

1 Purpose

1.1 Following discussion at the Authority Board on 26th April 2018, this paper in two parts covers all the requested areas. Part 1 is on the contents for inclusion in the Census and the White Paper and covers Papers 18(X) to 18(Y) of the agenda. [REDACTED]

1.2 Part 1 sets out:

- the criteria ONS set out for inclusion of topics in Census 2021, consultation and findings (Section 3);
 - the emerging proposals for inclusion in Census 2021 (Section 3);
 - the research and evidence base behind the proposals for including topics in the 2021 Census and the positions that have already been made public; and the longer-term programme of work revealed for equality monitoring from our research (Sections 4 and 5);
- [REDACTED]

1.3 A draft of the White Paper based around this material is attached as supporting material for this paper (Annex G). A final draft of the White Paper will be put forward at the 28 June 2018 Authority Board meeting for agreement. Board members should be aware that drafting is progressing on the White Paper.

1.4 The paper sets out a timeline for the White Paper and legislation (Section 7).

[REDACTED]

2 Recommendation

2.1 The Board is invited to:

- discuss the proposed content of Census 2021;
- [REDACTED]



Iain Bell, Deputy National Statistician for Population and Public Policy

Garnett Compton, Census Statistical Design

Francesca Kay, Director of PPP Transformation

Helen Patterson, Census White Paper lead

Part 1 – Census content

3 Criteria, 2015 Consultation and 2016 response, emerging proposals.

3.1 In 2015, following discussion at the Authority Board, ONS consulted with users on topics for inclusion in Census 2021 ([Link](#)). The consultation response included the criteria against which ONS would assess proposals, further details are in Annex A. The criteria are:

Impact on:	User requirement	Operational requirement
<ul style="list-style-type: none"> • Data quality • Public acceptability • Respondent burden • Financial concerns • Questionnaire mode 	<ul style="list-style-type: none"> • Purpose • Small geographies or populations • Alternative sources • Multivariate analysis • Comparability beyond England and Wales • Continuity with previous censuses 	<ul style="list-style-type: none"> • Maximising coverage of population bases • Coding of derived variables and adjustment for non-response • Routing and validation

3.2 In 2016, following discussion at the Authority Board, ONS responded to the consultation by confirming which topics would be included and which topics had sufficient user need to warrant further research. Since then we have updated our positions regularly on this further research.

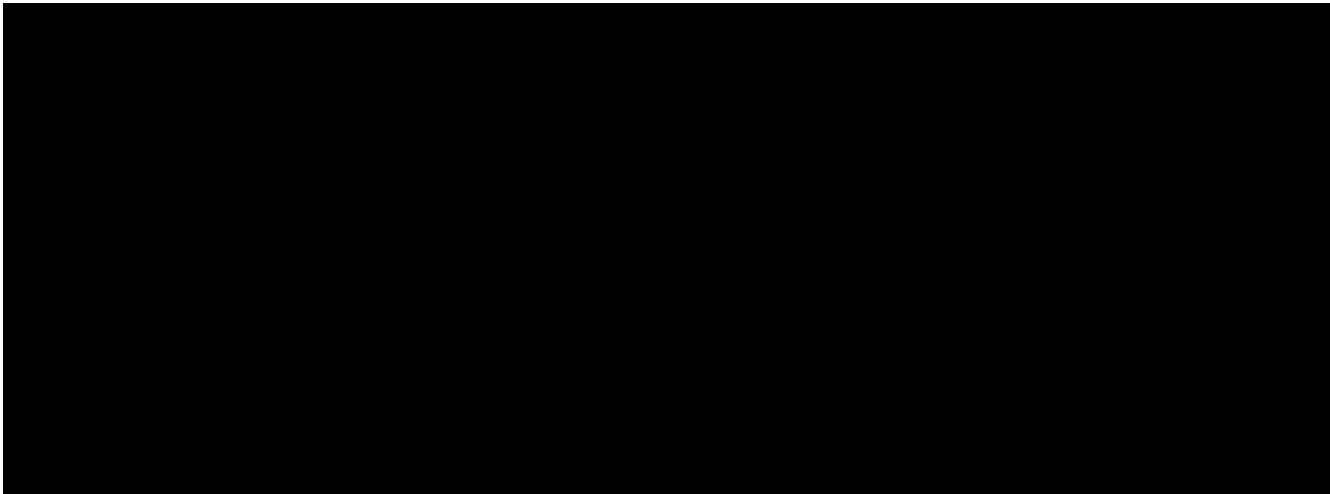
Data collected in 2011 to be continued to be collected in 2021

