



Final recommended questions for the 2011 Census in England and Wales

Migration

October 2009

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1. Summary

A previous information paper '*Recommended questions for the 2009 Census Rehearsal and 2011 Census: migration*', documented the development of the questions related to migration prior to December 2008. Since that point ONS has conducted a final phase of testing, to refine and finalise questions in preparation for the 2011 Census. The relevant findings from this testing are incorporated in this updated information paper, which presents final question recommendations for migration in the 2011 Census in England and Wales. These recommendations are subject to Parliamentary approval which ONS hopes to obtain by the end of 2009.

Question development for the 2011 Census began in 2005. An iterative and comprehensive process of user consultation, prioritisation of user requirements and qualitative and quantitative question testing has been carried out to inform the decisions on the questions to be included in the 2011 Census.

Migration is a topic of increasing importance and interest and has been identified as a key research topic across government. Improving the estimates of both internal and international migration is essential for improving estimation of the population. Additionally, impacts and outcomes of migration are of major policy interest.

The following migration topics will be included in the 2011 Census for England and Wales:

- Country of birth
- Month and year of arrival to the UK
- Intended length of stay in the UK
- Passports held (as a proxy for citizenship)
- Usual address one year ago

This paper outlines the development of the migration questions, drawing on evidence from cognitive question testing as well as evidence from the 2007 Census Test, postal tests and other strands of research.

The questions presented below are the final recommended questions for the 2011 Census, subject to Parliamentary approval.

Figure 1.1 - Country of birth – England

9 What is your country of birth?

England ➔ Go to 13

Wales ➔ Go to 13

Scotland ➔ Go to 13

Northern Ireland ➔ Go to 13

Republic of Ireland

Elsewhere, write in the current name of country

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Figure 1.2 Country of birth – Wales (English version)

9 What is your country of birth?

Wales ➔ Go to **13**

England ➔ Go to **13**

Scotland ➔ Go to **13**

Northern Ireland ➔ Go to **13**

Republic of Ireland

Elsewhere, write in the current name of country

Figure 1.3 Country of birth – Wales (Welsh version)

9 Ym mha wlad y cawsoch eich geni?

Cymru ➔ Ewch i **13**

Lloegr ➔ Ewch i **13**

Yr Alban ➔ Ewch i **13**

Gogledd Iwerddon ➔ Ewch i **13**

Gweriniaeth Iwerddon

Rhywle arall, nodwch enw presennol y wlad

Figure 1.4 Month and year of arrival to the UK - England and Wales (English version)

10 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

Month Year

Figure 1.5 Month and year of arrival to the UK – Wales (Welsh version)

10 Os na chwsoch eich geni yn y Deyrnas Unedig, pryd y daethoch i fyw yma ddiwethaf?

➔ Peidiwch â chyfrif ymweliadau byr i ffwrdd o'r DU

Mis Blwyddyn

Figure 1.6 Intended length of stay in the UK – England and Wales (English version)

11 If you arrived before 27 March 2010 ➔ Go to **13**

If you arrived on or after 27 March 2010 ➔ Go to **12**

12 Including the time you have already spent here, how long do you intend to stay in the United Kingdom?

Less than 6 months

6 months or more but less than 12 months

12 months or more

Figure 1.10 Usual address one year ago - England and Wales (English version)

21 One year ago, what was your usual address?

➤ If you had no usual address one year ago, state the address where you were staying

The address on the front of this questionnaire

Student term-time/boarding school address in the UK, write in term-time address below

Another address in the UK, write in below

Postcode

OR Outside the UK, write in country

*Please note that the address one year ago question for person 2 onwards will also have a 'same as person 1' tick box in the space below the question instruction.

Figure 1.11 Usual address one year ago – Wales (Welsh version)

21 Flwyddyn yn ôl, beth oedd eich cyfeiriad arferol?

➤ Os nad oedd gennych gyfeiriad arferol flwyddyn yn ôl, nodwch y cyfeiriad lle'r oeddech yn aros

Y cyfeiriad ar flaen yr holiadur hwn

Cyfeiriad myfyriwr yn ystod y tymor/cyfeiriad ysgol breswyl yn y DU, nodwch isod

Cyfeiriad arall yn y DU, nodwch isod

Cod Post

NEU Y tu allan i'r DU, nodwch enw'r wlad

2. Introduction

The next census will take place on 27 March 2011. The proposed topics to be included were announced in the 2011 Census White Paper published in December 2008. To access the White Paper and read further information about how the content of the 2011 Census was determined, please refer to the National Statistics website at:

<http://www.ons.gov.uk/census/2011-census/2011-census-questionnaire-content/question-and-content-recommendations-for-2011/index.html>

A previous information paper '*Recommended questions for the 2009 Census Rehearsal and 2011 Census: migration*', documented the development of the migration questions prior to December 2008. Since that point ONS has conducted a final phase of testing, to refine and finalise questions in preparation for the 2011 Census. The relevant findings from this testing are incorporated in this updated information paper, which presents the final question recommendations for migration questions in the 2011 Census. These recommendations are subject to Parliamentary approval which ONS hope to obtain by the end of 2009.

Question development for the 2011 Census began in 2005. An iterative and comprehensive process of user consultation, evaluation and prioritisation of user requirements and qualitative and quantitative question testing has been carried out to inform the decisions on the questions to be included in the 2011 Census. The questions for England and Wales have been developed through close collaboration with the Welsh Assembly and the census offices of Scotland and Northern Ireland. A key aim of this collaboration is to minimise differences between questionnaires across the UK, though it is recognised that differing circumstances will sometimes require different solutions. A paper on the UK differences in census questions will shortly be available on the ONS website.

This paper outlines the development of the migration questions for England and Wales, including the Welsh language version. The following migration topics are recommended for inclusion in the 2011 Census for England and Wales:

- Country of birth
- Usual address one year ago
- Month and year of arrival to the UK
- Passports held (as a proxy for citizenship)
- Intended length of stay in the UK

The paper will begin by briefly outlining the user requirements for each migration topic and then describe the development process for each question. The final recommended questions are presented, along with justification of why the questions differ from the 2001 Census and the impact of the change (where applicable).

3. User requirements

The inclusion of questions in the census must be supported by a clear user requirement for the information. The user consultation process for the 2011 Census began in 2005 with a general topics consultation. In addition to this a detailed consultation exercise was carried out in October 2006 to refine the user requirements for information on migration from the 2011 Census.

Migration is a topic of increasing importance and interest. Improving the estimates of both internal and international migration is essential for improving estimation of the population. Migration, particularly international migration, is the most difficult component of population change to estimate. Additionally, migration has been identified as a key research topic across government and the impacts and outcomes of migration are of major policy interest.

The key user needs for each topic are outlined below.

3.1 Country of birth

Information on country of birth is collected in order to measure the population (stock) of international migrants in the UK. A version of this question has been included in the census since 1841.

Overall, country of birth was rated as the second highest priority migration topic by respondents to the 2006 migration consultation. Continuity with previous censuses was essential for many respondents. 2001 data have been used extensively in comparisons with previous censuses as a means of analysing change over time. Respondents also felt the question was becoming increasingly important in profiling the very large numbers of migrants from European Union (EU) accession countries who have arrived in the UK since 2001. These groups would not be visible through information collected on ethnic group.

3.2 Month and year of arrival to the UK

A question on date of arrival in the UK for those born overseas has not been included in recent UK censuses. The National Statistics Quality Review (NSQR) on International Migration Statistics¹ recommended that a question on year of (last) entry to the UK (for those born outside the UK) be included in future censuses.

Some of the key needs identified for information on month and year of arrival in the migration consultation were:

- to allow reconciliation of stock and flow estimates of migration
- to obtain a more accurate picture of trends in migration to the UK and a better understanding of the proportion of recent in-migrants that remain in the UK, in particular how many asylum seekers or post-accession migrants are still resident in 2011
- to estimate and forecast international migration trends at a local level to assess the implications for local labour markets and assist in the planning of local services

¹ ONS (2003): Review of International Migration Statistics, NSQR Series Report No.23. Available at:

<http://www.statistics.gov.uk/about/data/methodology/quality/reviews/population.asp>

- to assess the social and economic assimilation of different migration cohorts over time through cross-tabulation with other census variables

There is also an internal requirement for information on month and year of arrival, particularly for those that have arrived in the previous year as this will help to identify short-term migrants who are included in the Census but not currently included in intercensal estimates of the population. This will enable the reconciliation with net flow estimates over the previous decade.

3.3 Citizenship

A question on citizenship (as measured by what passports a person holds) has not been included in recent UK censuses. However, the National Statistics Quality Review (NSQR) on International Migration Statistics recommended that a question on citizenship be included in future censuses.

