in this document are preliminary.** Their aim is to promote discussion and encourage the development of strong cases for topics to be included in the 2011 Census. The focus of this paper is on information required from the 2011 Census, not the detailed questions that should be asked on the questionnaire. The content of the questionnaires for the 2007 Census Test and 2011 Census will only be finalised after further research and consultation.

As in previous Censuses, there will be separate Censuses in Scotland and Northern Ireland, while the Census questionnaire in Wales is also likely to differ slightly from that in England. The Census Offices in the UK are working together closely to ensure that the different UK Censuses are as similar as possible with the aim of consistent UK outputs. This paper focuses on the Census in England and Wales and, where appropriate, notes the position in Scotland and Northern Ireland. It forms the starting point of consultation on the content of the 2011 Census questionnaire within England and Wales. Scotland and Northern Ireland have already started their consultations and this document reflects their findings so far.

The findings of user consultation conducted in the run-up to the 2001 Census have been considered. However, due to changes in user requirements and the options available to meet them using other data sources, the cases made for information prior to 2001 will need to be made again.

Interested parties are invited to:

- **comment on the proposals for the content of the 2011 Census questionnaire in England and Wales;**
- **complete a response for all topics, classifications and derived variables of interest; and**
- **make a case for any other information that should be considered for collection from the 2011 Census that is not discussed within this paper.**

Responses to this consultation paper are invited until **Friday 5th August 2005**. Submissions should address the criteria described in Annex A of this document and use the template for responses in Annex D. Responses should be completed in *MS Word* and emailed to the address given in Section 4.

1. Introduction

Consultation on the content of previous censuses resulted in much larger demand for census topics than was possible to accommodate. This paper seeks to give a first idea of the information that may be collected by the 2011 Census, so that users have a clear view of the constraints and trade-offs from the start of the consultation process. The criteria against which cases for topics will be assessed are set out in order to contribute to a transparent process for determining the content of the 2011 Census questionnaires.

This document forms the starting point of consultation on the content of the 2011 Census questionnaire within England and Wales, summarising the initial view of the Office for National Statistics (ONS). It also reflects the current position in Scotland and Northern Ireland where appropriate. Where differences in user requirements have been identified these are noted. However, there is agreement between the three Registrars General on the need to work towards consistent UK Census outputs.

The focus of this paper is on the information required from the 2011 Census, not the specific questions that should be asked on the questionnaire. The three Census Offices will work together to develop questions for the 2011 Census questionnaires on the basis of users' data needs, the detail of which will be the subject of topic-specific consultation over the next two years.

In addition to individual topics, **user requirements for classifications and derived variables should be identified as part of this consultation.** A paper providing further information on the issues surrounding derived variables is available on the National Statistics web-site:

http://www.statistics.gov.uk/about/consultations/downloads/2011Census_consultation_derived_variables.pdf

Responses to this paper will assist the Census Offices in prioritising research leading up to the 2007 Census Test in England and Wales and consequently influence the content of the Test questionnaires. Results of the Test will inform the content of the 2011 Census. Responses should be submitted electronically and details of how to respond are given in Section 4. When responding to this consultation, it is important that users consider what their requirements are likely to be in 2011 as far as possible.

Responses to this document may be made public and may be attributed to the respondent.

A summary of responses to this document will be reported to the established Census Advisory Groups and will be made available on the National Statistics web-site towards the end of 2005.

2. Context

This section describes key factors influencing the design of the 2011 Census questionnaires. The requirement to better understand Census coverage, a key lesson from the 2001 Census, means that additional questions around residency patterns are likely to be required. Furthermore, the requirement to maximise Census response means that the questionnaires are likely to contain a maximum of three pages of questions per person. Research over the next few years will focus on reducing the complexity of Census questions and improving the layout of the questionnaire. In order to accommodate any additional residency questions, it is likely that fewer questions on other topics will be possible than in 2001 and that outputs for some topics may be less detailed than previously.

A paper discussing the operational context of the 2011 Census and further implications for the design of the questionnaire is available on the National Statistics web-site:

http://www.statistics.gov.uk/about/consultations/downloads/2011Census_consultation_operational_context.pdf

Details of previous consultation and related research are included in Annex C.

