



# **ONS Census Transformation Programme**

The 2021 Census

Assessment of initial user  
requirements on content for  
England and Wales

Response to consultation

May 2016

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## 1. Introduction

The Office for National Statistics (ONS) invited views on ‘The 2021 Census – Initial view on content for England and Wales’<sup>1</sup> between 4 June and 27 August 2015 with the aim of promoting discussion and encouraging the development of strong cases for topics to be included in the 2021 Census. The focus was on information required from the 2021 Census, not the detailed questions that should be asked on the questionnaire.

ONS received 1,095 responses to the consultation; 279 of these were from organisations and 816 were from individuals. Of the total responses 592 were identified as being from genealogists. Table 1 shows the number of organisational responses by sector.

**Table 1 Number of organisational responses by sector**

Organisational sector	Total respondents
Government department/public body	32
Local authority	117
Health organisation	6
Housing	6
Academic/research	18
Charity and voluntary	56
Commercial	10
Genealogist/family historian	12
Other	22
Total	279

In November 2015 ONS published ‘The 2021 Census initial view on content for England and Wales You Said: A Summary of the results’<sup>2</sup> which provided an overview of the responses received. This report presents ONS’s full response to the consultation updating the initial view on content for England and Wales.

Section 2 provides an overview of the evaluation process used to assess the responses, and summarises the results of the evaluation. Section 3 then sets out ONS’ updated view on the topics to be included in the 2021 Census, including a summary of proposals for new topics and where discussion of these can be found in this report. Section 4 provides more information about the outcome and next steps for each topic and an overview of the proposed plans.

The next steps broadly set out the plans for translating the information needs provided in response to the consultation into the proposed questions for the 2021 Census, and how the evaluation is being used to guide our testing programme.

<sup>1</sup> <https://www.ons.gov.uk/census/censustransformationprogramme/consultations>

<sup>2</sup> <https://www.ons.gov.uk/census/censustransformationprogramme/consultations/the2021censusinitialviewoncontentforenglandandwales>

In the introduction to the consultation document we stated that:

*“we think that the overall length of about 43 questions per person is at the limit of acceptable burden to the public. We are therefore not expecting to expand the total respondent burden. The introduction of any new topics may mean the removal of existing topics. Changes will be considered to address:*

- *where questions didn't work well in 2011, particularly where they didn't support users' requirements for outputs*
- *new or emerging policy requirements that cannot be addressed through the use of survey or administrative data*
- *changes in international guidelines (eg around the labour market topic) and in legislation”*

This report is accompanied by a set of reports which provide background information, summarise the user need, and present the evaluation, updated view and next steps for each topic.

As in previous censuses, there will be separate censuses in Scotland and Northern Ireland and the three census offices will work together to develop a set of questions that, wherever possible, deliver harmonised outputs across the UK.

Consultations on the content for the 2021 Censuses in Northern Ireland and Scotland have now closed. On 8 March 2016 the Northern Ireland Statistics and Research Agency (NISRA) published the responses to their consultation and plan to publish a full response to the consultation for the 2021 Census in Northern Ireland in June 2016. In February 2016, National Records of Scotland (NRS) published the responses that were received to 'Scotland's Census 2021 Topic Consultation'. NRS are continuing to review those responses and plan to publish a report in June 2016.

The consultation responses also included a valuable range of feedback about sources and use of administrative data, census outputs and dissemination processes, disclosure control and geography that are out of the scope of this report. We will be using these responses to inform the development of relevant aspects of the programme.

## 2. Evaluation of responses

The census is a compulsory exercise carried out on a household enumeration basis; each respondent is required to complete all relevant questions on the questionnaire except the question on religion. As such it is important that there is a clear basis for determining whether topics are included.

The basis for the evaluation of the 2021 topic consultation is broadly the same as was successfully used in evaluating the 2011 consultation. However some changes have been made in order to make the evaluation criteria stronger, more transparent and to take into account the move to a primarily online census. The evaluation criteria form three groups, and each topic or sub-topic has been evaluated against the criteria within each of the groups, shown in figure 1.

