



Information paper

The 2011 Census: Development of a questionnaire for the 2007 Census Test

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1. Summary

This paper provides:

- details of the work to develop a questionnaire for the 2007 Census Test in England and Wales;
- an updated ONS view on the possible content of the 2011 Census questionnaire for England and Wales; and
- details of the work planned to finalise the content of the 2011 Census.

1.1 Questionnaire development

ONS has a programme of work underway to develop a questionnaire for the 2011 Census that started with a user consultation exercise in 2005.

The final 2011 questionnaire will collect as much of the information required by users as possible, without compromising data quality or placing an unacceptable burden on respondents, or jeopardising the principle aim of the 2011 Census, which is to provide a robust estimate of the population.

The work underway includes eight topic-specific working groups, comprising staff with expertise in Census, questionnaire design and the relevant topics¹, from the three UK statistical agencies and the Welsh Assembly Government. Five of these groups started in 2005 and have recommended new and/or modified questions for the 2007 Test. The other three groups started in Summer 2006, and so questions included in the 2007 Census Test for these groups have not changed significantly from the 2001 Census at this time. More information about these groups is included in section 4.2.

Tables 1.1.1 and 1.1.2 show the household and individual level questions to be included in the 2007 Census Test and highlight where there are differences from the 2001 Census question. These tables do not include details of any minor formatting or wording changes where the information collected is the same as using the previous questions.

Table 1.1.1: Household level questions to be used in the 2007 Census Test

Question	Topic	Change since 2001 Census
H6	Accommodation type	Additional response option for 'linked by garage'
H7	Self-contained accommodation	No change
H8	Number of rooms	No change
H9	Central heating	No change
H10	State of repair	New topic
H11	Tenure	No change
H12	Type of landlord	No change
H13	Number of cars or vans	No change

Table 1.1.1 does not include questions H1 – H5, which are used to identify and record all usual residents in the household and collect information from visitors.

¹ ONS does not have expertise in information on qualifications, so Department for Education and Skills (DfES) were included in one topic group to provide this.

Table 1.1.2: Individual level questions to be used in the 2007 Census Test

Question	Topic	Change since 2001 Census
1	Name	Split into 'first' and 'last name'
2	Sex	No change
3	Date of birth	No change
4	Marital or civil partnership status	New categories added for 'same-sex civil partnership' equivalents of traditional marriage options 'Remarried' category removed
5	Student	No change
6	Term-time address	Instruction added to only answer if answered 'yes' to Q5
7	Country of birth	Routing for month and year of entry question added
8	Month and year of entry into UK	New topic
9	Health status	Wording changed Five response options rather than three
10	Nature of long standing conditions	New question ²
11	Activity limitation	New question ²
12	National identity	New topic
13	Ethnic group	Additional response options for 'English' (in England), 'Welsh' (in Wales), 'Arab' and 'Gypsy/Romany/Irish traveller' 'Chinese' moved to 'Asian or Asian British' section
14	Religion	No change
15	Language	New topic
16	Frequency of use of Welsh (Wales only)	New topic
17	Second residence	New topic
18	Type of second residence	New topic
19	Time spent at second residence	New topic
20	Address one year ago	Only 'country' collected for overseas addresses
21	Routing instruction	-
22	Employment status	Response options added for different types of employment
23	Looking for work	No change ³
24	Availability for work	No change ³
25	Waiting to start work	No change ³
26	Economic inactivity	No change ³
27	Qualifications	Question redesigned to collect information on academic and vocational questions separately
28	Sources of income	New topic
29	Income	New topic

² Questions 10 and 11 replace the single question on 'limiting long term illness' used in 2001.

³ Questions 23 – 26 are used to derive economic activity status.

The questionnaire for the 2007 Census Test will be 24 pages long and will include four pages of questions for each of five respondents (the questionnaire for the 2001 Census in England and Wales was 20 pages long and included 3 pages of questions per respondent). This will enable a significant number of new or modified questions to be evaluated on a large scale before the final questionnaire content for the 2011 Census is decided.

Although there is an extra page, a number of established questions have still had to be excluded from the Test. These are for topics that ONS is considering for collection in 2011, but for which the questions used in the 2001 Census are unlikely to change significantly.

