

**Scotland's Census 2021
Topic Consultation Follow Up
Tenure and Landlord
User Need Survey Summary**

March 2018

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1. Main Points

National Records of Scotland conducted a survey to investigate whether a proposed pair of questions on tenure and landlord for Scotland's Census 2021 would meet user needs.

The majority of respondents indicated that the proposed pair of questions would meet their needs sufficiently.

2. Introduction

2.1 Topic Consultation

National Records of Scotland (NRS) invited views on [Scotland's Census 2021 – Topic Consultation](#) (PDF) between 8 October 2015 and 15 January 2016.

The consultation document presented the initial views from NRS on the topics under consideration for collection in the census in 2021, with the aim of encouraging discussion and to help build strong cases to justify the inclusion of topics.

The consultation was a key step towards understanding what information users will need from the census in 2021. The focus of the consultation was on information required at topic-level, not the detail of the questions that should be asked on the questionnaire.

In order to develop the question set that will be recommended for inclusion in the census questionnaire, NRS is working with stakeholders and undertaking research, question testing and consideration of acceptable burden. The final decision on the content of Scotland's Census 2021 questionnaire will ultimately be made by the Scottish Parliament. NRS will make recommendations on content to parliament, likely in late 2018.

As in previous years, there will be separate censuses conducted by the Office for National Statistics (ONS) in England & Wales and the Northern Ireland Statistics and Research Agency (NISRA) in Northern Ireland. The three census offices will work together to develop a set of questions that, wherever possible and necessary, deliver harmonised outputs across the UK.

ONS and NISRA published responses to the consultations on the content for the 2021 Censuses in England & Wales¹ and Northern Ireland² in 2016.

Footnotes

1) 'The 2021 Census – Assessment of initial user requirements on content for England and Wales: response to consultation' [2021 Census topic consultation - Office for National Statistics](#)

2) 'Assessment of the responses received – Response to Consultation' [2021 Census Topic consultation – Northern Ireland Statistics and Research Agency](#)

2.2 Topic Consultation Follow-up

In the Topic Consultation, NRS outlined the next steps for each topic or sub-topic where question changes or new questions may be required. NRS proposed to continue to collect data on tenure and landlord in 2021. The guidance and response options for these questions are being reviewed due to changes in policy and user need, as describes above.

Though there was a clear need for data on both tenure and landlord, the detail of what will be needed was less clear. NRS considerations came to the conclusion that further analysis was required on how to meet user needs.

Part of this analysis was a follow-up survey - available from 2 August 2017 to 31 August 2017.

NRS recognised the importance of including a wide range of stakeholders in follow-up discussions. Topic Consultation respondents who indicated that they were happy to be contacted by NRS about the Tenure and/or Landlord topics were invited to complete the survey. The survey was also widely promoted through the Scotland's Census newsletter which has a distribution list of around 2,000 contacts.

This report summarises the responses to this survey.

3. Background

3.1 Tenure Question Journey

Data on tenure has been collected by Scotland's Census since 1961. The wording of the question and response options changed slightly between the 2001 census and the 2011 census, as shown below:

Figure 1: Scotland's Census 2001 - Tenure Question

The image shows a screenshot of a survey question titled "H8 Does your household own or rent the accommodation?". Below the title, there is a red diamond icon and the text "one box only." with a checkmark. There are five radio button options, each with a corresponding "Go to" instruction in a red box:

- Owns outright
▶ Go to H11
- Owns with a mortgage or loan
▶ Go to H11
- Pays part rent and part mortgage (shared ownership)
▶ Go to H11
- Rents
▶ Go to H9
- Lives here rent free
▶ Go to H9

Figure 2: Scotland's Census 2011 - Tenure Question

H10 Does your household own or rent this accommodation?

◆ Tick one box only.

- Owns outright → Go to **H12**
- Owns with a mortgage or loan → Go to **H12**
- Part owns and part rents (shared ownership)
- Rents (with or without housing benefit)
- Lives here rent free

The Census Quality Survey (CQS)³ agreement rate for tenure in 2001 was 95.9 per cent. The changes to wording made for the 2011 census were intended to provide clarity around the categories and aid respondents in answering correctly for their situations.

The CQS agreement rate for tenure in 2011 was 97.0 per cent. As this rate is fairly high, the reasons for the proposed changes to this question for the 2021 census (laid out in section 2.2) are based on changes in policy and user need.

3.2 Landlord Question Journey

Scotland's Census has only collected data on landlord separately from data on tenure since 2001. The wording of some of the response options changed between 2001 and 2011 as is shown below:

Figure 3: Scotland's Census 2001 - Landlord Question

H9 Who is your landlord?

