Census focus groups

Philippa Hughes
Corporate Research and Consultation
Policy Equalities and Performance

Tel: 020 7926 2680 Email: phughes@lambeth.gov.uk

Contents

- 1.0 Executive Summary
- 2.0 Introduction
- 3.0 Research Aims
- 4.0 Methodology
- 5.0 Key Findings
 - 5.1 Barriers to completion
 - 5.2 Why would participants fill it in?
 - 5.3 What would help people fill in the census?
 - 5.4 Message testing
- 6.0 Recommendations

1.0 Executive Summary

Recommendations:

- Targeted, not mass communications are required to increase the likelihood of traditional non-responders to complete the census in 2011.
- Messages for all groups need to focus on how filling in the census will make things better for them personally, rather than fines or making things better for the council.
- Black African: The indicative findings from the focus group suggest that black African residents would be receptive to messages being delivered via schools and places of worship, to allow community leaders to convince people that the census is an important document. Specific support to newly arrived immigrants who could help with translation may also be useful.
- Polish: Targeted campaigns to Polish communities should focus on placing materials in Polish bars and Polish media – this could potentially be a London-wide activity. Lambeth Council, and other councils, could also liaise directly with the Catholic churches in their boroughs that offer masses in Polish.
- Black Caribbean & Young private renters: Unlike the previous two
 groups, both of these groups had some existing level of awareness
 about the census. However, they were cynical and few saw the point
 of completing it even after its purpose was explained. Schools and
 tenants associations may be one way to reach black Caribbean
 residents; but, the impact of these approaches is unclear given the
 level of cynicism.

The next Census is due to take place in early 2011 and Lambeth is keen to try and reduce non response. In 2001 Lambeth had the 10th lowest response rate in the country at 79%. Imputation rates were highest among Black African (33.5%), Black Caribbean (29.6%), Private renters (35%) and 20-24 year olds (31.4%). The corporate research and consultation team ran a series of focus groups in May 2010 with residents from those groups we know are less likely to respond to the census. Four groups were held with young private renters, Black Caribbean, Black African and Polish residents.

The research consolidated the findings that these groups are less likely to respond to the census with the majority of participants stating that they would not complete and return the census form. The main reason for this is a lack of awareness of what the census is and what it is for. Some participants are also hampered by English not being their first language, are put off by the length and complexity of the form and report being overwhelmed with junk mail or forms to fill in through their door. They also believe that the census is unimportant as it is addressed 'to the occupier' whereas anything that they should fill in and return would be addressed to them personally. Participants also have a number of misconceptions regarding the census which they cite as reasons for non response. These include the belief that completion of the census is optional and that the council and government already knows the information about them through their previous contact with council services.

Positively, once the census and its purpose were explained to participants, many changed their mind and stated that they would return it. This emphasises the importance communications will play in maximising Lambeth's response rate. The groups also raised practical suggestions for helping people complete the form. These included utilising schools, places of worship, tenants associations to disseminate information and to hold surgeries where people can fill the census in with a helper. They also suggest utilising front line council services and staff to publicise the census to service users.

The most effective communication messages explain the benefits that completing the census could bring for each individual. Information about enabling the council to receive more money from central government and about understanding its resident profile are both well received. Participants believe that they will receive better services from the council as a result.

Differences by group

Black African

This group are predominantly unaware of the census and their reasons for non completion centre around lack of knowledge, lack of understanding and problems posed by having a first language other than English. They state that they would mainly treat the census form as junk mail and are put off by its length and complexity. The majority state that they would mainly throw away. However, this group are highly receptive to marketing messages about the importance of the census. Once the purpose of the census was explained to them, this group were most likely to change their mind and say that they would definitely fill it in. Messages that had the most resonance with them involved anything that made it relevant to them. It is important that they can see how filling in the census will have a positive impact on their lives. Messages include the provision of better services, especially schools as all the group had young children. They would like to see schools utilised in the publicity for the census, to get the message out to people like them and also suggest the use of places of worship, to allow community leaders to convince people that the census is an important document. They also suggest that key workers are trained to explain the importance of the census to newly arrived immigrants and help with translation and explanation of English.