**Figure 1 Evaluation criteria**

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

In ‘The 2021 Census – Initial view on content for England and Wales ’ we gave an outline of how we proposed to evaluate the responses to the consultation. This document stated that:

*“The criteria relating to user requirements remain the key criteria for evaluation. Operational requirements strengthen the case for inclusion of topics, especially if a topic is thought to improve coverage.*

*The considerations criteria will predominantly be used in conjunction with the strength of the user requirements score to steer the development of the census questionnaire and the production of trial administrative data outputs. However, issues identified using the considerations criteria may mean a topic is not included in the 2021 Census despite a known user or operational need (for instance, if we cannot develop a question that respondents can answer accurately).”*

As part of the process of finalising the evaluation criteria, we sought input from the Census Advisory Groups during summer 2015 and incorporated their comments into our final set, outlined below.

<sup>3</sup> <https://www.ons.gov.uk/census/censustransformationprogramme/consultations>

## 2.1 User requirements criteria

The user requirements criteria are critical. Topics must carry a strong and clearly defined user need. A robust case is required for any topic to be included in the 2021 Census.

The user requirements criteria, with a brief description and relative weights, are given in table 2. The criteria largely reflect those used in 2011 but have undergone expert review within ONS. This review led to the criteria titles, descriptions and weights being updated to reflect today’s society.

The main difference, compared to the criteria used in the 2011 Census topic consultation, is a reduction in the weight of the ‘Purpose’ criteria (previously referred to as ‘Strength of user need’) relative to other criteria. This is accompanied by a corresponding increase in the weights of the ‘Small geographies or populations’, ‘Multivariate analysis’ and ‘Continuity with previous censuses’ criteria.

Responses from users on each sub-topic, including proposed new sub-topics that were assessed as part of the evaluation, have been evaluated against these user requirements criteria. Each criterion directly links to a segment of the consultation questionnaire, however if users provided strong evidence elsewhere in their response that did not fit into the framework being used this was not disregarded. This was designed to aid respondents in providing the information needed and to increase the transparency of the approach. The scoring guidance used is in Annex A.

Annex B1 provides a summary of the user requirement scores assigned to each topic. These have been used to update ONS’s initial view on including the topic in the 2021 Census.

**Table 2 User requirements criteria**

Criterion	Evidence	Weight	Max score	Max weighted score
Purpose	<p>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.</p> <p>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.</p> <p>Additionally, requirements arising from legislation (including EU legislation) strengthen the case for inclusion.</p>	3.0	10	30
Small geographies or populations	<p>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.</p>	2.0	10	20

Criterion	Evidence	Weight	Max score	Max weighted score
	All small geography data must easily be aggregated to higher levels of geography, enabling outputs to be consistent and comparable regionally and nationally.			
Alternative sources	<p>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.</p> <p>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.</p>	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.	1.0	10	10
Comparability beyond England and Wales	Data collected from the census should be required on a comparable basis across a large geographical area. Where possible, if there is a user need, the three UK Census Offices will release census outputs that are consistent across the UK.	1.0	10	10
<b>Maximum weighted overall score</b>				<b>100</b>

## 2.2 Other considerations – ONS assessment of impact

There are a number of things that need to be considered when designing the 2021 Census content. These form the other considerations criteria, listed in table 3, and will predominately be used in conjunction with the user requirements score to steer the development of the census questionnaire and the production of administrative data research outputs. However, issues

identified during question development using these criteria may mean a topic is not included in the 2021 Census despite a known user or operational need, for instance if we cannot develop a question that respondents can accurately answer.

Each topic included in the consultation was assessed against the considerations criteria by collating evidence from the 2011 Census and coming to a view on the categorisation. For new topics included in the consultation ONS considered a range of sources to come to a view on the categorisation. For new sub-topics proposed by users ONS has not made this assessment except where the user requirement score suggests we need to consider how to meet the need. Where development and testing activities are taken forward for new and existing sub-topics this work will be important in informing a final assessment.