The topics collected in the 2001 Census but excluded from the 2007 Census Test are shown in table 1.1.3 below, along with the reason for their omission and an indication of whether the topic is still being considered for the 2011 Census:

Table 1.1.3: 2001 Census topics excluded from 2007 Census Test

Topic	Reason	Possible for 2011
Bath, shower & toilet	Insufficient user requirement	N
Lowest floor level	Insufficient user requirement	N
Household relationships	Excluded to allow testing of other questions	Y
Welsh language proficiency	New question included to collect this information for Welsh and other languages	Y
Carers	Excluded to allow testing of other questions	Y
Long-term illness or disability	Replaced with two questions	Y
Professional qualifications	Insufficient user requirement High non-response in 2001 Census	N
Ever worked	Excluded to allow testing of other questions	Y
Self-employed or employee	Excluded to allow testing of other questions	Y
Size of workplace	Insufficient user requirement High non-response in 2001 Census	N
Occupation	Excluded to allow testing of other questions	Y
Supervisor status	Excluded to allow testing of other questions	Y
Industry	Excluded to allow testing of other questions	Y
Workplace address	Excluded to allow testing of other questions	Y
Transport to place of work	Excluded to allow testing of other questions	Y
Hours worked	Insufficient user requirement	N

The topics excluded due to insufficient user requirement are not likely to be considered further in ONS' programme of question development.

The topics excluded to allow testing of new or modified questions will be considered alongside all other category 1 and 2 topics when the final content of the 2011 Census is decided.

1.2 Updated ONS view on possible content of 2011 Census

Although the 2007 Census Test will include four pages of questions per respondent, this is unlikely to be viable for the 2011 Census. The cost of printing, delivering and processing the additional pages would be significant, and it is not yet clear if the increased burden on respondents from the extra questions will affect response.

Work is underway to estimate the additional cost and assess whether a longer questionnaire would be likely to reduce response rates. A final decision on the length of the questionnaire is expected to be made in Spring 2007, when the overall budget for the 2011 Census is expected to be confirmed.

ONS' working assumption is that the questionnaire for the 2011 Census will include three pages of questions per respondent, and on this basis this paper includes a number of options for possible content in section 5.2.

1.3 Way forward

The topic-specific working groups established to develop questions for the 2011 Census will continue to do so until December 2007. At that time they will recommend questions for the 2009 Census Rehearsal. The recommendations from each topic group will be considered together, and the content of the 2009 Census Rehearsal will be determined in Spring 2008. After this time only minor changes to the questionnaire are anticipated and the same content is planned for the 2011 Census.

The funding for the 2011 Census beyond 2008 has not yet been agreed. This will affect the length of the questionnaire and the number of questions that can be included. Workshops will take place in early 2007 with users of census data in England and Wales to confirm the priorities for what information should be collected. Further details on these workshops will be published on the National Statistics website in January 2007.

The final decision on the content of the 2011 Census will ultimately be for Parliament to make through the legislative process. This process will begin in Autumn 2008 when the topics to be included in the 2011 Census are scheduled to be announced in a Government White Paper.

2. Introduction

In May 2005 ONS published a consultation document *'The 2011 Census: Initial view on content for England and Wales'* on the National Statistics web-site: <http://www.statistics.gov.uk/about/consultations/2011Census.asp>

Responses were received from nearly 500 users, presenting arguments for the inclusion of around 70 topics (over 2,000 'topic responses').

After reviewing the responses to this consultation ONS published an information paper *'The 2011 Census: Assessment of initial user requirements on content for England and Wales'* on the National Statistics web-site in March 2006: http://www.statistics.gov.uk/about/consultations/2011Census_response.asp

This paper outlined ONS' assessment of the consultation responses and the factors considered.

Eight working groups were established to investigate detailed user requirements for specific topics and develop and test questions to meet these needs. These groups are discussed in detail in section 4.2. Five of these groups started in 2005, and have recommended new or modified questions for the 2007 Census Test. The remaining groups started in 2006 and will develop questions to be included in the 2009 Census Rehearsal and 2011 Census.

3. Context

It was clear following the consultation exercise in 2005 that there was significantly greater demand for information than it would be possible to collect in the Census.

The topic groups established by ONS to develop questions for the 2011 Census confirmed that this was the case, concluding that to meet all reasonable user needs would require an additional three pages of questions per person than used in the 2001 Census.

The key objective of the 2011 Census is to provide a robust estimate of the population count, and a benchmark for key population statistics, on a consistent and comparable basis for small areas and small population groups. To help achieve this, ONS is committed to minimising the burden on respondents as much as possible.