Polish

This group were the most hampered by their lack of English. Again they had little or no knowledge of what the census was asking them to do, despite having a similar thing in Poland known as *Spis Ludnosci*. This group were also keen to fill in the census once its purpose was explained to them and they could draw the comparison with *Spis Ludnosci*. Many in the group said they are new to this country and want to learn more about England and be involved with its customs and practices. They feel that being counted in the census validates their residency here and that it is important that their voice is heard. Lack of time is an issue for this group, who have all moved to England to work, and often work long hours. They are less keen to attend meetings

about the census or attend organised events for help with completion. They suggest information be placed in local bars where Polish people congregate and in Polish newspapers and websites for Londoners, which all participants use to find work. The Polish group also suggest making use of Catholic mass services in Polish, which a number of local churches now run and of using the priest to publicise the census to his congregation.

Black Caribbean

This group appeared to have more of an idea of what the census is and why it is conducted. However, unlike participants in other groups who are aware of it, they are no more likely to complete it. Their reasons included the length of the form and a general lack of belief in the importance of the document. They suggest utilising schools and tenants associations both to publicise the census and to provide completion surgeries, but the likely impact of these publicity and marketing activities is unclear.

Young private renters

This group again, are predominantly unaware of the census and state that they are unlikely to fill it in. However, unlike the other groups, they remain unlikely to complete the form even once it has been explained to them what the census is for and the potential benefits. This group have the least contact with the council, use the least services and fail to see what benefit completing the census will bring to them because of this. They are also the most cynical about the council, questioning whether the money will actually be spent on improving services and disbelieving the confidentiality promise.

2.0 Introduction

It is known that Lambeth has a high proportion of non response to the census. In 2001 Lambeth had the 10th lowest response rate in the country at 79%. Imputation rates were highest amongst Black African (33.5%), Black Caribbean (29.6%), Private renters (35%) and 20-24 year olds (31.4%).

The next Census is due to take place in early 2011 and Lambeth is keen to try and reduce non response. It was decided that there is a specific need to understand reasons for non response amongst Lambeth residents and specifically amongst those groups that we know are more likely not to respond. There is also an opportunity to explore these residents level of response to other council communications including Lambeth Life, postal questionnaires and promotional leaflets.

3.0 Research Aims

The corporate research and consultation team aimed to conduct a series of focus groups with residents from those groups we know are less likely to respond to the census. This will explore the drivers of non response both to the census and other council consultation and publicity. The discussion will also explore any actions that may encourage these groups to respond, as well as looking at how design, wording and layout of postal consultations may make a difference.

The findings of this research will be used by the corporate research and consultation team, Lambeth communications and the Lambeth Census steering group to better engage with these groups before the 2011 Census and to increase response rates from these groups.

The research aims to understand whether barriers to response are due to:

- Lack of time
- Lack of interest/ relevance
- Suspicion of the Census/ Council
- Lack of understanding of the process
- Lack of awareness
- Other factors

4.0 Methodology

Four focus groups and two paired depth interviews were held with Lambeth residents in May 2010. Recruitment of the attendees was outsourced to an external recruitment company and quotas were set to ensure that a range of Lambeth residents attended including those who had never engaged with the council before. Altogether 24 people participated in the research. The composition of the groups is outlined below.

GROUP 1 – 4 participants GROUP 2 – 7 participants GROUP 3 – 6 participants Young, shared house **Black African residents** Black Caribbean private renters residents • 18-25 years Black African Black Caribbean Live in private Mixed gender Lived here over 5 years Mixed area Mixed gender rented accommodation Any length of residence Mixed area More than 2 adults in household Full time employment or education Mixed gender Mixed area **GROUP 4: 3 participants** Paired depth 1: Paired depth 2: Polish new communities **Black Caribbean Black African residents** Polish residents Black African Lived in Lambeth less Black Caribbean Mixed gender Lived here over 5 years Mixed area than 3 years Mixed gender Any length of residence Mixed gender Mixed area Mixed area

Qualitative research is designed to provide depth and draw out the reasons underlying opinions. The results provide information about the respondent's views, but are not a representative sample of Lambeth residents. They give an indication of people's feelings but should not be used to infer what the larger population think.

5.0 Key findings

The research consolidated the findings that these groups are less likely to respond to the census with the majority of participants stating that they would not complete and return the census form.