Three categories were identified:

- **Low** – The inclusion of questions relating to this sub-topic have been assessed to have a low impact. For example, where data quality from the 2011 Census was considered to be good the impact on the data quality consideration would be low.
- **Medium** – The inclusion of questions relating to this sub-topic have been assessed to have a medium impact. For example, where respondents are presented with several ‘tick-boxes’ to choose from with a set of short instructions to assist them, the impact on the respondent burden consideration would be medium.
- **High** – The inclusion of questions relating to this sub-topic have been assessed to have a high impact. For example, where respondents may not find questions acceptable for reasons related to privacy, the impact on the public acceptability criterion would be high.

Annex B2 provides the considerations classifications for each topic. The considerations categorisation will help steer the development of the census questionnaire.

**Table 3 Other considerations - ONS assessment of impact criteria**

<b>Criterion</b>	<b>Description</b>
Impact on data quality	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.  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.
Impact on public acceptability	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.  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.



Criterion	Description
Impact on respondent burden	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.
Impact on financial concerns	Questions should not present major coding problems, require extensive processing, or significantly add to the overall cost of the census.
Impact on questionnaire mode	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.

## 2.3 Operational requirements

ONS uses some of the data collected operationally in the process of conducting the census. For each sub-topic ONS identified whether any of the associated questions were used in this way in the 2011 Census. This led to the topic being categorised as being of maximum, moderate or minimum importance in relation to operational requirements.

The most important of these is maximising coverage of the 2021 Census, as the primary aim of the census is to provide a robust estimate of the usually resident population of England and Wales. Other operational uses include coding derived variables, routing respondents and validation.

The assessment of the operational requirements categorisation is described in more detail in table 4.

**Table 4 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).

Category	Use	Description
		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	<p>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.</p> <p>Some questions were also used for validation, eg cross-checking between age and marital status.</p>

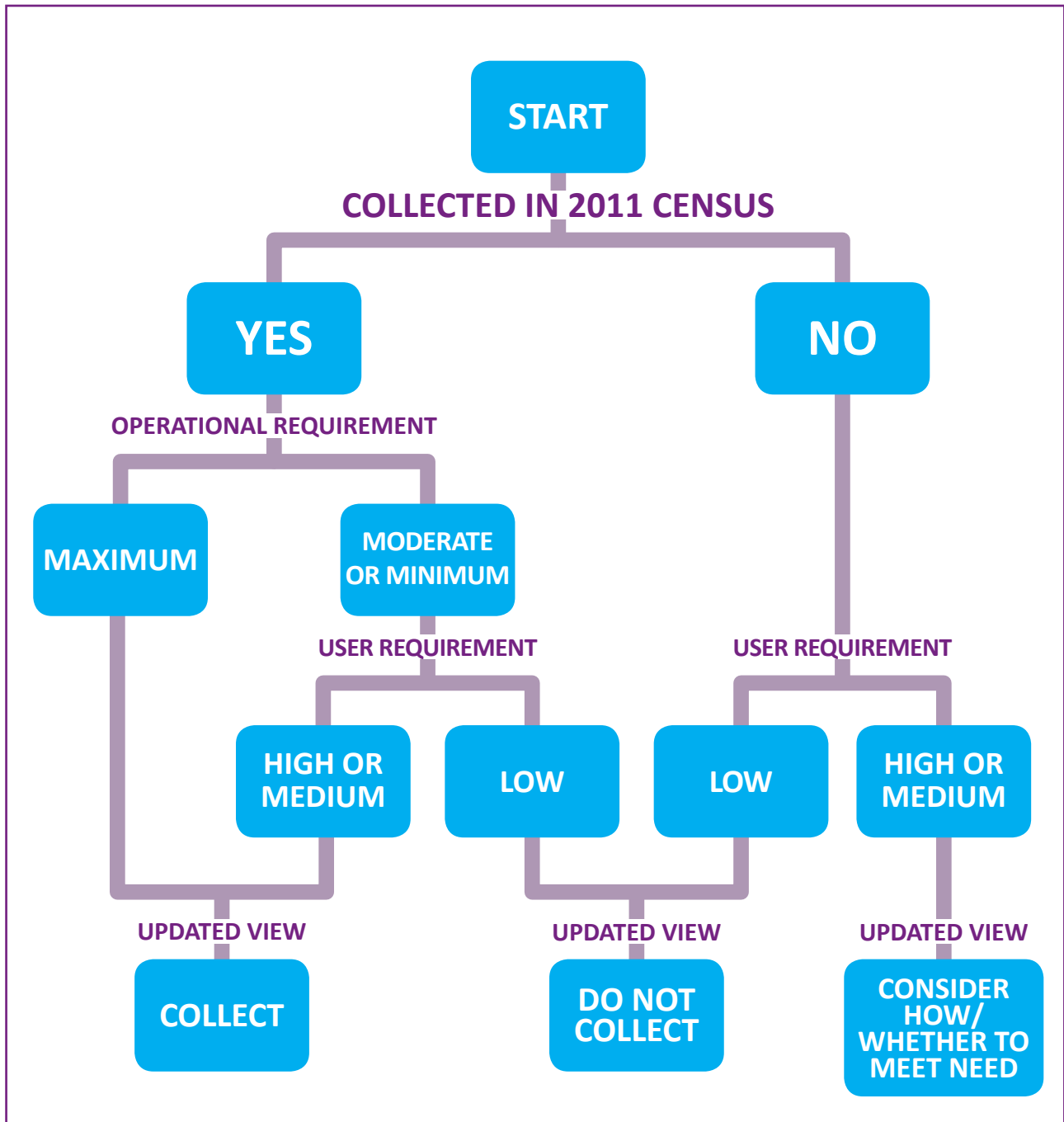
Each topic was assessed against the operational requirements criteria by collating evidence of operational use of the topic in the 2011 Census. This evidence was then evaluated by ONS experts and used to assign each to a category based on the highest scoring operational use. This expert review identified that the use of data to derive output bases was of high importance and had not been considered in the material published as part of the consultation. Hence, the operational requirements categorisation has been updated since the publication of the consultation document on 4 June 2015.