Internationally, citizenship/nationality is a key dimension when considering both the stock and flow of migrants. It is a core topic in the European Union regulations for the provision of information to Eurostat. The UK is one of only three Organisation for Economic Co-operation and Development (OECD) countries that does not collect information on citizenship/nationality in their census.

The key user requirements for information on citizenship are:

- to provide information on peoples' rights of movement, eligibility to vote and rights to employment and welfare benefits
- to allow the populations of citizens of other EU countries (who are not subject to immigration control) to be measured at local level, in particular citizens of recent accession countries
- to meet international requirements for the collection of information for Eurostat and allow more comprehensive international comparative research into the origins and destinations of migrants

Respondents stated that ideally the information would be collected from the whole population because being born in the UK does not automatically confer UK citizenship and also due to the complex issue of people with dual nationality. However, the citizenship of those born overseas was the information that was most needed. The international requirement for Eurostat is for information on the citizenship of all census usual residents.

Most users felt that it was important to identify British and Irish citizens separately because the Irish are a large UK minority group and the number of Irish travellers living in the UK may be increasing.

3.4 Usual address one year ago

A question on usual address one year ago provides information on internal (that is, within England and Wales), cross-border (that is, with Scotland/Northern Ireland) and international in-migration in the previous year. A question on address one year ago has been included in the census since 1961. The information is used by a wide range of users, particularly local authorities and academics.

'Address one year ago' was the highest priority topic for the majority of respondents in the 2006 migration consultation. These respondents required information for

previous addresses within the UK and for country of previous residence outside the UK.

A wide range of uses for the information collected was stated by users, relating to the analysis of both internal migration and international migration. At a local government level, interest in UK internal migration is high, but also interest in international migration is increasing greatly given the flows of eastern European migrants seeking employment opportunities since 2001. The data is required to analyse patterns of migration moves into and within the UK at a wide range of geographical levels in order to understand population change; to feed into local level population and household projections and estimates and thus inform service planning; and for local economic development strategies, spatial planning and neighbourhood policy development.

In addition to these uses of data for address one year ago, the information is also used by ONS in the production of intercensal mid-year population estimates to distribute estimates of international in-migrants to local authority level.

Users have commented that 2001 outputs for this question were severely affected in relation to characteristics such as economic position and National Statistics Socio-economic Classification (NS-SEC) for areas containing student accommodation. For example, Newcastle has a large net migration gain of students. The migration data indicates a much larger net loss of managers and professionals than is actually the case, because many of its 'manager and professional outflow' were third-year students at Newcastle one year ago. For this reason it is of interest to some census users to identify whether a person was a student one year ago as well as collecting their term-time address one year ago.

3.5 Intended length of stay in the UK

The Inter-Departmental Taskforce on Migration² highlighted the importance of obtaining accurate information on short-term migrants for local areas.

Many respondents to the migration consultation supported the collection of information on intended length of stay for people who have arrived in the UK in the previous year. Of particular interest was its potential use in providing information on short-term migrants and temporary migrant workers, particularly those from EU accession countries, their impact on local labour markets and their demand for local services.

There is a very strong internal requirement to collect information on intended length of stay in the UK in order to be able to produce the main census outputs. Population statistics produced by the ONS Centre for Demography (ONSCD) are based on the United Nations (UN) definition of usual residence which broadly states that an individual is resident only if they intend to stay for 12 months or more. The census also intends to use a 12 month usual residence output base for 2011, but as anyone whose total length of stay in the UK is three months or more will be enumerated, the question on intended length of stay in the UK is key in enabling this output base to be derived.

In addition to helping to identify census usual residents for outputs, the inclusion of an intended length of stay in the UK question will also assist with the identification of

² Inter-Departmental migration task force report. Available from: <http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=14731>

short-term UK residents. This information may allow ONSCD to assess and improve local area short-term migration estimates. ONSCD could also use a count of short-term migrants from the census to assess where such migrants were registering with administrative sources. This would enable more valid comparisons to be made between ONSCD migration statistics and administrative sources.

There were some concerns identified by users, particularly that information on intentions might not be a good predictor of actual length of stay. Some users were also concerned that inclusion of such a question could potentially increase non-response to the census as a whole, either due to some respondents viewing such a question to be intrusive or due to generally increasing the burden on respondents. Such issues were fully explored by ONS to inform the decision to include this topic in the 2011 Census. Further information on this and more detail on the internal requirements for information on intended length of stay in the UK can be found in the paper, '*Measuring Short-term Migration in the 2011 Census*' available on the ONS website at:

<http://www.ons.gov.uk/census/2011-census/2011-census-questionnaire-content/findings-of-the-short-term-migration-project.pdf>

4. Methods of question testing

4.1 Qualitative testing

4.1.1 Cognitive testing

Data collection methodology (DCM) within ONS were commissioned to carry out a programme of cognitive question testing on census questions in English and in Welsh. The English language testing began in February 2005, and the Welsh language testing began in October 2007. The aim of this testing was to develop questions that collect accurate and meaningful information that meet user requirements, minimise the burden on respondents and are designed to conform as closely as possible to best practice of questionnaire design. The testing was split into four main phases:

- Pre-testing for the 2007 Census Test (February 2005 – April 2006)
- Whole Questionnaire Testing for the 2007 Census Test (June 2006 – August 2006)
- Testing for the 2009 Census Rehearsal
 - **Wave 1** (November 2006 to January 2007)
 - **Wave 2** (April to May 2007)
 - **Wave 3** (July to September 2007)
 - **Wave 4** (October and November 2007)
 - **Wave 5** (January to March 2008)
 - **Wave 6** (April to July 2008)
 - **Welsh language testing, Wave 1** (October to November 2007)
 - **Welsh language testing, Wave 2** (June to July 2008)
- Testing for the 2011 Census
 - **Wave 7** (March to April 2009)
 - **Whole Questionnaire Testing** (June to July 2009)
 - **Whole Questionnaire Testing - Welsh language** (June to July 2009)

The questions on country of birth, address one year ago and month and year of arrival to the UK, have been tested since 2005. Citizenship was first tested in Wave 2 of the English language testing and Wave 1 of the Welsh language testing for the 2009 Census Rehearsal. The intended length of stay in the UK question was included in Wave 4 onwards of the English language testing, and in Wave 1 onwards of the Welsh language testing.

4.1.2 Research by the National Centre for Social Research

The Questionnaire Development and Testing hub at the National Centre for Social Research (NatCen) were commissioned by ONS to explore 'qualitatively' the acceptability of collecting information from short-term migrants in the census. The main objectives of this study were:

- to explore short-term migrants' and usual residents' views on introducing a question on intended length of stay in the UK
- to identify whether there are problems associated with including short-term migrants in the census
- to explore the interaction between such factors as question sensitivity, question complexity, respondent recall and effort required to answer the intended length of stay in the UK question.

NatCen conducted in-depth interviews with short-term migrants and with householders who had a short-term migrant staying with them. They also conducted two focus groups, one with people who would have been defined as census usual residents and one with short-term migrants (defined as people who had been in the country at least a month but less than one year).

The full report produced by NatCen is available on the ONS website at: <http://www.ons.gov.uk/census/2011-census/2011-census-questionnaire-content/inclusion-of-short-term-migrants-in-the-2011-census.pdf>

4.2 Quantitative testing

4.2.1 Lambeth Postal Test

During June and July 2006, a test of postal enumeration procedures was carried out in the London Borough of Lambeth. Although this was designed to test aspects of the census field operation, it allowed the opportunity to analyse and evaluate the performance of the questions. A response rate of 25 per cent was obtained and the data was keyed for 366 households and 787 individual respondents. Some of this data was analysed to help inform the development of the migration questions prior to the 2007 test.

4.2.2 2007 Postal Test

The ONS census questionnaire design and content team ran a postal test in April 2007. Although the main objective was not to test individual questions, it did provide valuable information on the acceptability and understanding of definitions and new and updated questions.

10,400 questionnaires were posted out to random addresses across England during early April. Half of the households received a 24 page questionnaire and the other half received a 32 page questionnaire. The overall response rate was around 31 per cent.

Questions were included on country of birth, address one year ago, month and year of arrival to the UK and citizenship.

4.2.3 2007 Census Test

A large scale census test, covering 100,000 households, was carried out across England and Wales on 13 May 2007. The questionnaire that was used for the test was 24 pages long and included four pages of individual questions per person for five respondents. This allowed the opportunity to test new and updated questions.

The test included questions on country of birth, month and year of arrival to the UK and address one year ago.