5.2 Barriers to completion

A myriad of reasons emerged for why participants would not complete and return the form, some an issue for all and some specific to certain groups. These reasons are outlined in more detail below.

Lack of awareness

There is a general lack of awareness of the census. Very few participants have heard of it before or know what it is and few have an understanding of what the word 'census' means.

'Some sort of form – perhaps. I don't know; I would just throw it away.'

Polish group

'I have no idea – I would not fill it in.' Black African group

'For me the word census – I don't understand what that means, so it will be hard for me to try and answer what it's about to try and complete it.' Black African group

Participants highlight the small window of opportunity to hook people in to completing the census. If participants could not understand what the form was asking them to do from the first page then very few would read more of the booklet or the other leaflets in the envelope to find out the reasons why they should fill it in.

Length and complexity of form

Participants believe that more care and effort could have been taken to make the census form more user friendly. The length of the questionnaire is offputting

'I'm sure they could have ... made it smaller... a bit more friendly to the eye, not so bulky, put a letter in there explaining what the census is and how important the census is.' Black Caribbean group

'Look at the amount of paper, look, look, I couldn't get through this thing, it's too difficult.' Black Caribbean group

'I would read it, but its just so daunting to me – it's so long.' Young private renters

Misconceptions

Misconception 1 = the council already knows this information

'If you have a council property then they should basically know how many people live in your house anyway so why are they sending this out.' Young private renters

'The council knows if there are two people there or three people, regardless of what it says here. If there is a new addition to your family, the birth registration figures are there to say we've got so many people living on this street.' Black Caribbean group

Misconception 2 = I've already done it once, why should I do it again?

'I've done this before – I gave you the information the first time you asked me. I can't see why you want me to do the same thing again.' Black Caribbean group

Misconception 3 = It is optional

'I think its not compulsory, if it says you have to...send it back that would make me answer, but anything that is not compulsory, people will ignore.' Black African group

'But you don't have to fill this form in – you have got a choice.' Black Caribbean group

'Half the people wouldn't fill it in – it's not going to be accurate, if it's not compulsory.'

Young private renters

English as a second language

Many of the participants (including all those in the Polish and Black African group) have a first language other than English and cite this as a prominent factor as to why they wouldn't fill in the census form.

'I would throw it away because of my English something I don't understand so I don't bother to check in the dictionary or somewhere – just throw away.'

Young private renters

'[Problems with] understanding the form and reading – you just read and you don't even understand what it says so you just give up – that's language barrier isn't it.' Black African group

Overwhelmed with forms to fill in

Participants also cite the numerous forms that come through their door as a reason why they would not fill in the census. There is a general negativity towards receiving these forms.

'I just hate these things; I hate having to go through them and tick this, tick that and tick the other. I think they ask too much of you.' Black Caribbean group

This volume of post seems to dilute the idea that any of these things are important. They believe that as they have not filled in numerous questionnaires that they have been sent previously and been none the worse off for it and so they do not see why this one is any different.

'You get a lot of things coming through...I tend to take one look and the recycle bin comes out.' Black Caribbean group

'People are fed up with filling in many forms, too much is coming – a lot of papers...they will only look at it once and throw away.' Black African group

The message on the front of the envelope about the importance of the census also fails to convince the majority of participants that it <u>is</u> actually an important document. As one young private renter says:

'I've got so many letters like that [this is an important document, do not throw away] and when you open it up its still a load of rubbish in there.' Young private renter

Can't see any benefit for themselves in doing it

This was a point of view expressed by the young private renters. They generally don't use council services and so don't see the improved funds that the council will get or improved services as of benefit to them.

'I don't really get anything from the council. The council don't do anything for me, so I'm 50/50.' Young private renters

'I think that I don't get any help from the council, so why should I fill it in for someone else?' Young private renters

Other groups agree that people will be unlikely to fill in the census unless they can clearly see the benefits it will provide for them personally.