2.1 2011 Census design

The ONS information paper *The 2011 Census: A design for England and Wales* states that the 2011 Census should “provide a robust benchmark for key population statistics, on a consistent and comparable basis for small areas and small population groups, including:

- population units (people, housing and key demographics – age, sex, ethnicity, etc.);
- population structures (households, families);
- population characteristics, with multivariate analysis.”

The questions necessary to collect the information for these key population statistics are certain to be included on the questionnaire.

To achieve these robust benchmarks, the paper states the aim of “maximising response rates in all areas (particularly inner cities) and from all population sub-groups and minimising differential non-response.”

The design proposed is a mixed enumeration strategy with post-out/post-back being the main approach, supported by enumerator delivery in some areas and intensive non-response follow-up. This design aims to target field resources effectively in order to achieve the aim of maximising response. However, a consequence of this design is that many respondents will no longer have face-to-face contact with a census enumerator. This will impact the questionnaire design and content and will be taken into account when considering whether individual questions are suitable for the Census.

The full paper is available on the National Statistics web-site:

http://www.statistics.gov.uk/downloads/theme_population/2011_design_information.pdf

2.2 Enumeration base

The enumeration base relates to how census data are *collected*. There is no requirement for the enumeration base to be the same as the output base.

However, it is essential that the required output bases can be derived from the data collected. The output population base is discussed in section 2.3.

The 2001 Census collected data on usual residents, but did not attempt to collect any information from visitors present at an address on Census Night who had a usual address elsewhere in the UK. This approach may have allowed some respondents to opt out of the 2001 Census and the lack of information on visitors reduced the ability to understand the coverage of the Census itself.

Following a review of the enumeration base options for 2011, it has been decided to maintain continuity with 2001 by enumerating usual residents. However, it is also proposed to collect information on visitors and second addresses if they can be shown to improve on the outputs that were possible from the previous Census.

The definitions to support a usual resident enumeration will be the subject of research and testing over the next two years.

A paper summarising the research that informed the choice of enumeration base is available on the National Statistics web-site:
http://www.statistics.gov.uk/about/consultations/downloads/2011Census_consultation_population_base.pdf

2.3 Output population bases

Consultation on population bases for outputs has identified that the key user requirement is for data on the usually resident population, and this will be the main output base in 2011. However, a number of recent consultations in England and Wales have concluded that the 2011 Census should consider providing some outputs on other bases.

The 2011 Census will investigate the feasibility of producing supplementary outputs for the following population bases and groups:

- population present;
- day-time population;
- workplace population;
- the institutional population, by type of institution;
- households (although the precise definition of a household requires further work); and
- families.

As part of this current consultation, **users should identify the populations to which their information requirements relate**. This will allow ONS to determine which questions should be asked of usual residents, visitors and the population within institutions.

2.4 Output strategy

The purpose of this document is to consult on the content of the Census questionnaires rather than the output strategies. However, since the two aspects are inter-dependent, key elements of the output strategy are covered in the operational context paper referenced above. Current thinking on disclosure control and output geographies is discussed in this paper.

2.5 Alternative sources of information

A number of data sources exist, or are likely to exist in 2011, that may provide an alternative source for data that previously have only been available from the census. The availability of alternative sources will be central to determining the content of the 2011 Census questionnaires. The following key sources are likely to exist by 2011:

- the Continuous Population Survey (CPS);
- Department of Work and Pensions (DWP) – Benefits data covering various population groups;
- Department for Education and Skills (DfES) - Data covering the school age population and qualifications data;
- Inland Revenue data - National Insurance data covering the working population, self-assessment and PAYE tax returns;
- Local Authority maintained sources - electoral register and council tax data; and
- NHS National Program for Information Technology (NPfIT) - detailed information on health conditions and treatments.

3. Topics under consideration for collection by the 2011 Census

This section considers potential Census topics and whether ONS considers they are likely to form part of the content of the 2011 Census questionnaires.

These views are preliminary. Their aim is to promote discussion and encourage the development of strong cases for topics to be included in the 2011 Census. The content of the questionnaires for the 2007 Census Test and 2011 Census will only be finalised after further research and consultation.

The topics are each allocated to one of three categories, outlined below. Those topics that were not collected in 2001 in England and Wales are identified by italics in the tables that follow. Annex B provides a summary of the topics within each category.

Category 1: Those topics to be included in the 2011 UK Census

These topics are those where there is a clear case for inclusion on the 2011 Census questionnaires and for which ONS are confident that suitable questions already exist or can be designed that will enable high quality information to be collected.