This principle, combined with the significant additional cost of including a large number of new questions, means that not all of the information for which there is a strong requirement can be collected in the Census.

However, as it is not possible to decide the final content of the 2011 Census until the topic groups conclude their work, it was decided that the 2007 Test should include a number of new topics and questions. This will enable ONS to assess the success of these questions on a large scale before making the final decision on the content of the Census.

To achieve this, the questionnaire for the 2007 Test includes four pages of questions per person, where the 2001 Census only used three. In addition to this extra page, a number of topics collected successfully in the 2001 Census and which are unlikely to change significantly have been excluded from the 2007 Test, although they are still likely to be collected in the Census.

The constraints outlined in section 5.1 mean that the 2011 Census is likely to be limited to three pages of questions per person and a number of the topics included in the Test will not be able to be included in the Census.

There will be user requirements that ONS is unable to meet through the census, either because of the constraints on the size of the questionnaire or because it is not possible to collect information of sufficient quality through a self-completion exercise such as the census. Where this is the case, ONS will investigate whether it is possible to meet these information needs through other National Statistics sources and establish whether an additional source of funding would be required to do so.

The largest ONS household survey that could be used to collect information that the Census cannot is the planned Integrated Household Survey (IHS). The IHS is currently being developed and is scheduled to begin in 2008. More details about the IHS can be found on the National Statistics web-site:
<http://www.statistics.gov.uk/cci/nugget.asp?id=936>

The IHS is likely to offer a realistic alternative to the Census for topics where there is not a requirement for detailed information for small populations or geographies. ONS will consider the suitability of the IHS when deciding the final content of the 2011 Census.

4. Content of the 2007 Census Test

This section outlines the work done to develop a questionnaire for the 2007 Test, explaining which topics are included and why.

The content of the 2007 Test will enable ONS to evaluate the success of a number of new or modified questions on a large scale before making a decision on the content of the 2011 Census.

4.1 Consultation

The topics being considered for inclusion in the 2011 Census are those for which a need was identified in the consultation exercise in 2005. The responses to this consultation were evaluated and ONS' assessment of the strength of requirement for each topic was outlined in the information paper *'The 2011 Census: Assessment of initial user requirements on content for England and Wales'* in March 2006.

Further consultation with key users has been undertaken by the topic groups, discussed in section 4.2, to understand the detailed requirements for each topic. This topic-specific consultation is led by the ONS department with expertise in the specific topic, and will continue until the questions for the 2009 Census Rehearsal are agreed. Users interested in contributing to this process can send their contact details, together with an indication of the topic(s) of interest, to: Censustopics@ons.gsi.gov.uk

4.2 Topic groups

A number of working groups were established in 2005 to evaluate and prioritise the user requirements for specific topics and develop and test questions to meet these needs.

It was not possible to run all of these groups at once, so they were timetabled to run in stages until the end of question development for the 2011 Census. This timetable is shown below:

Table 4.2.1: Census topic groups

Topic group	Start	Finish
Population definitions and bases	April 2005	December 2007
Ethnicity, identity, language and religion	May 2005	December 2007
Labour market and qualifications	May 2005	June 2006
Income	May 2005	June 2006
Health and care	November 2005	June 2006
Migration	June 2006	December 2007
Demographics and household relationships	June 2006	December 2007
Housing	June 2006	December 2007

The topic groups that have finished will reform to review the results of the 2007 Test before making final recommendations for the 2009 Census Rehearsal and 2011 Census, although no significant further testing is planned beyond that point.

The topic groups include people with a range of skills and expertise from the following areas:

- ONS Census division
 - To co-ordinate the work of the group and provide Census expertise for England and Wales;
- ONS Business areas⁴
 - To provide expertise in topics covered by each group and consult with users;
- ONS Data Collection Methodology
 - To develop and test questions to meet user requirements and provide expertise in questionnaire design;
- ONS Harmonisation
 - To ensure questions developed for the Census are comparable with those from other surveys where possible;
- The General Register Office for Scotland (GROS) and the Northern Ireland Statistics and Research Agency (NISRA)
 - To provide Census expertise for Scotland and Northern Ireland respectively and ensure UK consistency where possible; and
- The Welsh Assembly Government
 - To ensure Welsh requirements are met and that questions developed will be acceptable in Wales.