Don't see it as important because it isn't personally addressed to them

The census form will be sent out addressed 'to the occupier' and this diluted its importance in the eyes of the focus group participants. Many people felt that this meant it was more likely to be junk mail

'Especially if it doesn't say my name, if it says my name I will get my son to read it properly for me, but if there's no name then you really don't have to do it.' Black African group

'If it was sent in my name and not to the occupier [then I would] think it is more important – if it is for the occupier you don't care – you see it is important don't throw away on the envelope, but to be honest I would just throw it away if it said to the occupier.' Young private renters

5.3 Why would participants fill it in?

Some of the participants in each group would fill in and return the census form. These tend to be those who are more engaged in civic life, have previously heard of the census and understand what it is for.

'For me anything to do with census concerns the population and I am a member of that population so I think I need to make my voice heard. That's how I feel about the census and that's why I would read it.' Black African group

"Because they need to know how many people live in Lambeth. They need to know this information. They're the council.' Black Caribbean group

Some were also aware of the potential improvements to services that they use that filling in the census could bring.

'I think it is important because there are many things we benefit from as well. When we are unemployed we receive unemployment benefits so all these things will be asked for in this questionnaire so hopefully provision will be made to satisfy those needs.' Young private renters group

5.4 What would encourage people to fill in the census?

Information to enable people to understand what the census is and why it is important is the main thing that participants' state would encourage them to fill it in.

'If I don't know anything about it I will throw it away – but if you explain to me how I will benefit from it, I will take an active interest.' Black African group

Positively, after explaining the purpose of the census in the groups, the majority of participants changed their mind and stated that they would fill it in.

"Yes... It gives me a more positive attitude or reason to fill it in, but if you never explained that to me....." Black Caribbean group

Each group had many practical suggestions for how to reach people like them and get the message out about the census. All groups emphasised that merely putting a form through the door is not enough to encourage people to complete it. The council needs to get out into the community and visit people.

'They can do it better than this. They just put things through your door and expect you to respond. They can encourage community things... where you get together as a community or an estate whatever, and you fill it in together. Then people understand what they are filling out, you ask questions if you need help and everybody help each other.' Black Caribbean group

The Black Caribbean, Black African and Polish groups suggested utilising schools to get the message out to parents. Parents say they take note of things that their children bring home from school and tell them are important. Schools also act as an informal way of finding out what is happening from other parents at the school gate.

'Most of us here our children go to school if information at school could be given to each child –give to your parents this is important. Definitely it will go round.' Black African group

"The school is like a meeting point, all the parents go there with the children, that's the community every morning, you see the same people every morning. Around voting time all the mothers are there talking [about the election]." Black Caribbean group

The Black Caribbean group are keen to see tenants associations used to promote the census to residents on their estates.

"They need to do it through... tenants associations – I go, because you know what's going on... If anything important's going on the estate they write things up.' Black Caribbean group

They suggest putting information in tenant association newsletters, using the influential people on the estate to pass the information onto other residents and for council officers to attend tenant association meetings to help people fill in the forms.

"Yeh, get together, cup of tea, fill it out and they'll get the information they want."

Black Caribbean group

Both the Polish and Black African groups suggested the use of places of worship to promote the census. Both groups place trust in their pastors or priests and believe that congregations would listen to information that they say is important. The Polish group all attend Catholic churches in Lambeth.

"Almost all of us here have a place we go to worship – if the person in charge of the worship place tells people about it they will generally listen." Black African group

The Black African group also suggested that public sector services join up and promote the census to their service users. They believe that there are many staff who come into contact with residents who could remind them to complete their form.

'So when you come and use the service the first thing they check is has the census form been completed and if and if not give one to that person and say complete it now.' Black African group

The young private renters found it harder to think of anything that would encourage them to fill it in. Even when the census was explained to them the majority still stated that they would most likely not send it back. Some in the group believe that incentives are needed to encourage people.

'A voucher – the same as this meeting. They gotta bribe the young ones, the young ones won't do it.' Young private renters

5.5 Message testing

Participants' were shown four messages developed by Lambeth's communication team to try and encourage people to complete and return their census form. They were asked to give their opinion on the effectiveness of each message.

Message 1

'Fill in the census or face a £1,000 fine. Filling in the census form is something you must do by law. If you don't, you could be prosecuted.'

This was the least effective message in all of the groups, mostly being greeted with laughter. Participants generally thought that this was a ludicrous suggestion and did not believe it.