Please refer to the evaluation report for a detailed evaluation of the 2007 test questionnaire:

<http://www.ons.gov.uk/census/2011-census/2011-census-project/2007-test/2007-test-questionnaire-evaluation.pdf>

4.2.4 2008 Postal Test

In July 2008 two postal surveys were carried out, one across the whole of England, and the other in Northampton, an area which has a high concentration of migrants. A split-sample design was used with half of the questionnaires using a one month usual residence cut-off and including an intention to stay question, and the other half using a six month usual residence cut-off and excluding an intention to stay question. The total sample was 20,400 addresses, with 5,100 in each of the four different samples.

The main aim of the postal survey was to look for differences in response rates amongst the general population, but the test also allowed valuable analysis to be conducted on the performance of the questions developed for the 2009 rehearsal.

4.2.5 March 2009 Postal Test

In March 2009, a postal test was conducted with the primary aim of assisting the development of questions relating to the student population. 20,000 questionnaires were sent to three separate sample areas. 10,000 were sent to a random sample of households in England, 5,000 were sent to Durham city and 5,000 were sent to an area of central Norwich. The latter two areas were chosen because they are known to have a high concentration of students, along with a number of other characteristics desirable for testing.

4.2.6 July 2009 Postal Test

In July 2009, a postal test was conducted with the primary aim of testing the questions relating to ethnicity and identity. 27,000 questionnaires were sent to areas selected for characteristics that were desirable for the purposes of the test.

4.2.7 Opinions (Omnibus) survey question testing

The Opinions (Omnibus) survey is an ONS run, multi-purpose survey based on interviews with a monthly sample of around 1,200 adults (aged 16 and over) in private households. It currently forms part of the Integrated Household Survey. One adult is selected from each household to answer the questions. It differs from the census in that all interviews are carried out face-to-face by members of the general ONS interviewer field force.

In May and June 2008, the census programme requested the addition of questions to this survey. Respondents were asked the census question on country of birth, and if they were born outside the UK they were asked the census question on month and year of most recent arrival to the UK. Each respondent was asked the census question on intended length of stay in the UK and the interviewer was asked to record any spontaneous reactions or comments to the question. Respondents were then asked to rate how confident they felt about their answer and provide an explanation. The response options ranged from 'not at all confident' to 'very confident'.

In both April and May 2009, another set of questions were requested in order to test the citizenship question. The first asked 'what is your citizenship?' the second asked 'what do you understand by the term 'citizenship'?', the third asked 'what passports do you hold?'

5. Development of the questions

This section provides a detailed description of how each question evolved from the beginning of testing through to the finalisation of the question. It uses evidence gathered from all the strands of testing described above.

5.1 Country of birth

Figure 5.1.1 - 2001 Census country of birth question (England)

7 What is your country of birth?

England Wales

Scotland

Northern Ireland

Republic of Ireland

Elsewhere, *please write in the present name of the country*

The 2001 question was used as a starting point for testing. During the first wave of DCM cognitive testing, routing instructions were added to the question. This was due to the addition of the extra migration questions that were not present in the 2001 Census. The only other change was to the clarification instructions, following the

'elsewhere' response. The 'please' was removed due to space restrictions (a change which has been made throughout the questionnaire). The wording 'present name of the country' was amended to 'current name of the country' and was shown to be more clearly understood by respondents.

The question remained unchanged throughout the subsequent six waves of testing. However, general design changes throughout the questionnaire meant that the design and routing arrows changed. The new style routing arrows (shown in the final question) have improved earlier issues that were observed with some British-born respondents experiencing difficulty in following the routing instructions correctly and consequently moving onto the month and year of arrival to the UK and intended length of stay in the UK questions, despite these not being relevant to them.

There were a few UK-born respondents who missed the routing instructions in the first two waves of Welsh language testing. This caused some confusion initially, but the respondents then realised the routing that they should have followed. The 2007 test showed that only 0.3 per cent of respondents incorrectly followed the routing from country of birth and went on to answer the month and year of arrival to the UK question when they were born in the UK. In the 2008 postal test this percentage was even lower, with only 0.06 per cent of respondents failing to correctly follow the routing from country of birth.

A general occurrence observed in both the qualitative and quantitative tests in England and Wales was that respondents did not always select the 'Elsewhere' box, when writing their country of birth into the space provided. In the 2007 Census Test, 3,802 (35 per cent) of respondents using the write-in response option wrote in the text field without ticking the box to state that their country of birth was 'elsewhere'. In the 2008 Postal Test, 256 people (36.6 per cent of respondents) using the write-in response option wrote in the text field without ticking the 'Elsewhere' response category. Indenting the write-in boxes was considered, but this course of action was not taken as it would decrease the number of boxes available for people to write in. Although this issue occurs throughout the questionnaire where a text field has a corresponding tick-box, it can be easily dealt with when the data is processed.

During Wave 3 of testing it was noted that some respondents were specifying the term 'Southern Ireland' using the 'elsewhere' option, rather than selecting the 'Republic of Ireland' option available. This led to the recommendation that 'Southern Ireland' should be incorporated into the 'Republic of Ireland' response. However, in further waves of testing, no more cases of this were reported and it was not a frequent occurrence in the quantitative tests, so this change was not made.

Generally, the cognitive question testing carried out by DCM in England and Wales found that the question collected accurate data.

The question also appeared to work well in the quantitative testing. In the 2007 Census Test the non-response rate to this question was 1.3 per cent. This non-response rate was among the lowest in the test. Only 15 of the 91,849 respondents multi-ticked this question in error. Despite 35 per cent of respondents using the write-in response option who wrote in without ticking the 'Elsewhere' category, only 21 respondents (0.2 per cent) ticked the 'Elsewhere' category without providing a write-in response. Additionally, only 82 respondents (0.1 per cent) incorrectly ticked one of the first four boxes and wrote in the text field. Approximately half of these written responses specified a place in the UK, such as 'Staffordshire'.

In the 2008 Postal Test, the overall non-response rate to this question was 3.4 per cent. No respondents incorrectly selected multiple tick-box categories and only nine

respondents incorrectly ticked a UK country of birth and wrote in a response. Despite the 36.6 per cent of people who did not tick the 'elsewhere' category but provided a write-in response, only two respondents did not provide a write-in response when ticking the 'elsewhere' category.

In the March 2009 Postal Test the question continued to perform well, with a non response rate of only 0.9 per cent.

As a result of the successful testing of this question, there were very few changes made throughout the whole testing process. The final recommended questions are shown below.

5.1.1 Final recommended country of birth questions

The questions below are recommended for the 2011 Census subject to approval by Parliament through the legislative process

Figure 5.1.1.1- Final question for England

9 What is your country of birth?

- England ➔ Go to **13**
- Wales ➔ Go to **13**
- Scotland ➔ Go to **13**
- Northern Ireland ➔ Go to **13**
- Republic of Ireland
- Elsewhere, write in the current name of country

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Figure 5.1.1.2 – Final question for Wales (English version)

7 What is your country of birth?

- Wales ➔ Go to **11**
- England ➔ Go to **11**
- Scotland ➔ Go to **11**
- Northern Ireland ➔ Go to **11**
- Republic of Ireland
- Elsewhere, write in the current name of country

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Figure 5.1.1.3 – Final question for Wales (Welsh version)

9 Ym mha wlad y cawsoch eich geni?

- Cymru ➔ Ewch i **13**
- Lloegr ➔ Ewch i **13**
- Yr Alban ➔ Ewch i **13**
- Gogledd Iwerddon ➔ Ewch i **13**
- Gweriniaeth Iwerddon
- Rhywle arall, nodwch enw presennol y wlad

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5.2 Month and year of arrival to the UK

As this question was not asked in the 2001 Census, DCM developed a question in 2005 which could be used as a starting point for testing.

The initial question tested in Wave 1 of the 2007 Whole Questionnaire Testing is shown below:

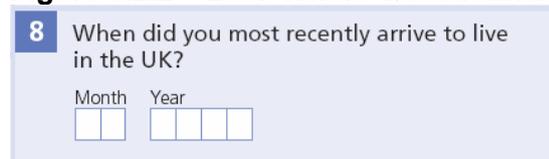
Figure 5.2.1 – 2007 Whole Questionnaire Testing Wave 1 question



8 What year did you arrive in the UK to live?

After finalising the user requirements, the question was amended for Wave 2 testing to include a write-in box for month as well as year of arrival. This provides the necessary detail on those people who arrived in the UK in the previous year. The question was also changed to 'most recent arrival' to reflect the emerging user need which was to collect information on recent migration.