3.3 The 2016 Topic consultation response ([link](#)) confirmed that the following items that were collected in the 2011 Census and would continue to be collected in the 2021 Census. Further details are included in Annex B but the following provides a summary of those items:

- carers - amount of unpaid care provided;
- demography – age, sex, marital or legal partnership status, household family relationships;
- education - qualifications held;
- ethnicity and national identity;
- health - general and long-term health problem or disability;
- housing – type, tenure, no. of bedrooms, type of central heating, cars and vans;
- labour market – occupation, industry, economic activity, supervisory status;
- language – main language used, English language proficiency, Welsh language skills;
- migration and citizenship - international migration, citizenship, Internal migration,

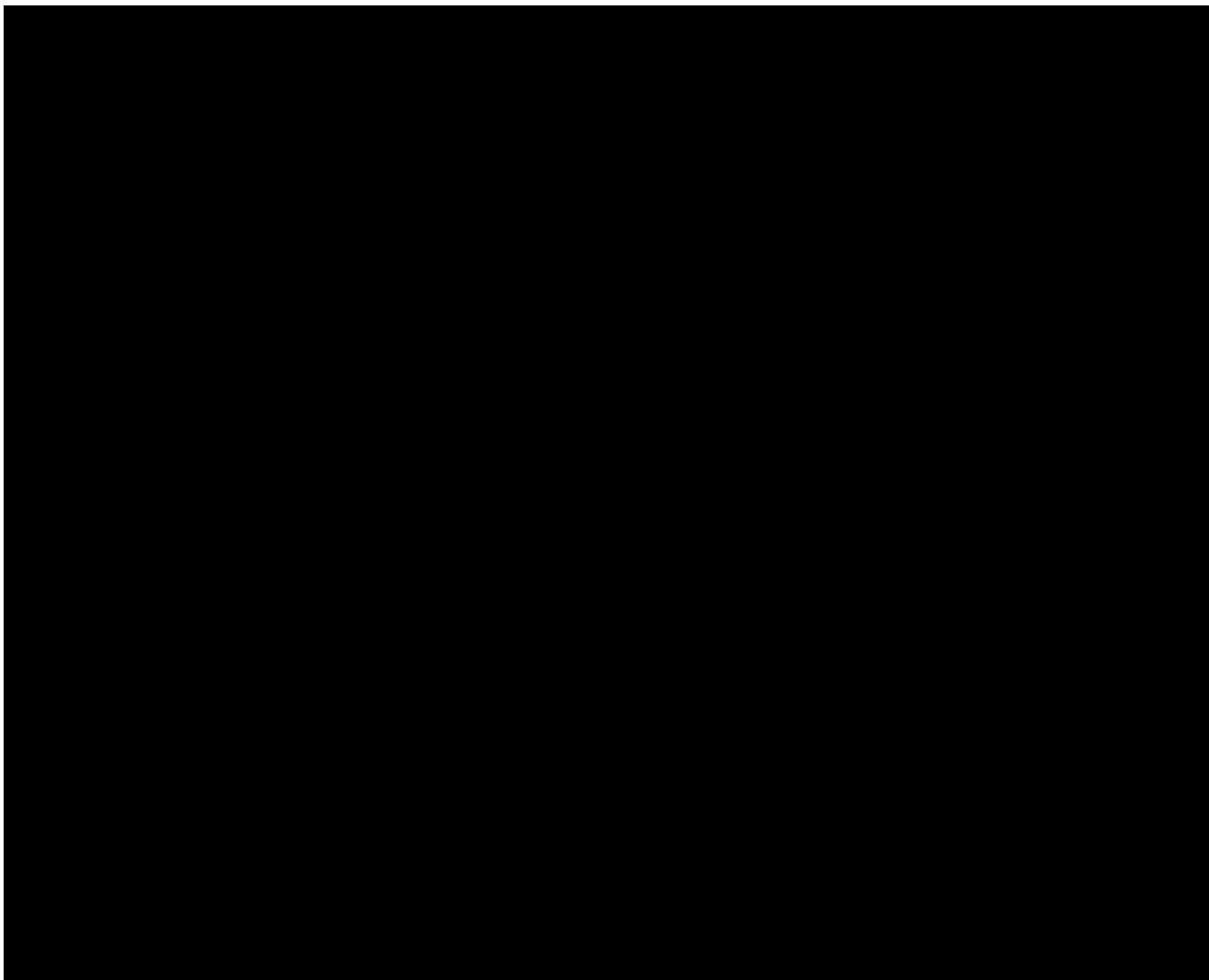
- religion and;
- travel – method of transport to work, address of place of work.