⁴ ONS does not have expertise in information on qualifications, so DfES were included in one topic group to provide this.

4.3 Overall categorisation of topics

The evaluation of the topics according to each set of criteria was discussed in the previous information paper, *'The 2011 Census: Assessment of initial user requirements on content for England and Wales'*, where topics were allocated to one of three categories. These categories are outlined in table 4.3.1:

Table 4.3.1: Overall categories used

Category	Description
1	Topics likely to be collected in the 2011 Census
2	Topics where further work is required before a decision is made on whether to collect them in the 2011 Census
3	Topics which will not be collected in the 2011 Census

The programme of work underway through the topic groups and evaluation of the 2007 Census Test will inform the choice of which category 2 topics to include in the 2011 Census.

The following sections discuss the categorisation of the topics using the groupings established in the original consultation document.

Topics in italics are those that have not been asked in a previous census.

4.3.1 Population definitions and bases

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i> <ul style="list-style-type: none"> • Usual residence • Visitor information • Students in full time education & term-time address • Households 	<ul style="list-style-type: none"> • <i>Second residence</i> 	
<i>Excluded from 2007 Test</i> <ul style="list-style-type: none"> • Workplace address 	<ul style="list-style-type: none"> • <i>Study place address</i> 	

The category 1 topics included in the 2007 Census Test are essential to obtain a robust estimate of the population and produce outputs for the agreed enumeration base of 'Usual residents and visitors'. These topics will definitely be collected in the 2011 Census.

Workplace address has been excluded from the 2007 Test to allow the testing of as many new and modified questions as possible. This information is likely to be collected in the 2011 Census.

Information on second residences would enable outputs to be produced for more than one population base and would also be useful for housing and transport planning. Questions to collect this information are included in the 2007 Census Test to help assess whether it is possible to collect information of sufficient quality to meet these needs.

Information on study place address will not be collected in the 2007 Census Test. Concerns about the effect collecting this would have on the utility of workplace address information mean that it is unlikely to be collected in the 2011 Census.

4.3.2 Basic demographics and social composition of households

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i> <ul style="list-style-type: none"> Sex Date of birth Marital or civil partnership status 		
<i>Excluded from 2007 Test</i> <ul style="list-style-type: none"> Household and family relationships 		

The categorisation of topics within this section is unchanged from the initial user consultation, and information on all of them is likely to be collected in the 2011 Census.

The question used in the 2001 Census to collect information on marital status has been modified for the 2007 Test to collect information on civil partnerships. This question will be developed further for the 2011 Census.

The relationship question is excluded from the Test to allow the testing of other topics, but will be updated to collect information on civil partnerships. This information is likely to be collected in the 2011 Census.

4.3.3 Housing information

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i> <ul style="list-style-type: none"> Household tenure (including type of landlord) Accommodation type Number of rooms Dwellings and self-contained accommodation 	<ul style="list-style-type: none"> Number of cars and vans 	
<i>Excluded from 2007 Test</i>		<ul style="list-style-type: none"> Pet ownership

The categorisation of topics within this section is unchanged from the initial user consultation, and all category 1 topics are likely to be included in the 2011 Census. Information on pet ownership will not be collected in 2011.

Information on number of vehicles will be collected in 2007 and is likely to be collected in 2011.

The questions included in the 2007 Census Test are largely unchanged from the 2001 Census. Work to review and modify these questions is currently underway, to ensure that the terminology and response options given are appropriate, although they are unlikely to change significantly for 2011.

4.3.4 Quality of housing

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i>	<ul style="list-style-type: none"> • Central heating • <i>State of repair</i> 	
<i>Excluded from 2007 Test</i>		<ul style="list-style-type: none"> • Bath/shower and toilet access • Lowest floor level • Accommodation on more than one floor⁵ • <i>Internet access</i> • <i>Garden access</i> • <i>Smoke alarms</i> • <i>Renewable energy sources</i>

A question on central heating is still being considered for the 2011 Census, and information will be collected in the 2007 Census Test using the 2001 question.

The consultation exercise in 2005 found support for the development of an additional quality of housing measure. The question that has been developed for inclusion in the 2007 Test aims to collect information about the state of repair of accommodation. This question requires significant further development and testing, and will only be considered for inclusion in the 2011 Census if ONS are confident that the information collected will be a priority compared to other demands, of value to users and of sufficient quality.