Annex B3 provides the operational requirements classification for each topic. A maximum operational requirements categorisation increases the likelihood of a topic being included in the 2021 Census.

## 2.4 Combining the assessment

In order to reach an updated view on the inclusion of each of the existing topics, and new topics in the 2021 Census ONS has used the approach set out in figure 2 below.

**Figure 2** Combining the criteria to give an updated view on inclusion of topics in the 2021 Census



The user requirements criteria have been the primary criteria in determining whether existing topics should continue to be included, or new topics should be considered for inclusion in the 2021 Census. Proposed new topics with a high (weighted overall score of over 80) or medium (weighted overall score between 63.5 and 80) user need are classified as “consider how/whether to meet need” as, unlike questions included in the 2011 Census, they have not yet undergone testing to ensure that good quality information on the topic can be collected in a census context.

However, where there is a low (weighted overall score of 63 or lower) user need for an existing topic, but it has been shown to have a maximum operational requirement the topic will also be retained for its contribution to the successful delivery of a high quality census.

The ONS assessment of impact criteria has been used in conjunction with the user requirements criteria to start to identify and prioritise the work needed to address areas with high or medium impact based on the assessment of that question in 2011, and to develop new questions.

The impact of overall respondent burden has been assessed within this set of criteria. There are design and layout constraints for the online census, including considerations of the layout of questions on different sizes of mobile devices. Although the 2021 Census will be primarily online, consideration will also need to be given to the design and space constraints associated with the need to produce a paper version of the 2021 Census questionnaire. Therefore the inclusion of any new questions will mean that some questions from the previous census will need to be dropped for 2021. With the current updated view one question is being dropped (year last worked) and five are being considered for inclusion, of which the last three are new topics:

- number of rooms
- supervisory status
- volunteering
- sexual identity
- gender identity

However, until further development of the questions and refinement of other questions/ instructions is completed, there may still be space limitations that will need to be factored into any final decision on the questionnaire content. It is anticipated that space to include the two additional questions will need to be found through simplifying and shortening the question on qualifications.