To meet the needs of Welsh users, ONS will continue to ask Welsh language questions. This enables monitoring of progress towards the target of 1 million Welsh speakers by 2050



4 Research and evidence which lead to these conclusions

4.1 This section summarises the work undertaken to explore each of these topic areas against the criteria in Section 3.1. For positions where we have already made statements we have summarised stakeholder reactions and media coverage.



Gender identity

4.15 User need, including those provided by the Government Equalities Office (GEO), showed a need to inform service provision and resource allocation to help meet obligations under the Equality Act 2010. The Gender Identity Research and Education Society identified the need for additional information to help plan more effectively, for example, the provision of specialist NHS gender identity services where demand is growing. Overall, it scored medium on user need. This data is not currently collected elsewhere.

4.16 To assess if we can meet this need, while at the same time ensuring there is no impact on the data collected on 'male' and 'female', we conducted the following research:

i) a public acceptability survey with an achieved sample of 4,100 was undertaken and found that:

- 80% of those in England and 75% of those in Wales found it acceptable;
- 1% would stop completing the Census altogether if there was a gender question and;
- 79% of those in England and Wales thought a gender question was acceptable if answering for other household members aged 16 and over. This dropped to 69% when the other household members were 15 and under.

ii) approximately 250 informal and cognitive interviews and a large scale quantitative test with an achieved sample of around 21,500 people. This included people with a range of gender identities including trans, non-binary and cisgender. This research found that:

- the 2011 sex question is seen as a barrier for trans and non-binary individuals;
- a sex/gender question alone cannot meet the user need;
- including a gender identity question does not impact on overall non-response and;

- there is a risk of a media campaign if we amend the sex question.

4.17 As a result, we intend to recommend keeping the sex question the same. We also intend to recommend that we include a question on gender identity subject to a second phase of large scale quantitative and public acceptability testing ensuring we have a question which meets the user need. There will be a signpost in the sex question to the gender question later because this increases acceptability of the sex question for non-binary and trans individuals.

4.18 We have engaged actively with trans charities including Stonewall and the LGBT Foundation as well as GEO and other government departments including Equality and Human Rights Commission (EHRC), Department of Health (DH) as well as the devolved administrations and will continue to engage actively with these stakeholders.

4.19 We published our research in December 2017 - many interpreted the research as indicating inclusion was likely. The full range of stakeholders are comfortable with this position and it was reported neutrally in both The Sun and the Daily Mail. Gender identity is increasingly being collected in other International Censuses too.