- Council (Local Authority)
Scottish Homes
- Housing Association
Housing Co-operative
Charitable Trust
Non-profit housing company
- Private landlord or letting agency
- Employer of a household member
- Relative or friend of a household member
- Other

3) The Census Quality Survey (CQS) is a voluntary survey carried out after the census to measure the accuracy of responses in the census. The survey asked a sample of the population the same questions as asked in the census so answers could be compared between the census and the CQS. Where responses differed, follow-up questions were asked of the respondents to determine why. Agreement rates were calculated for each question. These are the percentage of CQS respondents that gave the same response to the census and the CQS question.

Figure 4: Scotland's Census 2011 - Landlord Question

H11 Who is your landlord?

- Council (Local Authority)
- Housing Association / Registered Social Landlord
- Private landlord or letting agency
- Employer of a household member
- Relative or friend of a household member
- Other

The CQS agreement rate for landlord in 2001 was 96.5 per cent. Changes were to the wording of some response options for the 2011 census. These were to provide clarity around the categories and aid respondents in answering correctly for their situations.

The CQS agreement rate for landlord in 2011 was 95.1 per cent with the main reason for a difference being '*a mistake on the census questionnaire*' with respondents selecting the first option rather than the second.

4. Questions under consideration

4.1 Tenure Question

The Tenure question NRS are proposing for consideration for the 2021 census is as follows:

Figure 5: Scotland's Census 2017 Testing - Tenure Question

7 Does your household own or rent this accommodation?

◆ Tick **one** box only

- Owns with a mortgage or loan → Go to 9
- Owns outright → Go to 9
- Owns with shared equity e.g. LIFT, Help-to-Buy → Go to 9
- Rents (with or without housing benefit)
- Part owns and part rents (shared ownership) → Go to 9
- Lives here rent free → Go to 9

There are two main changes from the 2011 question: reordering of the response categories and the addition of a new response category. These are discussed below:

Reordering

The 2011 CQS report says that for tenure:

“The most common error was for a household who owned their accommodation with a mortgage or loan to state that they owned it outright - an option that should only have been selected if they had paid off the mortgage, or had never had one. This accounted for 1.6% of all responses. 0.7% of respondents had made the reverse error.”

To resolve this issue NRS are proposing to reverse the order of the first two response options.

Other response options are being reordered due to the size of the population falling into each category.

New response option

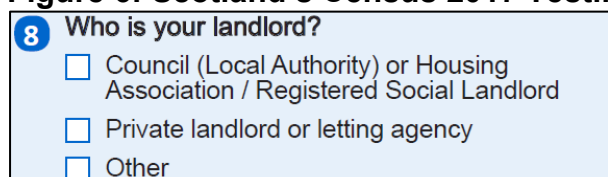
Due to the increase in prevalence of shared equity schemes such as The Low-cost Initiative for First Time Buyers (LIFT) ⁴ and Help-to-Buy schemes⁵, NRS are proposing the addition of a new response option with the following wording: ‘Owns with shared equity e.g. LIFT, Help-to-Buy’.

This proposal will help respondents to answer the question more easily and will provide local government with the necessary data to monitor such schemes.

4.2 Landlord Question

The question NRS are proposing for consideration for the 2021 census is as follows:

Figure 6: Scotland’s Census 2017 Testing - Landlord Question



8 Who is your landlord?

- Council (Local Authority) or Housing Association / Registered Social Landlord
- Private landlord or letting agency
- Other

In this proposed version, the six categories from the 2011 question have been grouped to three. These groupings are based both on the user need identified in the topic consultation and to aid respondent understanding and ease of completion. Between 2003 and 2007, six local authority areas transferred dwellings from local authority control to housing associations.⁶

The 2011 CQS report says that for landlord:

“The most common error, accounting for 2.2% of all responses, was for a household who rented from a housing association or registered social landlord to state that they

⁴ <http://www.gov.scot/Topics/Built-Environment/Housing/BuyingSelling/lift>

⁵ <http://www.gov.scot/Topics/Built-Environment/Housing/BuyingSelling/help-to-buy>

⁶ <http://www.gov.scot/Publications/2017/02/8350/4>

were in council-owned accommodation. This is most likely because they lived in a former council property, and forgot that it had been transferred to a housing association. The main reason given was a mistake on the census questionnaire.”

Through the topic consultation and conversations with colleagues in the Scottish Government there has been no data need identified to have ‘Council (Local Authority)’ as a separate category to ‘Housing Association / Registered Social Landlord’. Therefore, NRS propose to group these categories to reduce confusion for respondents.