Figure 5.2.2 – 2007 Whole Questionnaire Testing Wave 2 question



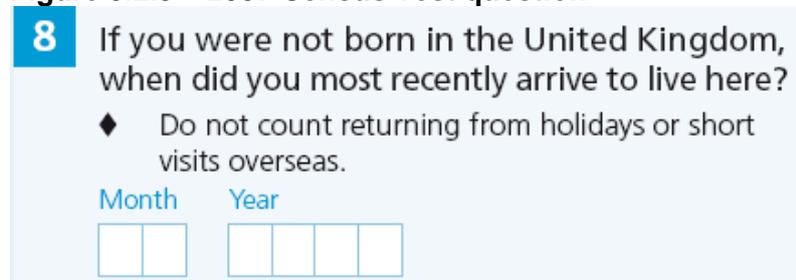
8 When did you most recently arrive to live in the UK?

Month Year

The term 'most recently arrive', introduced in Wave 2, caused some problems for respondents, especially for those who had taken recent breaks abroad. There were also instances where those born in the UK had missed the routing instructions and attempted to answer this question, becoming confused as a result.

Therefore, DCM recommended that the question wording made clear that those who were born in the UK did not need to answer the question. It was also recommended that a guidance note was added instructing respondents not to include any short holidays or trips overseas.

Figure 5.2.3 – 2007 Census Test question



8 If you were not born in the United Kingdom, when did you most recently arrive to live here?

◆ Do not count returning from holidays or short visits overseas.

Month Year

The question performed reasonably well in the 2007 test. Overall there was 5.7 per cent non-response to the question. Excluding entries in the dataset where unrecognisable responses were provided, of the 10,849 people who should have answered, only four respondents (0.04 per cent) entered a month of arrival but failed to enter a year and 769 respondents (7.1 per cent) entered a year but failed to enter a month. Furthermore, of those who failed to enter a month of arrival, 94.5 per cent arrived before 2000 and 99.7 per cent arrived before 2007. People's memories of when they arrived in the UK are expected to diminish over time. It was encouraging

that the majority of recent migrants picked up in the test were able to provide a month as well as a year of arrival.

Throughout the waves of testing subsequent to the 2007 test, the question went through a number of changes, to the wording and instruction note, and to its layout.

For Wave 2 of pre-rehearsal testing an attempt was made to shorten the guidance instruction. It was amended to 'do not count short visits abroad'. The question was also tested again without specifying most recent arrival due to some of the confusion it had caused in earlier testing.

Figure 5.2.4 - Wave 2 Pre-Rehearsal question

9 If you were not born in the United Kingdom, when did you arrive to live here?

◆ Do not count short visits abroad.

Month Year

| | | | | | |
|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| <input type="text"/> |
|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|

For Wave 3, the reminder to respondents to list only their most recent arrival to the UK was reintroduced as part of the guidance note.

Figure 5.2.5 – Wave 3 Pre-Rehearsal question

9 If you were not born in the United Kingdom, when did you arrive to live here?

◆ If you have lived in the United Kingdom more than once, answer for your most recent arrival.

Month Year

| | | | | | |
|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| <input type="text"/> |
|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|

During Wave 3 it was found that some respondents did not read the guidance note. Those that missed the note sometimes became confused as to which arrival they should list. This increased the cognitive burden on respondents and occasionally made the question untidy, as respondents crossed out incorrect answers. In Wave 1 of Welsh language testing, the one respondent initially declared his first arrival date in the UK, rather than his most recent arrival date, as he had not read the guidance note. It was therefore recommended that the words 'most recently' be included in the question.

In Wave 4 the question reverted back to the version used in the 2007 test. This increased the prominence to respondents of only listing their most recent visit. The guidance note was also edited, to a similar composition as Wave 2.

Figure 5.2.6 – Wave 4 Pre-Rehearsal question

10 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.

Month Year

| | | | | | |
|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| <input type="text"/> |
|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|

The results from Wave 4 showed that the shortened instruction note appeared to be read by more respondents. Also, respondents usually knew which arrival date the question was asking for.

No further changes were made to the question during Waves 5 and 6 other than changes to the appearance of the question in line with changes that were made to the whole of the questionnaire.

Throughout all waves of testing in both England and Wales, respondents generally had little problem in accurately remembering, and listing, the date of their arrival. Respondents generally listed two main reasons for this. Firstly, it was frequently noted that the date of respondents' entry to the UK often coincided with another significant event in their lives, for example, starting university or a new job. Secondly, respondents said they had been asked to provide this date so often in the past that it was now easy for them to remember.

The version of the question tested in the 2008 Postal Test was the same as the final recommended version shown below. The question continued to perform reasonably well, although the non-response rate was fairly high. Of the 794 respondents who should have answered this question, 123 respondents (15.4 per cent) failed to respond. The number of people failing to respond to this question was higher than anticipated, but it should be noted that it was a voluntary test and the sample was not representative of the general population. Of the people who responded to this question, 5.2 per cent failed to enter a month of arrival but did provide a year. However, none of these respondents were recent migrants who had arrived since 2006.

In the March 2009 Postal Test, of the 250 respondents who should have answered the question, 29 failed to provide an answer (11.6 per cent).

5.2.1 Final recommended month and year of arrival to the UK questions

The questions below are recommended for the 2011 Census subject to approval by Parliament through the legislative process.

Figure 5.2.1.1- Final question for England and Wales (English version)

10 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

Month Year

Figure 5.2.1.2 – Final question for Wales (Welsh version)

10 Os na chawsoch eich geni yn y Deyrnas Unedig, pryd y daethoch i fyw yma ddiwethaf?

↻ Peidiwch â chyfrif ymweliadau byr i ffwrdd o'r DU

Mis Blwyddyn

5.3 Intended length of stay in the UK

This question was not included in the 2001 Census, or for any testing related to the 2007 Census Test. The user requirement for this topic was not strong during the initial 2005 consultation but as the interest in migration grew and the internal user requirements were better defined, this question became highly important.

The question was first tested in Wave 2 of DCM testing in April 2007. DCM developed a question designed to meet the key user need which was to determine the intended length of stay in the UK for people who were born outside the UK and have recently arrived to live in the UK. The question has seen significant changes throughout all the waves in which it was tested.

Figure 5.3.1 - Wave 2 question

10 Including the time you have already spent here, how long do you expect to stay in the United Kingdom?

Years Month

or long-term

During Wave 2 some respondents found it difficult to decide how long they would remain in the UK, while others had no or little idea. Respondents also had difficulty in forming their definition of 'long-term'; definitions varied from one or two years, to remaining indefinitely.

Figure 5.3.2 - Wave 4 question

11 Including the time you have already spent here, how long do you intend to stay in the United Kingdom?

Short term - less than 12 months

Long term - 12 months or more

The question was then re-evaluated in Wave 4, having been removed altogether in Wave 3. There was no longer the option to enter a specific period of time; this was replaced by a 'short-term' option. In addition, both the long and short term responses contained definitions; 'less than 12 months' for short-term and '12 months or more' for long-term.

At the point at which Wave 4 was being conducted, the guidance specified at the beginning of the questionnaire was that anyone who has been, or intended to be in the UK for six months or more should complete a full census return. This question allowed the identification of those who had been in the UK for between six and 12 months and those that had been in the UK for more than 12 months. This was the key internal user requirement. Testing showed that as a result of the change to the question, respondents generally understood and answered this question appropriately.

Figure 5.3.3 - Wave 5 question

- 9 Including the time you have already spent here, how long do you intend to stay in the United Kingdom?
- less than 3 months
 - 3 months or more but less than 6 months
 - 6 months or more but less than 12 months
 - 12 months or more

During further research into the collection of information from short-term migrants during 2007 and early 2008, a decision was taken to test a questionnaire that collected information from all persons who had spent or intended to spend one month or more in the UK. Therefore during Wave 5 of testing, the categories in the intention to stay question were amended to reflect this. This version of the question allows the identification of short-term migrants whose intended length of stay is one to three months, three to six months, six to 12 months or 12 months or more.

The results of this wave showed that respondents generally accounted for the time they had been in the UK, as well as the time they intended to stay, and answered the question accurately.

Figure 5.3.4 - Wave 6 question

- 9 Including the time you have already spent here, how long do you intend to stay in the United Kingdom?
- 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

The only change to the question in Wave 6 was the addition of 'long-term', at the start of the '12 months or more' response. An extra filter question was also added during Wave 6, which appeared before the original question. This filter question aimed to identify those who had been in the UK longer than one year, and directed them around the original question. This was added because of an issue that arose during Waves 3 and 6, regarding migrants who had been living in the UK for a long time, or had moved to the UK as a small child. Some of these respondents did not feel that any of the response categories offered fitted with their circumstances. These respondents wished to remain in the UK indefinitely, and wanted an option to reflect this. The issue was addressed with the introduction of the filter question during Wave 6.2, directing those who have been resident in the UK for longer than a year to skip the question.