Annex A: Summary of Evaluation Criteria

Criterion	Description
Impact on data quality	<p>The data collected in the 2021 Census should be expected to be of sufficient quality for outputs to be useful. Hence information collected should not seek information that is not readily known or remembered accurately.</p> <p>ONS has used information about imputation rates from the 2011 Census and agreement rates based on the 2011 Census Quality Survey to inform this assessment.</p>
Impact on public acceptability	<p>The Census should not ask sensitive or potentially intrusive questions that have a negative impact on response or may lead to respondents giving socially acceptable rather than accurate answers. It should also not enquire about opinions or attitudes.</p> <p>Additionally, the Census is carried out for statistical purposes. It should not collect data that would deliberately promote political or sectarian groups, or sponsor particular causes.</p>
Impact on respondent burden	<p>The inclusion of questions on a topic should not impose an excessive burden on respondents. Burden could, for example, result from lengthy instructions or explanations, large numbers of response categories, or large numbers of questions on a single topic.</p>
Impact on financial concerns	<p>Questions should not present major coding problems, require extensive processing, or significantly add to the overall cost of the Census.</p>
Impact on questionnaire mode	<p>The move to predominantly online data collection creates new opportunities as well as challenges. Although the primary mode of data collection will be online there will also be a paper questionnaire. Hence questions need to be designed so that respondents interpret the questions and answer consistently across all modes allowing consistent information to be collected.</p>

User requirements criteria

Criterion	Evidence	Weight	Max score	Max weighted score
Purpose	The purpose to which the data will be put if collected is central to the evaluation process. Purposes include, but are not restricted to, resource allocation, service planning, policy evaluation, and diversity monitoring. Conversely the implications if the data are not collected, for example increased financial costs or reduced quality of data used in planning, are also important. Additionally, requirements arising from legislation (including EU legislation) strengthen the case for inclusion	3	10	30
Small geographies or populations	There must be a need for information for small population groups and/or at detailed geographical levels. Information that is only required for broad geographic areas or large population groups might be better obtained from other statistical sources. All small geography data must easily be aggregated to higher levels of geography, enabling outputs to be consistent and comparable regionally and nationally.	2	10	20
Alternative sources	The 2021 Census will only seek to collect information that there is no other means of obtaining. Consideration should be given to whether or not suitable information is available from other sources; for example, administrative records or sample surveys. In addition, as the Census takes place at ten-year intervals it should only collect information that will remain relevant for a significant time after collection. If more regular outputs are needed other sources of information may be more suitable.	1.5	10	15
Multivariate analysis	A key benefit of Census data is the ability to analyse particular variables against one another. A requirement to undertake multivariate analysis will affect whether suitable alternative sources for the information exist and may strengthen the case for inclusion in the Census.	1.5	10	15
Continuity with previous censuses	Comparison with previous censuses is an important aspect of census analysis and, wherever appropriate, the 2021 Census questionnaire will collect the same information as the 2011 Census questionnaire.	1	10	10
Comparability beyond	Data collected from the Census should be required on a comparable basis across a large geographical area. Where possible, if there is a	1	10	10

England and Wales	user need, the three UK Census Offices will release Census outputs that are consistent across the UK.			
Maximum weighted overall score				100

Operational requirements categorisation

Category	Use	Description
Maximum	Maximising coverage or population bases	Where data collected on a topic were used to maximise coverage or to define a population base they were given high importance. The 2021 Census questionnaire may include some questions that, for instance, aid respondents in identifying who should be included in the questionnaire or are used to produce different output bases.
Moderate	Coding of derived variables and adjustment for non-response	It is expected that some key outputs will be based on derived variables. Topics may be included in the 2021 Census questionnaire if a user need is identified for data that are derived from a variable even if there is no user need for outputs relating directly to the topic, for example, supervisory status is required primarily for deriving the National Statistics Socio-economic Classification (NS-SEC). In addition, some core topics are used to enable a better assessment and adjustment for the characteristics of non-responders. For example, respondents' economic activity last week is used to assist in estimating economic activity characteristics of non-responders.
Minimum	Routing and validation	In an online-Census, respondents can be automatically routed around questions that they are not required to answer. However, there will still be a paper version of the form which is likely to need some routing questions. Some questions were also used for validation, e.g. cross-checking between age and marital status.