None of the category 3 topics will be included in the 2007 Test or considered further for the 2011 Census.

⁵ This question was asked in Northern Ireland in 2001. NISRA are considering the case for asking a similar question in 2011.

4.3.5 Ethnicity, identity and religion

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i> <ul style="list-style-type: none"> • Ethnicity and national identity • Religion⁶ • Welsh language proficiency (in Wales)⁷ 	<ul style="list-style-type: none"> • <i>Language</i> • <i>Frequency of use of Welsh (in Wales)</i> 	<ul style="list-style-type: none"> • <i>English language proficiency</i>
<i>Excluded from 2007 Test</i>		<ul style="list-style-type: none"> • <i>Sexual orientation</i>

Information on ethnicity and national identity will be collected in the 2011 Census. Although questions to collect this information are included in the 2007 Census Test, they will be revised for the 2011 Census. A programme of work to develop the Census questions is underway, considering the format, wording and categories to be used. This is scheduled to conclude at the end of 2007.

The religion question used in the 2001 Census is included in the 2007 Test, and is planned for inclusion in the Census. This question is unlikely to change significantly before 2011.

There is a strong requirement to collect information on Welsh language proficiency in Wales, and this will be done in 2011 as in previous censuses. However, a separate question to collect this information is not included in the 2007 Test. Instead a new question, asking about proficiency in a number of languages, will be asked. This question will collect information about proficiency in English despite this topic being in category 3. Information on English language proficiency would only be collected in combination with other languages, and no separate question will be considered for the 2011 Census.

The new language question has been developed to attempt to meet all needs for information on language, but early testing has identified some potential problems. Respondents may have difficulty completing the question correctly due to the matrix format used, and the quality of information collected may be unacceptable. Analysis of the results of the 2007 Test and further small-scale testing, alongside consideration of competing priorities, will inform the decision on whether or not to collect information on languages other than Welsh in the 2011 Census, and whether to use this question or develop a simpler question to collect less information.

There is also a requirement in Wales for information on the frequency of use of Welsh, and a question to collect this is included in the 2007 Test in Wales. If this question is successful it will be considered for inclusion in the Census in Wales if it is considered to be of sufficiently high priority.

Information on sexual orientation will not be collected in the 2007 Test, and there are no plans to collect it in the Census. However, ONS recognises the increasing requirement for this information and a programme of work is underway to further

⁶ GROS and NISRA expect to collect information on two dimensions of religion - the religion that the respondent was brought up in and religious affiliation at the time of the Census.

⁷ Similar questions to collect information on Gaelic and Irish are being considered for inclusion in the 2011 Census in Scotland and Northern Ireland respectively.

explore information requirements and establish a way to collect it. Further information about this work can be obtained from:

ethnicity&identity@ons.gsi.gov.uk

4.3.6 Educational attainment and qualifications

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i> <ul style="list-style-type: none"> Academic & vocational qualifications 		
<i>Excluded from 2007 Test</i>		<ul style="list-style-type: none"> Other professional qualifications Qualification or training required for occupation Completed stages of education

A new question has been developed to collect information on qualifications and is included in the 2007 Test. This question includes separate tick-box response options for academic and vocational qualifications and small-scale testing has shown that this question is easier for respondents to answer accurately than that used in the 2001 Census. It is likely that this information will be collected in the Census.

No other measures of educational attainment are included in the 2007 Test, and none are currently being considered for the Census.

4.3.7 Health and care

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i> <ul style="list-style-type: none"> Health status Long-term illness or disability 	<ul style="list-style-type: none"> Nature of long-term illness or disability 	
<i>Excluded from 2007 Test</i> <ul style="list-style-type: none"> Carer information 		<ul style="list-style-type: none"> Lifestyle Fertility Use of childcare Wheelchair use

A new question to collect information on health status, giving five response options in place of the three used in 2001, is included in the 2007 Test. This question will give comparability with censuses in a significant number of other countries and surveys that use this question.

The 2001 Census included a single question on limiting long-term illness and disability, and there was some demand from users for continuity for this topic. However, a strong potential use identified was for policy monitoring after the introduction of the Disability Discrimination Act 1995 (DDA) for which the 2001

Census question is not suitable, since it does not distinguish between disability and illness.