The topics in this category are those that largely form the basis of the key outputs described in section 2.1. Responses from users on the importance of these will help inform the overall Census business case. Further consultation and research is required to determine the question design and appropriate response categories.

Category 2: Those topics where further work will be undertaken before a decision is made whether to include them in the 2011 UK Census

There are three key reasons why topics may appear in this category:

1. the user requirement for information is not yet sufficiently established to justify collection;
2. research is required to determine whether suitable questions can be designed to capture the information requested by users; or
3. a suitable alternative source of information may be available.

A programme of work is planned to investigate further the user requirement for information, to design and test possible questions, and to investigate alternative sources for the information.

It will not be possible to collect all of the information currently in category 2 given the constraints surrounding questionnaire length. **It is therefore necessary for users to make strong cases for topics of interest in this category.** The topics in this category will be prioritised according to the criteria in Annex A.

Questions required to deliver category 1 topics and the highest priority items in category 2 will largely form the content of the Census questionnaire.

Category 3: Those topics where there is insufficient evidence of user demand to justify inclusion in the 2011 UK Census

This category includes some topics that have been collected in previous censuses and some new topics for which users have already requested information from the Census, but where, in both cases, the extent of user demand is felt to be insufficient to justify further work.

These topics will not be considered further **unless sufficient user demand is identified** as a result of this consultation.

3.1 Population definitions and bases

Category 1	Category 2	Category 3
<ul style="list-style-type: none"> • Usual residence (including term-time address) • Visitor information • Address of workplace • Students in full-time education • Households • Dwellings 	<ul style="list-style-type: none"> • <i>Second residence</i> • <i>Address of place of study</i> 	

Obtaining accurate population estimates is the prime reason for conducting a census, and the enumeration base will have a significant impact on all aspects of the 2011 Census. The 2011 Census will enumerate the usually resident population, while also collecting limited information for visitors present on census night. The 2011 Census is likely to take place during term-time and will therefore enumerate students at their term-time address. In order to meet the requirement for flexible population bases for output described in section 2.3, the feasibility of collecting information on second residences will be tested.

It is hoped that by collecting this information UK Census Offices would be able to establish a clearer picture of various population groups such as students, commuters and children of dissolved families. It is also envisaged that if information on second residences is collected, this would improve the understanding of under- and over-coverage of the Census.

Outputs relating to counts of households will be produced. Outputs relating to counts of dwellings are also likely to be produced. However, **an indication is required from users as to why outputs on both dwellings and households are required** from the 2011 Census.

ONS also plan to test collecting address of place of study as was collected in Scotland in 2001. This information would be used to assess daily travel patterns of students.

3.2 Basic demographics and social composition of households

Category 1	Category 2	Category 3
<ul style="list-style-type: none"> • Sex • Date of birth • Marital status • Household and family relationships 		

Collecting basic demographic information for the population is one of the principal reasons for taking the census. This information is essential for the majority of census outputs and is assumed to be a key requirement of census users. These topics also provide detailed information on the social composition of families and households that is not available from any other source. However, there is evidence that the matrix-style question used to collect relationship information in 2001 was not well understood by respondents. Therefore, the format of this question is being reviewed and may change from that used in 2001.

3.3 Housing information

Category 1	Category 2	Category 3
<ul style="list-style-type: none"> Household tenure (Including type of landlord) Accommodation type (whether a household's accommodation is self-contained¹ and number of rooms) 	<ul style="list-style-type: none"> Number of vehicles 	

Household tenure and accommodation type are considered essential for assessing housing across England and Wales. Information on whether accommodation is self-contained and number of rooms is included under type of accommodation for the purposes of this document. This information is necessary to establish a count of dwellings (self-contained) and calculate over-crowding (number of rooms).

Information on number of vehicles available for use by household members has previously been required for several key purposes:

- to inform transport planning by both Central and Local Government;
- to give an indirect indicator of deprivation; and
- to aid travel to work output (for example by cross-tabulating public transport users by whether or not they live in households with access to cars and vans).

Continuing user requirements for this topic will need to be established.

3.4 Quality of housing

Category 1	Category 2	Category 3
	<ul style="list-style-type: none"> Central Heating Lowest floor level <i>Additional quality of housing measure</i> 	<ul style="list-style-type: none"> Bath/Shower and toilet access <i>Accommodation on more than one floor²</i> <i>Internet Access</i>

Previous censuses have collected information for use as housing quality indicators, and it is likely that this will continue to be the case in 2011.