Figure 5.3.5 - Wave 6.2 question

- 9 If you arrived before June 2007 [GO TO](#) 11
If you arrived in June 2007 or after [GO TO](#) 10
- 10 Including the time you have already spent here, how long do you intend to stay in the United Kingdom?
- 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

Results from Wave 6.2 showed that the filter question was generally well understood. Respondents were sometimes unsure, or did not know, how long they intended to stay in the UK. However most were able to answer this question accurately, as the length of their stay also corresponded with a major event, such as work or study.

NatCen research concluded that generally respondents found the intended length of stay in the UK question acceptable and were willing to answer the question. The majority of the respondents calculated how long they were intending to stay by correctly including the time they had spent. However, for some respondents the wording of the question was confusing due to the two time clauses, one in the future and one in the past which is particularly difficult for respondents who are not fluent in English. NatCen and DCM both recommended that the question should be reworded to ask intended length of stay from today onwards in order to ease the comprehension, recall and judgement process for respondents. It was also recommended that a 'not sure' category was added.

The suggestions made by NatCen and DCM were considered; however these were not possible to implement because there would be too much uncertainty over a respondent's total intended length of stay based on the month of arrival and a banded intended length of stay. The only way around it would be to use free write-in response options for both questions, but testing suggested a banded question to be more effective and ensured a higher response rate.

Generally however, the NatCen findings were positive because, despite the difficulties for some respondents with no fixed plans, respondents decided on a 'best fit choice' using the bands.

Half of the 2008 postal test questionnaires included an intention to stay question. Very few short-term migrants were identified during this test, but encouragingly there were no respondents who should have answered the question but didn't. Only 7 respondents were eligible to answer this question due to the fact that they were born outside the UK and arrived in the UK in the previous year. Only one of these respondents intended to stay for less than 3 months and all the others intended to stay for 12 months or more. None of these respondents provided a multiple response in error.

The Opinions survey (Omnibus) testing explored how confident respondents were with the information they provided on their intended length of stay. The majority of people interviewed intended to stay in the UK for twelve months or more. In the two rounds of testing, only five respondents were identified who intended to stay in the UK for less than six months. Of these, the majority were fairly confident with their answer. Those intending to stay for six to 12 months tended to also be fairly confident or confident with their answer. The majority of respondents intending to stay in the UK for 12 months or more were confident or very confident with their answer.

Respondents who were certain about their intentions gave a variety of reasons for this, for example, their course of study is ending; they have a job abroad; they are contracted to work for a certain period of time; because they know they are going home; because the UK is now their home; or because they are not looking to leave.

A variety of reasons were also given from respondents who were uncertain about their intentions; for example, they have not decided how long to stay; they do not know how long they will stay; or their circumstances may change.

The question continued to work well in the final stages of cognitive question testing. In the March 2009 Postal Test, of the eight people that should have answered the question, only one person failed to provide an answer.

5.3.1 Final recommended intended length of stay in the UK questions

The questions below are recommended for the 2011 Census subject to approval by Parliament through the legislative process.

Figure 5.3.1.1 Final question for England and Wales (English version)

11 If you arrived before 27 March 2010 → Go to **13**
If you arrived on or after 27 March 2010 → Go to **12**

12 Including the time you have already spent here, how long do you intend to stay in the United Kingdom?

Less than 6 months

6 months or more but less than 12 months

12 months or more

Figure 5.3.1.2 Final question for Wales (Welsh version)

11 Os daethoch yma cyn 27 Mawrth 2010 → Ewch i **13**
Os daethoch yma ar
27 Mawrth 2010 neu ar ôl hynny → Ewch i **12**

12 Gan gynnwys yr amser yr ydych wedi'i dreulio yma'n barod, am faint yr ydych yn bwriadu aros yn y Deyrnas Unedig?

Llai na 6 mis

6 mis neu fwy, ond llai na 12 mis

12 mis neu fwy

5.4 Citizenship

There was no question on citizenship in the 2001 Census.

One of the drivers for including a citizenship question is the European Union (EU) regulations that require EU member states to provide data on certain variables to Eurostat. One of the core variables to be collected is citizenship, although there is no specification for how the question should be worded.

An international review of questions on citizenship was carried out to help inform the decision on which question should be tested as a starting point. In general, countries tend to ask either 'what is your nationality?' or 'Is this person a citizen of this country?' The difficulty for the UK census is that a person can be a UK citizen, but can have an English, Welsh, Scottish or Northern Irish nationality. Therefore, the terms 'citizenship' and 'nationality' cannot be used interchangeably as in other parts of the world.

Another difficulty is that asking a question on nationality would be particularly problematic due to the similarity with the national identity question that ONS has recommended for inclusion in the 2011 Census.

Research was carried out to see if national identity could be used as a proxy for citizenship, but the results suggested that although national identity would make a reasonable proxy for citizenship for the UK-born population, the proxy would be fairly poor for the non UK-born population which is the group that is of most interest. There is an additional complication in the fact that the national identity question allows multiple responses.

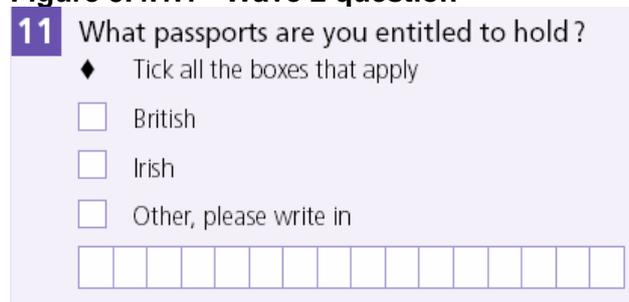
The simplest international questions ask whether a person is a citizen of the country taking the census, for example, the 2001 Australian census asked, 'is the person an Australian citizen?' Other countries such as Ireland ask about citizenship to their country or to another country. Some countries take the question further to ask people about how they became citizens of the country, for example, by birth, parents' birth or naturalisation, but there was no England and Wales user requirement to make this distinction.

5.4.1 Passport questions

After the international review, survey questions were also considered. The Labour Force Survey (LFS) asks a question on nationality that is worded, 'what is your nationality?' The General Household Survey (GHS) asks a question that is worded, 'for what country or countries do you hold, or are entitled to hold, a passport?' The basis of this question was used as a starting point for testing, although it was shortened to fit on one line due to the space constraints on the census questionnaire.

The question was not included in the 2007 test but was first introduced in Wave 2 of testing for the census rehearsal. The question that was tested is shown below.

Figure 5.4.1.1 - Wave 2 question



11 What passports are you entitled to hold?

◆ Tick all the boxes that apply

British

Irish

Other, please write in

| | | | | | | | | | | | | | | | | | | | |
|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|
| | | | | | | | | | | | | | | | | | | | |
|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|

After Wave 2 the 'British' category was renamed to 'United Kingdom' after further discussion with colleagues in the ONS Centre for Demography about the correct terminology to be used. At this point, another line of write-in boxes was added to allow respondents more space to record multiple passport entitlements.

During this wave, the question was asked of all respondents, regardless of their response to country of birth. However, at this stage there were some concerns that UK born respondents would find the responses to the questions on country of birth, citizenship and national identity repetitive. To reduce this repetition, those respondents born in the UK were routed out of the citizenship question for Wave 3 testing.

Figure 5.4.1.2 - Wave 3 question

10 What passports are you entitled to hold?

◆ Tick all the boxes that apply

United Kingdom

Irish

Other, please write in

During Wave 3 testing, DCM found that UK-born respondents did not like being excluded from the citizenship question and several pointed out that information on UK-born respondents with dual citizenship would not be collected. Additionally, the cognitive testing has not indicated that British-born respondents are 'put off' by the number of migration and identity related questions that are included in the census, and the quantitative testing has not highlighted any particular issues.

For future waves of testing it was agreed that the question would be asked of all respondents. The advantages of doing this are that it meets the EU requirements to provide citizenship data on all usual residents better and it collects information on UK-born respondents with dual citizenship (although not a key requirement, it would be of interest to some users). Additionally, it was anticipated that although in most cases being born in the UK provides a reasonable proxy for UK citizenship, there may be an increasing number of situations where this is not the case, for example, where EU migrants have settled in the UK but not been here for long enough for their child to acquire UK citizenship. There will be a slight increase in the coding costs by processing more data but it was agreed that asking the question to all respondents is the preferred approach.