Two new questions have been developed to distinguish between different types of disability and illness and ask whether any illness or disability limits day-to-day activities. These questions are designed to collect the additional detail required by users, while providing some continuity with the 2001 Census, and have been included in the 2007 Census Test for evaluation on a large scale.

Information on carers will not be collected in the 2007 Census Test, although it is still considered a high priority for collection in the 2011 Census. If collected in 2011, it is likely that the question from the 2001 Census will be used again.

None of the category 3 topics will be included in the 2007 Test or considered further for the 2011 Census.

4.3.8 Labour market/employment and NS-SEC

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i> <ul style="list-style-type: none"> Economic activity status 		
<i>Excluded from 2007 Test</i> <ul style="list-style-type: none"> NS-SEC Occupation⁸ 	<ul style="list-style-type: none"> Industry Self-employed or employee⁹ Whether or not a supervisor⁹ 	<ul style="list-style-type: none"> Hours worked Size of workplace¹⁰ <i>Number of jobs</i> <i>Voluntary work</i>

The 2007 Census Test will not collect information required to derive the National Statistics Socio-economic Classification (NS-SEC). These questions have been excluded to allow the testing of as many new and modified questions as possible. Information to derive NS-SEC is, however, likely to be collected in the 2011 Census, but by using the 'reduced' method, which would require all the variables used in the 2001 Census except the number of employees at workplace. Further details on the derivation of NS-SEC are available on the National Statistics web-site:

<http://www.statistics.gov.uk/nssec>

Although not included in the 2007 Census Test, information on occupation is likely to be collected in the 2011 Census, as it is not only required for all NS-SEC derivation methods but also a strong requirement exists for the information separately.

Industry is also not included in the 2007 Census Test and no final decision has yet been taken on whether or not to collect it in the 2011 Census. This decision will be made taking account of the length of the question and the cost of coding the information, against the user requirements and the reduction in quality of occupation coding if it were excluded.

After consideration by the topic group, user requirements for information on hours worked or size of workplace were not found to be as strong as for other

⁸ Required to derive NS-SEC using simplified method.

⁹ Required to derive NS-SEC using simplified or reduced method.

¹⁰ Required to derive NS-SEC using simplified, reduced or full method.

topics. Therefore, ONS does not intend to collect information for these, or the other category 3 topics, in the 2011 Census.

4.3.9 Travel

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i>		
<i>Excluded from 2007 Test</i> <ul style="list-style-type: none"> • Transport to place of work 	<ul style="list-style-type: none"> • Transport to place of study 	

Transport to place of work has been excluded from the 2007 Test to allow the testing of as many new and modified questions as possible. This information is, however, likely to be collected in the 2011 Census.

Information on transport to place of study place address will not be collected in the 2007 Census Test. It would not be possible to ask separately about transport to place of work and place of study due to space constraints, and the 2001 Census in Scotland used the same question for both topics. Concerns about the effect that doing this would have on the utility of transport to place of work information, particularly for people who both work and study, mean that it is unlikely to be collected in the 2011 Census in England and Wales.

4.3.10 Migration

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i> <ul style="list-style-type: none"> • Address one year ago • Country of birth 	<ul style="list-style-type: none"> • <i>Month and year of entry into the UK</i> 	
<i>Excluded from 2007 Test</i>	<ul style="list-style-type: none"> • <i>Citizenship / Nationality</i> 	<ul style="list-style-type: none"> • <i>Change of country of usual residence and country of previous usual residence</i> • <i>Place of birth</i> • <i>Country(ies) of parents' birth</i> • <i>Asylum or immigration status</i>

Information on address one year ago and country of birth will be collected in the 2007 Census Test, using questions similar to those used in the 2001 Census, and both topics are likely to be collected in the 2011 Census.

An increasing need for information on migration means that the inclusion of additional topics is being considered for the 2011 Census. Those being considered are month and year of entry into the UK and citizenship/nationality.

A question on the first of these has been included in the 2007 Census Test for evaluation on a large scale; a question to collect either citizenship or nationality will be developed and tested through the migration census topic group. No final

decision on the inclusion of either of these topics in the 2011 Census has yet been made.

None of the category 3 topics will be included in the 2007 Test or considered further for the 2011 Census.