'Is that a joke?' Black Caribbean group

'That's not true - I wouldn't believe that one.' Black African group

Participants believe that a fine for non completion would be impossible to enforce. They don't believe that it would be viable either financially or practically for the government to follow this up.

'If you don't have a thousand pounds to pay, what are they going to do? Put you in prison? There are [already] too many people inside - are they going to make it more overcrowded.' Black Caribbean group

They feel that there will be too many people who don't complete the census for the government to be able to prosecute.

'If 60,000 people don't fill it in, they can't prosecute all those people – it's ridiculous.'

Young private renters

Participants also believe that without the census being addressed to them personally, it will be difficult for the government to prove that they received the form in the first place.

'To convict me, you must prove beyond reasonable doubt that I got the paper and threw it away. If you can't prove that it's a waste of time – especially with no name.' Black African group

Participants also did not like the hard line stance of the message.

'That is too bloody confrontational because I myself wouldn't fill it in.'

Black Caribbean group

'But basically that is threatening me to do something.' Black Caribbean group

Message 2

'Filling in the census form will help us make your local services better. The results of the census are used to plan schools, hospitals and housing, so help us to help you.'

This message was viewed much more positively by participants. They especially like the way that it seems relevant to them and shows them how filling in the census would make a positive difference to their lives. Participants believe that this message informs people about the benefits that they will get from filling in the census.

'Oh yes – that is much better. I think for parents this will be very positive. My son didn't get into a school in Lambeth – he has to go all the way to Battersea. If you put something like this people see this is important for the future of my children.' Black African group

'People want to know what the census is for – if they know its to plan ahead ...its good this one talks about the money and what it will be used for.' Black Caribbean group

Improved service provision is the main message that will encourage people to complete the census. Once explained, participants understand the need for accurate counting of the residents in the borough to ensure that services are properly planned and have the correct capacity to meet residents needs.

'This will help to the government for longer term plans – if they don't know they can't do anything.' Black African group

However, again the young private renters were less positive about this message, believing that the services mentioned in the message are not relevant to them.

'I think if I had a kid then maybe but now...schools and hospitals. I don't think I am going to be sick...I don't have a kid....' Young private renters

When asked which services would be more relevant to them, young private renters mentioned improved parks, activities for young people and unemployment benefit.

'[Filling it in] means these parks will be open longer – the maintenance will be better you might have more money from the government so you can do more things.' Young private renters group

Some members of this group also had doubts about the validity of the message and whether local services would actually be made better.

'How many times have they given people forms to fill out and say it's going to make schools better? Some of the schools round here are still rubbish – the hospital - what's improved there, the housing...what's improved there? I don't believe it really, no.' Young private renters group

Message 3

'Fill in your census form – we are counting on you! The number of responses that we get helps the Government decide how much money it will send to fund Lambeth services. Please help us help you!'

This message was generally viewed positively by participants. The Black Caribbean group especially like the use of the phrase 'we are counting on you.'

"That's a catchy one, It makes you feel important – we are counting on you" Black Caribbean group.

'Exactly, the money for us -it is beginning to make sense more now.' Black African group

However, some participants were less positive about this message. They believe that the current services offered by the council are not good enough and consequently don't see the point of the council being given more money to spend ineffectively. Some participants find it hard to equate the idea of more money being given to the council with better services being provided for them.

'Maybe, but the funding comes in and...the services that are provided, I don't think they are value for money. The services are not great so, where does the funding go.'

Black African group

The young private renters went even further here, with a couple of participants stating that they did not trust the council to spend the money on providing services.

'I think it's a trust issue – we fill out these forms and the council gets more money – who says this money is actually going to the services we need.' Young private renters

The Polish group also echo this sentiment saying that this statement explains why the census is good for the council, as they will receive more money, but believe that it cuts the residents out of the picture and does not state what the benefits for residents will be.

Message 4

'Please fill in your census form – it's completely confidential and your information will not be shared with anyone The information you provide in

your census form will be treated in the strictest confidence and will not be shared with anyone.'

Some participants did not believe this statement at all. For some it was a result of the negative stories that have appeared in the press about government data protection and for some it

'I'm laughing because I see in the media information loss and all that - they have data protection but I don't really believe it – they are not taking it seriously.'