The question generally worked well throughout Waves 2 and 3 with respondents showing a clear understanding of the concept 'entitled to hold'. However during Waves 4 and 5, some issues were identified with the term 'entitled' in the question. In Wave 1 of Welsh testing in which the equivalent question for Wave 3 of the English testing was used, UK-born respondents correctly understood the meaning of 'entitled to hold'. One overseas-born respondent was unsure as to whether they should count entitlement, and decided not to. Following interviewer probing they realised that they should have counted their entitlement to a UK passport.

Respondents were occasionally unsure of which passports they were entitled to, causing some confusion. Some respondents, who held more than one passport, only listed the one they were currently using. Additionally, a number of those who were entitled to more than one passport only revealed and listed these down after probing by the interviewer.

DCM recommended a change to the question for Wave 6 of testing. At first, an attempt was made to develop alternative question wordings that did not move away from the concept of entitlement, for example, 'what passports are you eligible to hold?', 'what passports are you able to hold?' or 'what passports can you hold?'. For the first part of Wave 6 (Wave 6.0), 'what passports can you hold?' was chosen for testing.

Figure 5.4.1.3 - Wave 6.0 question

10 What passports can you hold?

➔ Tick all that apply

United Kingdom

Irish

Other, write in

Testing of this question found that some respondents only included passports they actually had. These respondents recognised their entitlement to other passports, but did not include them as they did not yet have them.

For the second part of Wave 6 (Wave 6.2) the question was changed to 'What passports do you hold?' with the addition of a 'None' response category for those people that do not physically hold a passport at the time of the census.

Figure 5.4.1.4 - Wave 6.2 question

11 What passports do you hold?

➔ Tick all that apply

United Kingdom

Irish

Other, write in

None

It is recognised that there will be some cases where someone may have a legal entitlement to more than one passport but in practice may actually have only one, or even none at all. For example, someone from Northern Ireland has a legal entitlement, under the Good Friday Agreement, to both UK and Irish passports. So they could have two, one or no passports, depending on whether they wish to apply for a travel document or not, and on which passport they wish to apply, or they may decide they want both a UK and an Irish passport.

By collecting information on passports held rather than all passport entitlements ONS consider that this question will collect better quality data and provide an adequate proxy for citizenship. Testing showed that respondents answered this question accurately, correctly listing the passports they actually hold and using the 'None' response appropriately.

In Wave 2 of Welsh testing, in which the equivalent question to that used in Wave 6.2 of the English testing was used, all respondents understood the question to mean which passports do they own; which passports 'do they hold', and not to which passports are they entitled. The 'None' response option was correctly used by a respondent who did not have a passport. There was an indication that there was some inconsistency in the way respondents with expired passports answered, with some choosing the 'None' option and some choosing 'UK'. However, it was concluded that the question generally collected reliable and valid data.

In the 2008 Postal Test, the non-response rate was low with only 1.9 per cent of respondents failing to answer the question. Of the 10,851 respondents who should have responded, the majority held a UK passport. Very few people stated that they

had a UK or Irish passport as well as an 'other' passport (0.7 per cent). Only 0.1 per cent of respondents incorrectly chose both the 'UK' and 'none' response options.

In the March 2009 Postal Test the response rate to this question was also low, with only 1.7 per cent of respondents failing to answer the question.

Including a question on passports in the 2011 Census means it would be necessary to make an assumption about the citizenship of those respondents ticking 'none'. Work is ongoing to establish the preferred method of assigning a citizenship to those who do not have a passport.

5.4.2 Alternative citizenship question

Although the question on passports held was found to work well in testing and was recommended for inclusion in the 2009 Census Rehearsal, following the publication of the White Paper, some press coverage highlighted concerns about the question. The concerns were that the increased number of questions on migration, and a question on passports in particular, could be seen as threatening to the migrant population, or could be perceived as the Government collecting information on who is 'allowed' to be in the UK, and prove a barrier to response. Although no evidence for this had been found during question development, it hadn't been considered a risk, due to the success of similar questions on voluntary ONS Surveys, so hadn't been investigated.

It was agreed that a less 'threatening' question, asking specifically about citizenship, should be tested. ONS considered a question asking directly 'what is your citizenship?' which has the advantage of avoiding the need for a 'none' category. This question had not previously been considered due to concerns, supported by research and testing prior to 2001, that respondents would not understand the intended meaning of the term 'citizenship' in the question.

The alternative question was evaluated through a programme of testing in spring and summer 2009 which included a comparison of information from the March 2009 Postal Test (with question on citizenship) with that from the 2007 and 2008 postal tests (with question on passports); analysis of data from the ONS Opinions Survey, and evidence from cognitive Whole Questionnaire Testing in England and Wales of a question on citizenship.

Analysis of the postal tests suggested that some respondents do not have an understanding of the term citizenship that correlates with the information that is required for collection. In the 2009 Postal Test, only 74.3 per cent of 'other' written responses (compared to 96.9 per cent to the passport question) were 'valid' responses, that would be expected in this question. There was an increase in the number of people writing in UK identities that were not valid citizenship statuses, such as 'English', 'Welsh' and 'Cornish'. In addition, eight instances were observed of people crossing out the 'British' category and writing 'English' alongside it on the questionnaire. This suggests that approximately a quarter of respondents that wrote in a citizenship, confused the term 'citizenship' with national identity. However, despite not appearing to understand the question, these respondents would have been correctly coded as 'UK', so the outputs would be accurate.

It is important to note that, for operational reasons, these postal tests were conducted in England only, so do not reflect any problems that may be experienced in Wales, where cognitive testing has consistently shown that feelings about National Identity are stronger.

In the April and May Opinions Survey, respondents were asked what they understood by the term 'citizenship'. Analysis of the responses supported the evidence from the postal tests, finding that a significant proportion of respondents did not equate citizenship with the intended definition (see annex A). Similarly, Wave 7 and Whole Questionnaire Testing found that respondents generally did not understand what the question was asking, though they usually gave the correct response anyway.

The questions on citizenship and passports were both asked in the April and May 2009 Opinions Survey, making it possible to review whether respondents gave the same answer to each question.

Table 5.4.2.1 - Percentage of matches between citizenship and passports responses – from April and May Opinions Survey

| Citizenship ¹ | Passports | | | | | | | | Total |
|--------------------------|-------------|------------|------------|-------------|-------------|------|--------------|------------|-------|
| | UK | UK & Irish | UK & Other | Irish | Other | None | Refusal | Don't know | |
| UK | 84.0 | 0.0 | 0.9 | 0.0 | 0.7 | 14.3 | 0.0 | 0.0 | 100.0 |
| UK & Irish | 50.0 | 0.0 | 33.3 | 0.0 | 0.0 | 16.7 | 0.0 | 0.0 | 100.0 |
| UK & Other | 0.0 | 0.0 | 0.0 | 50.0 | 50.0 | 0.0 | 0.0 | 0.0 | 100.0 |
| Irish | 9.1 | 9.1 | 0.0 | 81.8 | 0.0 | 0.0 | 0.0 | 0.0 | 100.0 |
| Other | 46.6 | 0.0 | 1.7 | 0.0 | 35.4 | 16.3 | 0.0 | 0.0 | 100.0 |
| Refusal | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 100.0 | 0.0 | 100.0 |
| Don't know | 67.1 | 0.0 | 0.0 | 0.0 | 2.4 | 29.3 | 0.0 | 1.2 | 100.0 |

¹ UK is an amalgamation of the coded responses of 'British', 'English', 'Welsh', 'Scottish' and 'Northern Irish'.

Table 5.4.2.1 shows that people recording UK and Irish citizenship give a relatively consistent response to the question on passports (if people answering 'None' are assumed to have a UK citizenship). Amongst the respondents answering 'Other' to citizenship, nearly half recorded themselves as having a UK passport. Also, only 1.2 per cent of respondents who did not know how to answer the citizenship question, also did not know how to answer the passports question.

Using the quantitative information available, it is not possible to conclude with certainty which question elicits more accurate responses. However, evidence from qualitative testing, and Opinions Survey information on what respondents understand by the term 'citizenship' suggest that the question on passports is more likely to be accurate, as the term is consistently more understood.

There is also a problem with the citizenship question that is specific to the Welsh language questionnaire. The Welsh language terms for 'citizenship' and 'citizen' ('dinasyddiaeth' and 'dinesydd') are not well known. Recent Whole Questionnaire Testing has indicated that some of those not familiar with the term 'dinesydd' (citizen) associated it with a more local or regional meaning ('dinas' being the Welsh word for city), and some misunderstood the concept to mean national identity. Some respondents commented that they would like to see a 'Wales' tick box, and were tempted to tick 'other' and write in 'Wales'. Previous cognitive testing in Welsh language did not find any issues with the question on passports, where respondents understood the term in Welsh and were happy to record a UK passport.