Annex B: Propose to continue to collect data on:

- Names of all residents, whether present or temporarily absent on Census night, and all visitors

For households:

- Address, including the postcode, for all properties occupied by households, for all unoccupied household accommodation, and for all communal establishments
- Relationship within the household
- Type of accommodation
- Self-containment of accommodation
- Number of bedrooms
- Type of central heating
- Tenure and landlord (if renting)
- Number of cars or vans

For communal establishments

- Type of establishment (including who it caters for and who is responsible for managing it)

For residents in communal establishments:

- Position within the establishment

For residents in households and communal establishments:

- Date of Birth
- Sex
- Marital/Civil Partnership or legal partnership status
- Ethnic group
- National identity
- Amount of unpaid care provided
- General health
- Long-term health problem or disability
- Qualifications
- Long-term international migration
- Short-term international migration
- Address one year ago
- Citizenship (via passport held)
- Religion
- Welsh language skills (only in Wales)
- Main languages used
- English language proficiency
- Economic activity
- Occupation
- Industry

- Method of transport to place of work
- Supervisory status
- Address of place of work
- Address and type of second residence
- Students term-time address

For visitors in households:

- Sex
- Age
- Location of usual residence

Annex D – Summary of the Equality and Data Protection Impact Assessments

Equality Impact of Census

Since 2011 the Equality Act 2010 has broadened, and case law has clarified, the public sector equality duty (now set out in s 149f of the Act) that in 2011 only applied to race, sex and disability. The duty now applies to age, disability, gender re-assignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and to a limited extent marriage and civil partnership. It is non-delegable, and decision makers are required personally to consider the matters set out before and when taking decisions. An initial summary impact assessment has been prepared and further work will be needed on a continuing basis as the census programme progresses. Key issues are:

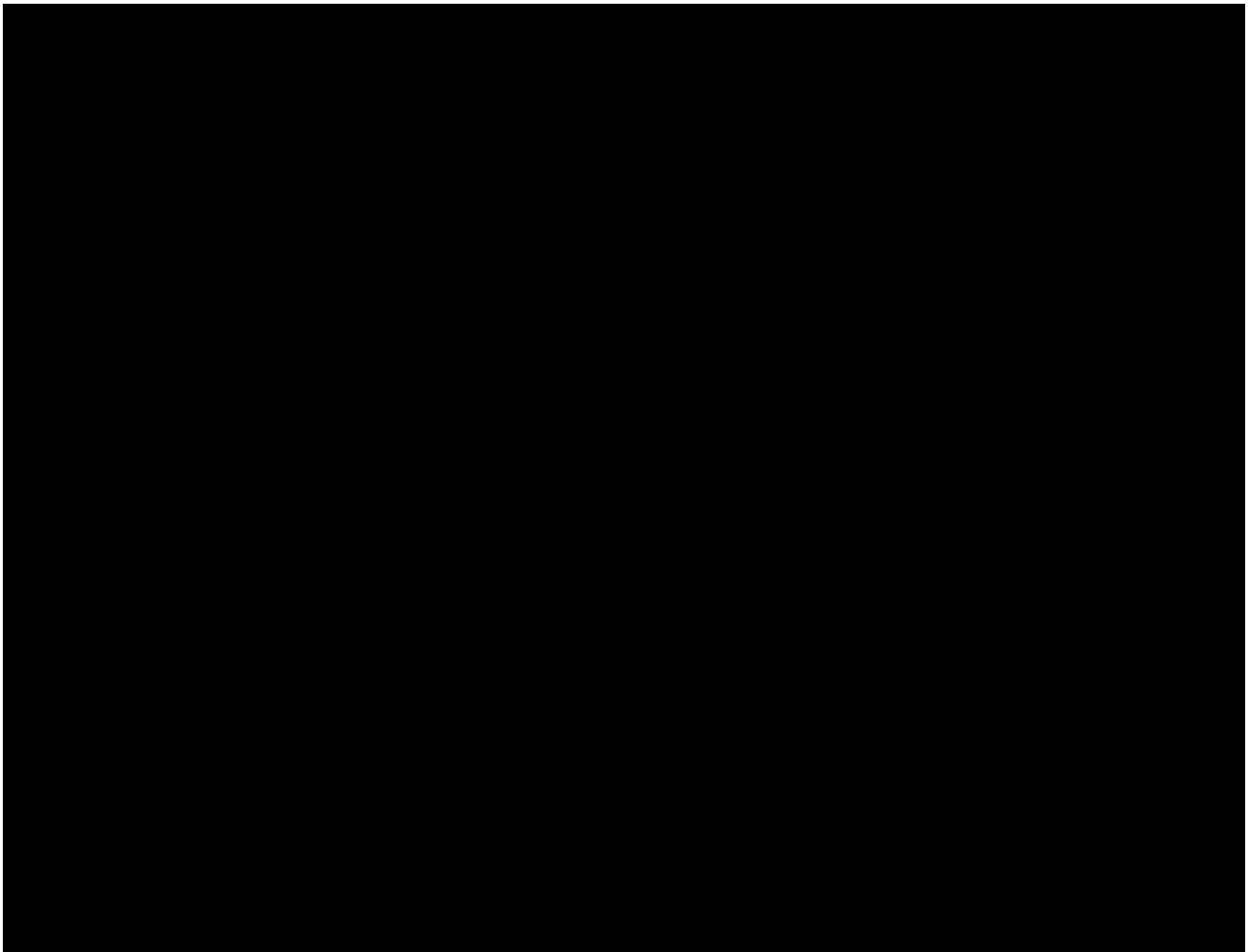
- The operation of a successful census is a vital enabler of work by other public bodies to advance equality of opportunity and fulfill their duties under the Equality Act 2010.
- Accessibility of the census to all is important to ensure the advantages are enjoyed by all is important – a mainly online census will be a barrier to some but more usable for others.
- Choice of census questions is significant - gathering data concerning the protected characteristics of the Act is doubly important.
- There are some risks associated with potential disclosure of very sensitive information such as sexual orientation – for example, within a household or communal establishment
- Staffing issues also have potential impact.