## 3. Updated view

### 3.1 Overview

Figure 3 summarises the outcome for each of the topics based on the approach used to combine the evaluation presented in section 2.4.

In summary ONS proposes to:

- collect information about 28 sub-topics (one of which is in Wales only)
- consider how/whether to meet the need for five sub-topics
- not collect nine sub-topics
- derive one sub-topic and
- explore the potential for administrative data for three sub-topics.

There are four sub-topics where the outcome differs from what would be expected based on the table. The topics and sub-topics are:

- Housing - Number of rooms
- NS-SEC
- Labour market - Supervisory status
- Income

The rationale for taking a different approach for each of these sub-topics is set out in the relevant topic section below, and more detail provided within the relevant topic report.

**Figure 3 Overview of updated view for all topics**

	High or medium user requirement (63.5 - 100)	Low user requirement (0 - 63)
<b>Maximum operational requirement</b>	Household and family relationships (93)	Short-term international migration (63)
	Age (92.5)	
	Sex (92.5)	
	Ethnic group (90.5)	
	Tenure and landlord (if renting) (82)	
	Type of accommodation and self-containment (82)	
<b>Moderate or minimum operational requirement</b>	Long-term international migration (91.5)	4 Year last worked (55.5)
	Long-term health problem or disability (87.5)	3 Supervisory status (24)
	Economic activity and hours worked (84.5)	
	English language proficiency (83)	
	Main languages used (83)	
	General health (82.5)	
	Method of transport to place of work (82.5)	
	1 NS-SEC (81.5)	
	Address of place of work (81.5)	
	Amount of unpaid care provided (81)	
	Religion (80)	
	Internal migration (79.5)	
	Industry (79)	
	2 Welsh (78.5)	
	Number of cars or vans (77.5)	
	Occupation (77)	
	Number of bedrooms (76.5)	
	Qualifications held (76.5)	
	Marital or legal partnership status (76)	
	Number of rooms (73)	
	Type of central heating (69.5)	
	Citizenship (68.5)	
	National identity (65.5)	

(continued below)

	High or medium user requirement (63.5 - 100)	Low user requirement (0 - 63)
<b>No operational requirement as not previously collected on census</b>	<span style="background-color: yellow;">■</span> Sexual identity (72)	<span style="background-color: red; color: white;">4</span> Armed forces (62)
	<span style="background-color: yellow;">■</span> Gender identity (66.5)	<span style="background-color: red;">■</span> Reason for migration (61)
	<span style="background-color: red; color: white;">4</span> Income (64.5)	<span style="background-color: red;">■</span> Address of place of study (59)
	<span style="background-color: yellow;">■</span> Volunteering (63.5)	<span style="background-color: red;">■</span> Mental health (55)
		<span style="background-color: red;">■</span> Health conditions (52)
		<span style="background-color: red;">■</span> Technology (50.5)
		<span style="background-color: red;">■</span> Pet ownership (50.5)
		<span style="background-color: red;">■</span> Factors affecting health (50.5)
		<span style="background-color: red;">■</span> Place of birth (17)
		<span style="background-color: red;">■</span> Maiden/former name (12)

Key:	
<span style="background-color: green;">■</span>	Collect
<span style="background-color: green; color: white;">1</span>	Collect - Derive from other Census variables
<span style="background-color: green; color: white;">2</span>	Collect - In Wales only
<span style="background-color: yellow;">■</span>	Consider whether/how to meet need
<span style="background-color: yellow; color: black;">3</span>	Consider whether/how to meet need - NS-SEC use only
<span style="background-color: red;">■</span>	Do not collect
<span style="background-color: red; color: white;">4</span>	Do not collect - Explore administrative data potential

### 3.2 Basic demographics and household composition

Topic detail	Initial view	Updated view
Age	Collect	Collect
Sex	Collect	Collect
Marital or legal partnership status	Collect	Collect
Household and family relationships	Collect	Collect

Age and sex are core demographic variables, critical across a wide range of census uses. They inform population projections, which underpin decision making, planning and resource allocation across central and local government. Both variables are vital for multivariate analysis for the vast majority of users and are also protected characteristics under the Equality Act 2010. Age and sex are both used operationally during the coverage adjustment process to ensure the accuracy of the final population estimates. These data will again be used in this way in 2021.