4.3.11 Income

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i>	<ul style="list-style-type: none"> <i>Income</i> 	
<i>Excluded from 2007 Test</i>		<ul style="list-style-type: none"> <i>Access to a bank account</i>

A question to collect information on income has been developed and will be included in the 2007 Census Test. One of the key objectives of the Test is to assess whether the collection of this information would affect response rates, and this assessment will inform the final decision on whether or not to include the topic in the 2011 Census.

4.3.12 Operational requirements and data quality

Category 1	Category 2	Category 3
<i>Included in 2007 Test</i> <ul style="list-style-type: none"> <i>Name</i> 	<ul style="list-style-type: none"> <i>Telephone number</i> <i>Sources of income</i> 	
<i>Excluded from 2007 Test</i>	<ul style="list-style-type: none"> <i>e-mail address</i> <i>Ever worked</i> 	<ul style="list-style-type: none"> <i>National Insurance number</i>

The categorisation of topics within this section is unchanged from the initial user consultation.

The name of each respondent will be collected in the 2007 Census Test and 2011 Census, although the question will now ask for first name and last name separately to aid processing.

Telephone numbers will be collected in the 2007 Census Test to enable follow up of partial responses to be investigated. No decision has yet been taken on whether or not to collect this information, or information on e-mail addresses, in the 2011 Census.

Information on sources of income will be collected in the 2007 Census Test as testing has shown that this information significantly improves the quality of income information collected.

Information on whether a respondent has ever worked will not be collected in the 2007 Census Test, but is still being considered for the 2011 Census.

National Insurance numbers will not be collected in the 2007 Census Test nor considered further for the 2011 Census.

5. Possible content of the 2011 Census

This section outlines the constraints that must be considered when deciding on the content of the 2011 Census and gives some examples of possible content using ONS' current working assumptions.

5.1 Constraints on questionnaire content

There are several factors that ONS must consider when developing the questionnaire for the 2011 Census. These factors apply both when deciding how many pages to include in the questionnaire, which questions to ask and how many tick-box response options to include for each question. The various factors are outlined below:

- Impact on respondents:
 - acceptability of questions; and
 - respondent burden (dependent on questionnaire length and questions asked).
- Data quality:
 - questions will only be included where ONS are confident that the information collected will be of sufficient quality to be of use to users.
- Operational considerations:
 - cost of printing, delivery and collection (dependent on questionnaire length); and
 - cost of processing (dependent on questionnaire length and questions asked).
- Time:
 - for delivery and collection (dependent on questionnaire length); and
 - for processing (dependent on questionnaire length and questions asked).

No final decision about the length of the questionnaire for the 2011 Census, or the questions to be asked, has yet been made.

The questionnaire length is likely to be decided in Spring 2007, and the census content agreed in Autumn 2008, when the White Paper is drafted, subject to minor changes following the 2009 Census Rehearsal. Until these decisions are made, ONS is using several assumptions in planning for the 2011 Census:

- Questionnaire length is likely to be 24 pages, including:
 - A front page to give information but to include no questions;
 - Two pages of questions to identify and count all usual residents in the household and collect information from visitors;
 - One page of questions about the household;
 - Two pages of relationship questions; and
 - Three pages of questions for each of six respondents;
- No questions that a significant number of respondents are likely to find intrusive will be included;
- No questions that place too great a burden on respondents will be included; and
- The content is likely to include the majority of category 1 topics and a small number from category 2.

5.2 Current judgement on likely content

Using the current working assumptions, it is possible to estimate what the content of the questionnaire for the 2011 Census could be.

The household level questions are likely to be similar to those included in the 2007 Census Test unless it is decided to collect information currently collected at an individual level at the household level instead. This is unlikely, but may be possible for some topics such as income and second residences.

Information on household relationships is likely to be collected separately from the other information about the household members, as in the 2001 Census.

The table below gives four examples of the possible topics that could be collected at an individual level in the 2011 Census:

Table 5.2.1: Possible alternatives for content of questionnaire

Topic	Option 1	Option 2	Option 3	Option 4
Name	✓	✓	✓	✓
Sex	✓	✓	✓	✓
Date of birth	✓	✓	✓	✓
Marital or civil partnership status	✓	✓	✓	✓
Student & term-time address	✓	✓	✓	✓
Country of birth	✓	✓	✓	✓
Month and Year of entry into UK	✓	✓	✓	✓
Ethnicity & national identity	✓	✓	✓	✓
Religion or belief	✓	✓	✓	✓
Welsh language proficiency	✓	✓	✓	✓
Health status	✓	✓	✓	
Long-term illness or disability	✓			✓
Address one year ago	✓	✓	✓	✓
Academic & vocational qualifications	✓	✓		
Workplace address	✓	✓	✓	✓
Economic activity	✓	✓	✓	✓
Occupation ¹¹	✓		✓	
Self-employed or employee ¹¹	✓		✓	
Supervisor status ¹¹	✓		✓	
Ever worked ¹¹	✓		✓	
Transport to place of work	✓	✓		✓
Income		✓	✓	
Language			✓	✓
Industry				
Second residence				✓
Citizenship/nationality				✓

The examples given above illustrate how difficult it will be to decide the final Census content. Strong requirements for all topics in the table, and a number of others not included in these examples, mean that ONS will have to decide which user needs cannot be met due to the constraints outlined in section 5.1.

¹¹ Used to derive NS-SEC

6. Way forward

The topic groups currently in progress will continue to develop and test questions before making recommendations for the 2009 Census Rehearsal and 2011 Census in December 2007. All topic groups will evaluate the results of the 2007 Census Test to help inform these recommendations.

The expected timetable for the development of the questionnaire is given below.

Year	Date	Event
2006	October	Questionnaires for 2007 Test published
	Ongoing	Question testing and development
2007	Spring	Decision on length of questionnaire for 2011
	May 13 th	Census Test
	Winter	Evaluation of Census Test
2008	Ongoing	Question testing and development
	Spring	Topics for 2009 Rehearsal selected
	Summer	Questionnaires for 2009 Rehearsal finalised
	Autumn	Topics for 2011 Census announced in White Paper
	Ongoing	Questionnaire testing
2009	Spring	Census Rehearsal
	Autumn	Questionnaires for 2011 Census finalised ¹²
2010	Spring	Census questionnaires approved by Parliament
2011	Spring	Census day

N.B. The dates in this timetable are provisional and may change.

Throughout the questionnaire development process ONS will be discussing detailed requirements for specific topics with users. The users consulted will be identified by the ONS business area with expertise in that topic, but users interested in contributing to this process can send their contact details, together with an indication of the topic(s) of interest, to: Censustopics@ons.gsi.gov.uk

In addition to this topic-specific consultation, users will have an opportunity to discuss the overall census content in early 2007. Workshops will take place with users of census data in England and Wales to confirm the priorities for what information should be collected in 2011. Further details on these workshops will be published on the National Statistics website in January 2007.

Although ONS conducts the census in England and Wales, and develops the questionnaires to be used, the final content of the census will be decided by Parliament.

¹² It is hoped that there will be no, or minimal changes to the questionnaire after the 2009 Rehearsal

7. Contact details

Any questions or comments regarding this paper should be emailed to ONS at:

Censustopics@ons.gsi.gov.uk

Comments and questions can also be sent to:

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This paper is focused on the Census in England and Wales only. Separate user consultation has been undertaken for the Census in Scotland and Northern Ireland and queries regarding these should be directed to GROS or NISRA. Their contact details are below:

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Annex A: Questionnaires and previous information papers

Questionnaires for the 2007 Census Test

The household questionnaires to be used in England and Wales in the 2007 Census Test are available on the National Statistics web-site:

<http://www.statistics.gov.uk/censustestquestionnaire>

All other questionnaires to be used will be published before the end of 2007.

Previous information paper

In March 2006 ONS published an information paper to summarise the assessment of user requirements for information from the 2011 Census:

The 2011 Census: Assessment of initial user requirements on content for England and Wales

http://www.statistics.gov.uk/about/consultations/2011Census_response.asp

This paper was supported by documents summarising the user requirements for each topic. These are available on the National Statistics web-site here:

http://www.statistics.gov.uk/about/consultations/2011Census_response.asp

Earlier consultation

The information requirements discussed in this document and the previous information paper come primarily from the consultation exercise conducted in 2005:

The 2011 Census: Initial view on content for England and Wales

<http://www.statistics.gov.uk/about/consultations/2011Census.asp>

This paper summarised findings from earlier consultations, such as those reported in:

Census strategic development review: User requirements report

http://www.statistics.gov.uk/downloads/theme_population/user_req.pdf

Consultation with Users on Population Definitions for the 2011 Census

<http://www.statistics.gov.uk/census2001/pdfs/ag0407.pdf>