The Office of the Deputy Prime Minister (ODPM) has initiated the National Strategy for Neighbourhood Renewal. One of the Public Service Agreement (PSA) targets of this strategy is to bring all social housing into decent condition, and to increase the proportion of the private housing occupied by vulnerable groups that is in decent condition by 2010.

The inclusion of housing quality indicators in the 2011 Census would assist the ongoing evaluation of this target. However, the continued relevance of at least one of the indicators of housing quality included in the last Census is

¹ ONS are planning to collect this information in 2011. NISRA are planning to investigate further the user requirement for data, given the low percentage of 'no' responses in 2001

² This question was asked in Northern Ireland in 2001. NISRA are considering the case for asking a similar question in 2011. ONS have no plans to develop a question to collect this information.

questionable. The 2001 Census results revealed that only 0.5 per cent of households in England and Wales do not have sole access to bath/shower and toilet facilities. It is not intended therefore to collect this information in 2011.

In England and Wales, 8.5 per cent of households reported not having central heating in the 2001 Census. The continued relevance of asking for this information will need to be established.

Information on the lowest floor level of a household's living accommodation was collected in the 2001 Census and provided a measure of the types of families and households living in high rise accommodation. Continuing user requirements for this topic will need to be established.

Information about internet access is an emerging requirement and could be used as an indicator of social exclusion. However, given the potential for rapid change in this measure together with the availability of alternative sources of information from surveys, including provisional plans for inclusion in the Continuous Population Survey, it is not considered appropriate to collect this information via the Census.

GROS may test a question in the 2006 Census Test in Scotland to assess how willing people are to complete an e-Census questionnaire in 2011.

3.5 Ethnicity, identity and religion

Category 1	Category 2	Category 3
<ul style="list-style-type: none"> • Ethnicity and identity • Religion³ • Welsh language proficiency (in Wales) • Gaelic language proficiency (in Scotland) • Irish language proficiency (in Northern Ireland) 		<ul style="list-style-type: none"> • <i>Sexual orientation</i>⁴ • <i>English language proficiency</i>

Ethnicity and identity are linked and multi-dimensional. This topic may include characteristics such as:

- ethnic group;
- religion;
- language; and
- national identity;

There is a continuing strong user demand for statistics to build up a picture of changes over time for groups classified by ethnic, national and religious identity, and to monitor and promote equal opportunities between these groups. It is recognised that group identification is subjective. Country of birth, nationality and citizenship are also related to these subjective characteristics, and are discussed in section 3.11. ONS will also consider whether dimensions of national identity should be extended beyond the UK.

³ GROS and NISRA expect to collect information on two dimensions of religion - the religion that the respondent was born into and religious affiliation at the time of the census.

⁴ GROS are investigating the feasibility of collecting this information.

A number of questions will be required to capture adequately the different dimensions of ethnic, national and religious identity. Research will be undertaken to establish appropriate characteristics for inclusion and to further explore the interactions between the various characteristics in order to design a meaningful and acceptable suite of questions. It is recognised that for ethnic, national and religious identity to be meaningful and dynamic there may be some loss in terms of direct comparability over time.

Welsh language proficiency will be collected in Wales, as has been the case in previous censuses. Similar questions on Gaelic and Irish language will be asked in Scotland and Northern Ireland respectively.

A user requirement for information on sexual orientation has been identified. The Census is not seen currently as an appropriate vehicle for collecting this information. This is due to the compulsory nature of the Census and issues of confidentiality, disclosure and accuracy together with possible non-response effects. It is possible, however, that information about sexual orientation could be collected in other surveys.

3.6 Educational attainment and qualifications

Category 1	Category 2	Category 3
	<ul style="list-style-type: none"> • Qualification / training required for occupation • <i>Completed stages of education</i> 	<ul style="list-style-type: none"> • Academic qualifications • Other professional qualifications

Though necessary for full coding of occupation to the Standard Occupation Classification (SOC 2000), qualification information is traditionally difficult to capture and there were particular difficulties with the 2001 Census questions on academic and professional qualifications. Also, space constraints mean that less information may be collected on qualifications than in 2001.

The main user demand is for a broad measure of educational status or attainment; further work is required to research how this might be collected meaningfully. Information on qualifications is also required for the derivation of the full version of the National Statistics Socio-Economic Classification (NS-SEC) (see section 3.8).