The programme of testing in 2009 found strong evidence that the term 'citizenship', as intended in the question 'what is your citizenship?' is not well understood by respondents. It was recommended therefore to stay with the 'what passports do you hold?' question for citizenship, although noting that work would be required to establish the method of assigning a citizenship to those who do not have a passport.

usual address. Respondents who had joint custody of their children said that this would be a difficult question for them to answer.

The response category 'Elsewhere in the UK' was met with some confusion as respondents suggested that this seemed to imply that the address was in another city and sounded 'further afield'. This caused confusion for respondents who had moved within the same city.

Figure 5.5.3 – Pre-2007 testing Wave 3 question

13 One year ago, what was your usual address?

◆ If you were a child at boarding school or a student one year ago, give the address at which you were living during the school/college/university term.

The address shown on the front of the questionnaire

No usual address one year ago (including babies not born one year ago).

Another address in the UK, please write in below

Postcode

Address

Overseas, please write in country below

One of the main issues to be addressed with this question since 2001 was the 'no usual address one year ago' tick-box. In the 2001 Census for England and Wales 0.81 per cent of people (418,108) stated that they had no usual address one year ago. This response is higher than expected and it is thought that people may have used the 'no usual address' category as an 'opt out'. The types of people using this response category were those groups that are known to be harder to count and included:

- those aged 20-39, peaking at around 25
- more males than females
- highest proportion in Lambeth (2.1 per cent) followed by Hammersmith and Fulham, Haringey, Tower Hamlets and Westminster (all 2.0 per cent), Manchester (1.6 per cent) and Brighton and Hove (1.5 per cent)
- just over three-quarters were born in the UK (77.8 per cent) and under one-quarter were born abroad (22.2 per cent)

Of the 418,108 respondents that ticked 'no usual address one year ago', approximately 46,000 (11 per cent) went on to write in information on their address one year ago. Although parents of babies under one year old were told to tick the 'no usual address one year ago' box, for census tabulation purposes the migration status of children under one in households has been recoded by census to the migrant status of their next of kin (usually mother or father).

The number of people ticking no usual address one year ago led to much difficulty in analysing the 2001 Census data as it distorted the net migration figures for local areas. It was noted as a particular issue by respondents to the 2006 migration consultation.

The General Register Office for Scotland (GROS) used an identical question in Scotland for the 2001 Census as in England and Wales. This question produced similar results in Scotland as in England and Wales, with around one per cent of respondents aged 16-74 responding that they had no usual address one year ago.

As a first step to overcome this problem, for early Wave 3 testing the instruction referring to babies not born a year ago was removed and the no usual address one year ago tick box was appended with '(including babies not born one year ago)'. This was done in an attempt to give respondents an indication of who should tick this category. For this wave the postcode field was also moved to the front of the address boxes, but later decisions involving the layout and design of all the address questions in the census meant that the previous format was reapplied.

Results of Wave 3 testing showed that the 'no usual address one year ago' category was misread by some respondents. They suggested that it should say 'No, usual address one year ago' implying that their address had not changed. They said they had got confused about this because they would expect 'elsewhere in the UK' to be the second category.

The question was amended slightly for Wave 1 of Whole Questionnaire Testing, mainly to reinstate the original address write-in design.

Figure 5.5.4 – 2007 Whole questionnaire test question

20 One year ago, what was your usual address?

◆ If you were a child at boarding school or a student one year ago, give the address where you were living during the school/college/university term.

The address shown on the front of this questionnaire

No usual address one year ago (including babies not born one year ago)

Another address in the UK, write in below

Postcode

Overseas, write in country

Testing in Waves 1 and 2 and the pre-2007 testing found that some respondents left this question blank. For example, respondents who should not have been legally staying at their previous address felt that this might have tax or legal implications for their previous landlords. There was also an implication for respondents from unrelated households who said they would encounter problems if providing proxy information for this question, as they did not know the previous addresses of their housemates.

A number of reasons for leaving the question blank were discovered during the cognitive testing. Firstly, some respondents read the guidance note directed towards students and school children, and thought that the question was only directed

ticked the box and wrote in the appropriate country. Respondents answering for babies less than a year old correctly ticked 'No usual address one year ago'.

Figure 5.5.8 Wave 4 and 5 question

20 One year ago, what was your usual address?

→ Students one year ago should give the address where they were living during term-time.

The address on the front of this questionnaire

Another address in the UK, write in below

_____ Postcode _____

OR Outside the UK, write in country

No usual address one year ago (such as babies not born one year ago)

For Wave 4 the 'No usual address' response was moved to the end of the question. This amendment was made to ensure that respondents would already have chosen the relevant option before reaching this category, and therefore that it would only be used by those people who genuinely had no usual address one year ago, and not used as an 'opt out' for those who did not want to write out a full address. In Wave 4 an 'or' was added before the no usual address tick-box but this was then removed for Wave 5 as it drew additional attention to the tick-box.

Despite the lack of problems identified by moving the 'no usual address' category, such issues are very difficult to address in cognitive testing. Quantitative test findings are also difficult to interpret due to the voluntary nature of the tests. In the April 2007 Postal Test, 40 out of 6423 respondents (0.6 per cent) reported no usual address one year ago. In the 2007 Census Test, 805 out of 91,849 (0.9 per cent) reported no usual address one year ago. Removing the 465 who were aged under one brings down the number of those responding to 'no usual address one year ago' to 0.4 per cent. However, there were still more males and younger people aged 20-29 selecting this option and the value of the data in this category was questioned. 5.7 per cent of respondents in the Test who selected 'no usual address' went on to write in an address.

An international review of the questions was conducted to assess how other countries have dealt with this issue. Some countries such as New Zealand and the Republic of Ireland do not provide a response option for people with no usual address one year ago. Others such as Australia instruct people with no usual address one year ago to give the actual address at which they were living.

The question was amended further for Wave 6 to remove the 'no usual address one year ago' category altogether and replace it with a guidance note to include the actual address where the person was present on census night.

Figure 5.5.9 - Wave 6 question

21 One year ago, what was your usual address?

➔ If you had no usual address one year ago, state the address where you were staying

Same as Person 1

The address on the front of this questionnaire

A term-time/boarding school address, write in below

Another address in the UK, write in below

_____ Postcode _____

OR Outside the UK, write in country

Also in this wave the issue of students one year ago was addressed. The instruction note for students was removed and replaced by a tick-box in an attempt to overcome some of the issues identified by users with the 2001 data (outlined in section 4.4).

During Wave 6, some issues were raised regarding the completion of this question by students. When the new tick-box was tested, one student wrote in their parents' address, instead of their term-time address despite ticking the student tick-box. This was because they classified their parents' address as their 'usual' address. Another student wrote in their term-time address, but failed to tick the student tick-box. For Wave 6.2 the wording of the student tick-box was amended to be clearer.

Figure 5.5.10 - Wave 6.2 question

21 One year ago, what was your usual address?

➔ If you had no usual address one year ago, state the address where you were staying

Same as Person 1

The address on the front of this questionnaire

Student term-time/boarding school address, write in term-time address below

Another address in the UK, write in below

_____ Postcode _____

OR Outside the UK, write in country

In Wave 2 of Welsh testing, the equivalent of the Wave 6.2 question was used. It was found that all respondents answered this question correctly, which included a student one year ago who correctly ticked the appropriate response category and wrote in their term-time address one year ago. It was concluded that this question collected accurate data.

This was the question included in the 2008 Postal Test and although there is no way of knowing how those who would have previously selected 'no usual address one year ago' might have answered, there was no indication of an increase in non-

response rates which might have suggested that people could not provide an address. The non-response rate was lower than the 2007 test at 3.4 per cent. Of the 399 that should have written in an address, 98 per cent correctly did so. Only five respondents who should not have written in an address did so.

The question appeared to work well in the March 2009 Postal Test, with only 3.7 per cent of respondents failing to provide an answer to the question.

5.5.1 Final recommended address one year ago questions

The questions below are recommended for the 2011 Census subject to approval by Parliament through the legislative process.