No user need was identified in the Topic Consultation for ‘Employer of a household member’ or ‘Relative or friend of a household member’.

5. Tenure and Landlord User Need Survey

As part of follow up work to the Topic Consultation, NRS investigated whether a proposed pair of questions on tenure and landlord would meet user needs. Part of this analysis was a survey which was available from 2 August 2017 to 31 August 2017. The survey questions and text can be found in [Annex A](#).

There were 16 responses to the survey: 5 from individuals and 11 on behalf of organisations or groups including the Scottish Government and 6 local authorities.

All respondents were asked if the following pair of questions would meet their needs for data on tenure and landlord:

Figure 7: Scotland’s Census User Needs Survey – Question 4

* 4. Would the below questions meet your user needs for data on tenure and landlord?

Yes

No

<p>Does your household own or rent this accommodation?</p> <p>◆ Tick one box only</p> <p><input type="checkbox"/> Owns with a mortgage or loan</p> <p><input type="checkbox"/> Owns outright</p> <p><input type="checkbox"/> Owns with shared equity (LIFT, Help-to-Buy)</p> <p><input type="checkbox"/> Rents (with or without housing benefit)</p> <p><input type="checkbox"/> Part owns and part rents (shared ownership)</p> <p><input type="checkbox"/> Lives here rent free</p>	<p>Who is your landlord?</p> <p>◆ Tick one box only</p> <p><input type="checkbox"/> Council (Local Authority) or Housing Association/ Registered Social Landlord</p> <p><input type="checkbox"/> Private landlord or letting agency</p> <p><input type="checkbox"/> Other</p>
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Please note: only households that respond 'Rents (with or without housing benefit)' in the first question will be asked to answer the second question.

Of the 16 respondents, 75 per cent said that this pair of questions would meet their data needs.

The remaining 25 per cent were asked whether the 2011 question met their needs:

Figure 8: Scotland's Census User Needs Survey – Question 5

* 5. Did the questions asked in 2011 (pictured below) meet your user needs for data on tenure and landlord?

Yes

No

H10 Does your household own or rent this accommodation?

◆ Tick one box only.

- Owns outright
- Owns with a mortgage or loan
- Part owns and part rents (shared ownership)
- Rents (with or without housing benefit)
- Lives here rent free

H11 Who is your landlord?

- Council (Local Authority)
- Housing Association / Registered Social Landlord
- Private landlord or letting agency
- Employer of a household member
- Relative or friend of a household member
- Other

Of these respondents 75 per cent (19 per cent of all respondents) said that the 2011 questions did not meet their needs either.

Wheatley Group said that neither set of questions meet their needs as mid-market rent, “*a new and growing housing tenure in Scotland*” is not included as a response option. NRS held discussions with Scottish Government housing colleagues and came to the conclusion that the census would not be the best source for information on mid-market rent. This is because the information need is for who is in need of mid market rented properties, rather than who is currently in mid market rent properties – which is all the census would be able to collect.

The Scottish Learning Disabilities Observatory said that neither set of questions meet their needs as “*It is not possible to distinguish a person renting and living independently, from a person renting who has a 24 hour support package for personal care or a support package less than 24 hours.*” However, the question set is not designed to capture this information.

Only one respondent said that the 2011 questions met their needs but that the proposed pair of questions for 2021 would not. This was Scottish Borders Council.

They were asked which changes between the 2011 questions and the proposed questions would prevent their needs being met. They responded that they have a need to “[*understand*] tied housing” and “[*identify private rented properties that don't need to [be] registered through landlord registration*” which would not be met due to the removal of the 'Relative or friend of a household member' and 'Employer of a household member' response options.

6. Conclusion

The majority of respondents to the survey indicated that the proposed pair of questions would meet their needs sufficiently. The majority of those who indicated otherwise cited data needs which cannot be met by these questions, or which would be best met through sources other than the census.

One new data need was identified by Scottish Borders Council. NRS will continue work to identify the strength of this need and whether the census is the best source to meet this need.

7. Next Steps

NRS are continuing to engage with stakeholders in planning for Scotland's Census 2021. NRS will be updating users on progress as this process continues.

More information and details about upcoming events can be found on the [Scotland's Census website](#), by subscribing to the [Scotland's Census newsletter](#) and following us on Twitter [@NatRecordsScot](#).

Annex


A. Survey Questions

The following are screenshots of the 'Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord' survey which was open between 2 August 2017 and 31 August 2017.

Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord

We would be grateful if you could use this survey to let us know whether our proposed questions for tenure and landlord would meet your needs.


We will use this information in planning for Scotland's Census 2021 and will share your responses internally with colleagues in Scottish Government who may be addressing the issues you discuss.