One possibility is to use a measure of educational attainment based on completed stages of education and this will be researched. It is also considered that the interactions between educational attainment and other census variables, for example ethnicity and labour market data, are important.

3.7 Health

Category 1	Category 2	Category 3
	<ul style="list-style-type: none"> • Health status • Carer Information 	<ul style="list-style-type: none"> • <i>Nature/cause of disability/long-term illness</i>

Some measure of health status is required, but further work is necessary to understand the requirements of key users of health, disability and carer information. Consideration will be given to possibilities such as disability, long-term illness and level of general health.

At present ONS and GROS do not intend to collect information on the nature or cause of disability or long-term illness, although NISRA are considering doing so.

The case for inclusion of information about carers rests primarily on recognition that the ageing population will result in a rise in the number of carers and that the availability of this information at local level is likely to become increasingly important. In previous censuses there has been no alternative sources of this information, although this may not be the case in 2011.

The possible availability of alternative sources of data such as the planned NHS National Program for Information Technology NPfIT system may impact on the future requirements for some information traditionally collected by the Census. However, this needs to be investigated in the context of how individual health, disability and carer information from the Census is used in interaction with other census variables.

3.8 National Statistics Socio-Economic Classification (NS-SEC)

Category 1	Category 2	Category 3
<ul style="list-style-type: none"> • Occupation • Industry⁵ • Economic activity status • Self-employed or employee 	<ul style="list-style-type: none"> • Whether or not a supervisor • Number of employees at the workplace (or employed if self-employed)⁶ 	

In 2001, the NS-SEC was introduced for all official ONS statistics and surveys replacing the two previous socio-economic classifications - Social Class based on occupation ([SC] formerly Registrar General's Social Class) and Socio-Economic Group (SEG). There is strong user demand for the information to enable this classification to be derived from the 2011 Census.

NS-SEC is an occupational classification based on current or last paid work but there are also rules to provide coverage of the whole adult population, including those who have never worked, the long-term unemployed and full-time students.

The information required to create the full NS-SEC is Occupation coded to the Standard Occupational Classification 2000 (SOC 2000) and details of employment status. However, collecting this information requires a substantial amount of

⁵ Information on industry is needed because many of the 26,000 job titles in the SOC2000 coding index are linked to a specific industries

⁶ Size of organisation is necessary when coding job titles to the SOC 2000 unit group 1112 *Directors and chief executives of major organisations*, because major organisation is taken as one employing 500 or more persons.

space on the Census questionnaire, which may not be possible in 2011. Questions to provide a reduced version of NS-SEC, requiring less detailed information, will be investigated.

SOC 2000 codes are derived from occupation title, occupation description (including any qualifications or training, membership of professional bodies necessary to do the job) and description of industry.

3.9 Labour market/employment

Category 1	Category 2	Category 3
<ul style="list-style-type: none"> • Occupation • Industry • Economic activity status • Self-employed or employee 	<ul style="list-style-type: none"> • Hours worked • Whether or not a supervisor • number of employees at the workplace (or employed if self-employed) 	<ul style="list-style-type: none"> • <i>Number of Jobs</i> • <i>Voluntary Work</i>

The prime requirement of the labour market questions asked by the Census is to collect accurate information on economic activity status.

The labour market and employment questions included in the 2001 Census approximated to those used in the Labour Force Survey (LFS) which follow the internationally standard definitions set out in guidelines of the International Labour Organisation (ILO). However, because the census is self-completed it can be classified only approximately to the ILO definitions.

Aggregate estimates of employment, unemployment and inactivity from LFS are likely to be more accurate at the national and regional level. For smaller local areas sampling errors in LFS estimates become more significant and Census results at that level should, therefore, be given greater weight.

Most labour market and employment data items included in the 2001 Census were necessary for the derivation of NS-SEC (discussed at section 3.8). The exceptions being hours worked per week in main job and mode of travel to work (which is included in category 1 of the Travel topics at section 3.10). Labour market and employment questions formed a significant proportion of the 2001 Census questionnaire content. Due to the strong demand for other information to be collected via the Census, less space is likely to be available for labour market questions in 2011.

There is some user demand for other labour market and employment data items included in category 3 but given the constraints on questionnaire space and strong competing requirements for data on other topics it is not currently intended to include these.