Figure 5.5.1.1 – Final question for England and Wales (English version)

21 One year ago, what was your usual address?

➔ If you had no usual address one year ago, state the address where you were staying

The address on the front of this questionnaire

Student term-time/boarding school address in the UK, write in term-time address below

Another address in the UK, write in below

Postcode

OR Outside the UK, write in country

Figure 5.5.1.2 – Final question for Wales (Welsh version)

21 Flwyddyn yn ôl, beth oedd eich cyfeiriad arferol?

➔ Os nad oedd gennych gyfeiriad arferol flwyddyn yn ôl, nodwch y cyfeiriad lle'r oeddech yn aros

Y cyfeiriad ar flaen yr holiadur hwn

Cyfeiriad myfyriwr yn ystod y tymor/cyfeiriad ysgol breswyl yn y DU, nodwch isod

Cyfeiriad arall yn y DU, nodwch isod

Cod Post

NEU Y tu allan i'r DU, nodwch enw'r wlad

6. Justification and impact of changes since 2001

This section provides justification for any changes to the question since 2001 and explains the effect that these changes might have on the comparability of data.

The questions on month and year of arrival to the UK, citizenship and intended length of stay in the UK are new questions that were not included in the 2001 Census.

The changes to the country of birth question since 2001 have been minor wording changes only and therefore should not have any impact on the comparability of data.

The address one year ago question is the migration question that has undergone the most significant change since 2001. In summary the changes that have occurred are:

- Single banking of tick-boxes with 'same as person 1' the first tick-box that appears for persons 2 onwards
- Removal of the 'no usual address' tick-box and replacement with an instruction
- Amendment of tick-box 'address shown on the front of the form' to ' the address on the front of this questionnaire'
- Addition of a tick-box for students one year ago and instruction about giving the term-time address incorporated into the tick-box rather than as a separate instruction
- Splitting of the 'elsewhere' category into 'another address in the UK' and 'outside the UK'.
- Inclusion of a write-in text field for those outside the UK one year ago to provide the country only.

The changes have all been made in an effort to make the question clearer and more understandable to respondents, to reduce the burden on respondents from outside the UK and to resolve some of the problems that were identified by users with the 2001 Census data.

It is very difficult to assess the impact of the changes made on the comparability of data. The counts of people ticking each individual tick-box will not be comparable. For example, it will not be possible to compare the number of people who stated that they had no usual address one year ago due to the removal of the tick-box but there has not been any strong case made that data from this category was used in its own right. The addition of the student tick-box simply identifies a subset of internal migrants. Its addition should not affect the number of internal migrants identified so the effect on comparability of the internal or international migration statistics should be minimal.

7. Recommended question ordering

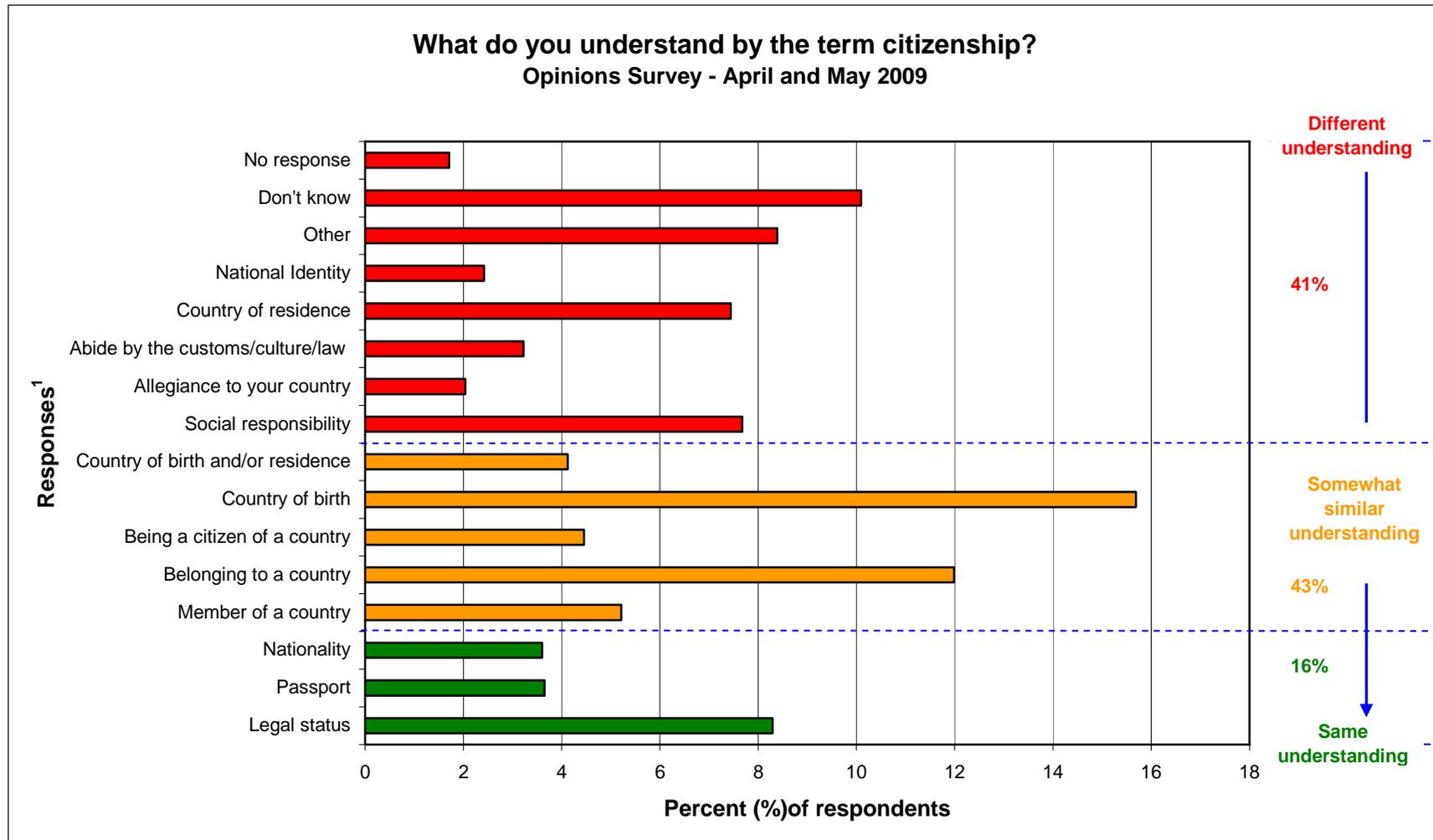
Generally it is recommended that migration questions are located close to the suite of questions on ethnicity, identity, language and religion as they are complementary and provide a fuller picture of a person's identity.

The questions on country of birth, month and year of arrival to the UK and intended length of stay in the UK are all linked and are presented together as a suite of questions. The country of birth question acts as a routing question to determine whether someone should answer month and year of arrival so is positioned first in the suite of questions, followed by month of arrival and then intended length of stay in the UK.

It is preferable to keep the usual address one year ago question as close as possible to the other migration questions but it is recognised that space constraints on the questionnaire mean that compromises on question ordering are sometimes necessary, so this question has been positioned after the ethnicity, identity, language and religion suite of questions.

It is recommended that the question on passports held is placed away from the other migration questions, in order to mitigate the concerns about the question being seen as threatening to the migrant population in combination with the other migration questions.

Annex A: Respondents' understanding of the term 'citizenship' compared with the intended Census definition



¹ Responses have been categorised according to the general message of respondents' answers. Percentages should be used only as a broad indication of respondents' understanding.

Annex B: Indicative responses to the question: 'What do you understand by the term citizenship?' in the April and May 2009, Opinions Survey.

Don't Know

'Don't know', 'No idea', 'do not understand the term';

Other

'belonging to towns or cities, 'Its my ethnicity', 'government buzz word', 'all people together religion background'

National Identity

'I am an English person and it seems that they are trying to eradicate English. You can be Welsh or Irish but you can't be English.', 'being Scottish', 'my national identity',

Country of residence

'country of residence', 'live in the country you live in', 'resident of UK'

Abide by the customs/culture/law

'adherence with law of particular country culture', 'Understanding the country's laws, traditions etc'

Allegiance to your country

'being loyal to country', 'people who pledge allegiance to the queen', 'Who I hold my allegiance to'

Social responsibility

'being a good citizen', 'being good to others', 'supporting people in your community', 'responsible individual'

Country of birth and/or residence

'being born and living in the country', 'country where born and reside', 'where you live or born'

Country of birth

'The place I was born', 'being born in this country', 'country of birth', 'where I was born'

Being a citizen of a country

'being a citizen of Britain', 'citizen of a country', 'that you are a citizen of Britain'

Belonging to a country

'belonging to a country', 'belonging to UK', 'the country I belong to', 'what country you belong to'

Member of a country

'I am a member of this country', 'member of the UK', 'member of this country'

Nationality

'my nationality', 'nationality', 'what country you are a national of'

Passports

'passport holder', 'having a British passport', 'country that is on your passport'

Legal Status

'right to reside in country and benefit from protection of the government', 'legal thing where you are allowed to live', 'right to live in country', 'I have a right to abode in the united kingdom'