Black African group

'I don't believe it! Because the council sells the census to businesses. I know they do!' Black Caribbean group

However, regardless of whether participants believed this statement or not they are generally unconcerned about giving out information in the census. They believe that the council already have a lot of information about them and so giving more doesn't make much of a difference. Interestingly, when asked at the beginning of the group to explain the reasons why they wouldn't return the census form, no participants across all the groups identified concerns about confidentiality as an issue.

'Do you believe this statement? 'Who cares? I give you information and it is used anyway.' Black Caribbean

'I don't mind giving information...some people might be worried but not me. They have my information already.' Black African

'Not worried about giving information for official forms, you will get this info anyway.'

Polish group

The young private renters group had an opposing view. They are concerned about the level of detail that the census form asks them to provide and don't understand why some of the questions are necessary.

'Why do these questions have anything to do with how many people live in the country? What has religion or where...you work have to do with that. I wouldn't even tick it or nothing- avoid the question. I think that it's not relevant.' Young private renters

They also have concerns that the census may have an ulterior motive in asking for such a large amount of information.

'Maybe it's a disguise to find out about all the illegal immigrants in England. I think that! They send you these forms and to try and get info out of people if you look at it half the stuff is not relevant to what they are saying they are going to do with the information.'

Young private renters

They state that even if they did send back the form they would not answer every question on it, only the ones which they felt were relevant. They cite questions about where they work and how much they get paid a year as questions that they would not answer.

Which messages were most effective?

In general, messages 2 and 3 which explain what the census information is used for are seen as the most effective by participants. They believe that people need to understand what benefit they personally will get from filling in the census in order to motivate them to do so.

'If I don't know anything about it I will throw it away – but if you explain to me how I will benefit from it, I will take an active interest.' Black African group

Many participants suggested using a combination of the two to communicate the benefits of filling in the census to Lambeth residents.

'Could you not mix the two of them together in some way?' Black Caribbean group

6.0 Recommendations

The findings of this research emphasise the importance of effective communications in maximising Lambeth's response rate to the Census in 2011. Below are some suggestions for doing so:

6.1 Publicity

- Early implementation of a Census awareness raising campaign. It is vital
 that people know what the census is and what the form looks like before it
 drops through their door
- Ensure explanation of what the Census is, what it is used for and why it is important that residents fill it in, in all messages
- Make messages as local as possible, help people to see it as important to Lambeth rather than a national initiative
- Focus messages around the increased money that the council will receive from Central government and the positive impact this will have on service delivery
- Include some case studies of potential improved service delivery that are relevant to the groups who are least likely to complete the census. These should include schools and nurseries, healthcare facilities, housing, parks and sports facilities
- Emphasise that the money will be spent on providing better quality services to combat cynicism about council ineptitude. Potential to include case studies of improvements in the past
- Publicise the translation sheet at the back of the envelope and the fact that people can phone a free helpline number or download an information pack in their language. Most participants stated that they wouldn't look beyond the form to find this sheet
- Explain to people that the census will only be addressed to the occupier, but that it is still an important document
- Target places of worship through engaging with priests and pastors including Black Christian churches and Catholic churches, some of whom conduct masses in Polish
- Target Polish newspapers including Panorama, Cooltura, Polish Express and websites www.londynek.net, www.mojewyspe.co.uk
- Poland also has a census known as Spis Ludnosci. Use this term in publicity to explain it to the Polish population and look into what the census is known as in other languages
- Leave information including posters and leaflets about the census in schools, nurseries, churches, pubs and shops selling Polish, Caribbean cuisine etc

6.2 Practical help

 Attend tenants association meetings to explain the importance of the census. Engage prominent figures on estates such as TA chairs to explain and encourage their tenants to complete the form. Hold surgeries to fill in the census forms before TA meetings

- Run sessions in Lambeth schools to explain to children the importance of the census and to encourage them to go home and explain to their parents why they should fill in the form
- Prompt front line council and partnership staff to ask all residents they
 encounter whether they have completed their census form, to show them
 what it looks like and to encourage them to complete. Staff important to
 brief include housing officers, social workers, customer centre counter
 staff, health visitors etc
- Engage community faith leaders including priests and pastors to impart information about the census to their congregations