Addressing the impacts

- **Successful Census:** ensuring we gather good data is the primary benchmark of decisions being made on census. Making evidence-based decisions about the running of the census will ensure it provides the best possible base for efforts to improve equality in design of public services. Achieving good representation in the data of those with protected characteristics is important.
- **Accessibility:** good technology delivering ease of access for the disabled and others to the online option, ready access to paper for those who need it, availability of braille and other formats to broaden access, access to translations and interpretation, a well-trained field force, call centre and online help assistance, and good guidance all have a role to play in meeting this need.
- **Choice of Questions:** Initial screening assessments were done on key questions, with more detailed work where needed. There was independent assessment of this (Ernst and Young - some still in progress). Including questions on sexual orientation and gender identity, and adding tick box options in the ethnicity question, would enhance the ability of the census to advance

equality of opportunity. Not adding response options for disability would not advance equality of opportunity beyond what the census already achieves, but should be defensible if taken for reasons such as user need or census design, and properly considered under the equality duty. However, further consultations with disability groups are needed before we can say we fully understand the potential impact.

- **Potential disclosure:** availability of individual response forms and “prefer not to say” response options will address some of the risks of potential disclosure. Good guidance also has a role to play.
- **Staffing issues:** the decision that temporary field force staff should be ONS employees recruited by fair and open competition, and should, so far as possible, reflect the make-up of their communities, should mitigate risks here.



Annex F – Links to further information

The 2021 Census initial view on content for England and Wales

You said: A Summary of the results. November 2015 –

<https://www.ons.gov.uk/file?uri=/census/censustransformationprogramme/consultations/the2021censusinitialviewoncontentforenglandandwales/yousaidasummary.pdf>

Assessment of initial user requirements on content for England and Wales

Response to consultation May 2016 –

<https://www.ons.gov.uk/file?uri=/census/censustransformationprogramme/consultations/the2021censusinitialviewoncontentforenglandandwales/assessmentofinitialuserrequirementsoncontentforenglandandwalesresponsetoconsultation.pdf>

2017 test –

<https://www.ons.gov.uk/census/censustransformationprogramme/2017censustest>

October programme update –

<https://www.ons.gov.uk/census/censustransformationprogramme/consultations/the2021censusinitialviewoncontentforenglandandwales/updateon2021censusforenglandandwales>

October update on Armed Forces -

<https://www.ons.gov.uk/census/censustransformationprogramme/consultations/the2021censusinitialviewoncontentforenglandandwales/updateonmeetinginformationneedsforthearmedforcescommunityveterans>

December update -

<https://www.ons.gov.uk/census/censustransformationprogramme/questiondevelopment/2021censustopicresearchdecember2017>