*** 1. Please provide your contact details** 

Name

Organisation

E-mail

*** 2. I am responding...** 

as an individual


on behalf of my organisation / group

[Next](#)

Those who responded 'as an individual' in question 2 saw this follow up page:

Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord

We will only share your response publically if you give us permission to do so.

*** 3. Do you agree to your response being made available to the public (in Scottish Government library and/or on the National Records of Scotland and Scotland's Census websites)?** 

Yes, I am happy for my name and response to be available

Yes, make my response available, but not my name


No

[Prev](#) [Next](#)

Those who responded 'on behalf of my organisation / group' in question 2 saw this follow up page:

Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord

We will only share your response publically if you give us permission to do so.


*** 3. Do you agree to your response being made available to the public (in Scottish Government library and/or on the National Records of Scotland and Scotland's Census websites)?** 

Yes, I am happy for the name of my organisation and response to be made available

No


All respondents were then presented with the following question:

Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord


*** 4. Would the below questions meet your user needs for data on tenure and landlord?** 

Yes

No




<p>Does your household own or rent this accommodation?</p> <p>◆ Tick one box only</p> <p><input type="checkbox"/> Owns with a mortgage or loan</p> <p><input type="checkbox"/> Owns outright</p> <p><input type="checkbox"/> Owns with shared equity (LIFT, Help-to-Buy)</p> <p><input type="checkbox"/> Rents (with or without housing benefit)</p> <p><input type="checkbox"/> Part owns and part rents (shared ownership)</p> <p><input type="checkbox"/> Lives here rent free</p>	<p>Who is your landlord?</p> <p>◆ Tick one box only</p> <p><input type="checkbox"/> Council (Local Authority) or Housing Association/ Registered Social Landlord</p> <p><input type="checkbox"/> Private landlord or letting agency</p> <p><input type="checkbox"/> Other</p>
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Please note: only households that respond 'Rents (with or without housing benefit)' in the first question will be asked to answer the second question. 

Those respondents who answered 'yes' were taken to the end of the survey and thanked for taking time to complete the survey.


Respondents who answered 'no' were asked if the 2011 question met their needs, through the following question:

Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord

* 5. Did the questions asked in 2011 (pictured below) meet your user needs for data on tenure and landlord? 

Yes


No



H10 Does your household own or rent this accommodation? ◆ Tick one box only. <input type="checkbox"/> Owns outright <input type="checkbox"/> Owns with a mortgage or loan <input type="checkbox"/> Part owns and part rents (shared ownership) <input type="checkbox"/> Rents (with or without housing benefit) <input type="checkbox"/> Lives here rent free	H11 Who is your landlord? <input type="checkbox"/> Council (Local Authority) <input type="checkbox"/> Housing Association / Registered Social Landlord <input type="checkbox"/> Private landlord or letting agency <input type="checkbox"/> Employer of a household member <input type="checkbox"/> Relative or friend of a household member <input type="checkbox"/> Other
--	--

Those who answered 'yes' were shown this question:

Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord

* 6. Please let us know which changes, between the 2011 questions and the proposed questions for 2021, prevent your user needs being met: 

Combining of 'Council (Local Authority)' and 'Housing Association / Registered Social Landlord' response options


Removal of 'Employer of a household member' response option

Removal of 'Relative or friend of a household member' response option

Other (please specify)


Those who answered 'no' were shown this question:

Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord

* 6. Please explain why the questions do not meet your user needs: 

Respondents were then shown the following page of questions, regardless of how they answered question 5.

Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord

* 7. What do you use, or have you used 2011 Census information about tenure and/or landlord for? 

Equality monitoring

Policy development and monitoring


Resource allocation


Service planning and delivery


Targeting investment

Research

Other purposes (please specify)


* 8. Please give us specific examples of your use of tenure and/or landlord census data: 


* 9. At what geographical level do you, or have you used information on tenure and/or landlord? (Please specify) 

*** 10. Do you, or have you analysed information about tenure and/or landlord in combination with any other 2011 Census topics (multivariate analysis)** 

No


Yes (please specify)

*** 11. Do you need information about tenure and/or landlord for population sub-groups? (Please specify)** 

*** 12. Are you aware of alternative (non-census) sources of tenure and/or landlord data?** 


No

Yes (please specify)

13. If you have any other comments you wish to make relevant to this topic, please enter: 

All respondents were shown the following page, on completion of the survey:

Scotland's Census 2021 Topic Consultation Follow Up: Tenure and Landlord

*** 14. Are you content for National Records of Scotland to contact you again in relation to this topic?** 

Yes

No