Marital or legal partnership status is used by a wide range of users, including by central government to monitor the impact of government policy and service delivery. Marriage and civil partnership is also a protected characteristic under the Equality Act 2010. The Marriage (Same Sex Couples) Act 2013 has been introduced since the 2011 Census. The marital status response categories and question design will be reviewed to reflect these changes.

The household and family relationships information derived from the relationship matrix is fundamental for population profiling, planning and resource allocation. These topics inform household projections which are used for planning and resource allocation. The relationship matrix and instructions are complex. In 2011 the considerable effort invested in ensuring the matrix could be completed online proved successful.

### 3.3 Housing

Topic detail	Initial view	Updated view
Type and self-containment of accommodation	Collect	Collect
Tenure and landlord (if renting)	Collect	Collect
Number of rooms	Further information required	Consider how/whether to meet need
Number of bedrooms	Collect	Collect
Type of central heating	Further information required	Collect
Number of cars or vans	Further information required	Collect
Technology	N/A - proposed new topic	Do not collect
Pet ownership	N/A - proposed new topic	Do not collect

There is a clear user need for data on housing sub-topics by central and local government and across other sectors.

Information about type of accommodation and self-containment, tenure and landlord (if renting) are all core inputs to the decision making and resource allocation associated with planning to meet future housing needs. Type of accommodation and self-containment are also used as inputs to more frequently produced housing statistics, which underpin resource allocation by central and local government. Operationally the data assist with maximising coverage, and will continue to be used in this way in 2021.

Information about number of rooms and number of bedrooms is used across a range of sectors to understand overcrowding, and inform decision making regarding housing strategy needs assessments. Number of rooms has also been used in the derivation of the Carstairs Index and Indices of Multiple Deprivation which are used to understand and tackle inequality. In addition,



as part of the European Union (2008) Regulation of the European Parliament and Council on Population and Housing Censuses (Regulation (EC) No. 763/2008), ONS is required to provide census derived statistics, or equivalent data, on number of rooms to Eurostat cross-tabulated with a limited number of other sub-topics (eg tenure).

Number of bedrooms is considered to be more straightforward for respondents to answer, and the agreement rates from the 2011 Census Quality Survey support this – 66.5 per cent for number of rooms and 91.4 per cent for number of bedrooms.

In March 2015, Parliament approved an Information Sharing Order to allow the Valuation Office Agency to share information about property attributes, including the number of rooms, with the UK Statistics Authority. ONS will be conducting research using these data which will explore the potential to use them as an alternative source of information about the number of rooms, to meet users’ needs and fulfil our obligations under European regulations.

In the context of minimising respondent burden ONS does not believe it appropriate to continue to ask two questions designed to meet a single information need if there is not a clear requirement to do this. As such ONS proposes to continue to collect information about number of bedrooms, and will consider how and whether to meet the need for information about number of rooms.

Information about type of central heating is used for a range of purposes including supporting the monitoring of policies related to energy efficiency and fuel poverty, and allocating resources to support interventions associated with these. ONS will undertake some further exploration of requirements for this information with stakeholders, including the Department for Energy and Climate Change (DECC) and Welsh Government to ensure the question fully meets user needs.

Information about number of cars or vans was used across central and local government and other sectors to support transport modelling, transport planning and associated resource allocation. Therefore the updated view is to collect this information in the 2021 Census.

Users made requests to collect additional information on the 2021 Census about a range of technology related topics including internet access, digital inclusion and exclusion, and mobile phone usage. These were assessed against the combined criteria and the user need was not sufficient to include these ahead of other topics. In addition, they are subject to rapid change and the information would quickly be out of date.

Users also made a request to collect additional information on the 2021 Census about pet ownership. However the user need was not sufficient to include this ahead of other topics.

### 3.4 Ethnicity and national identity

Topic detail	Initial view	Updated view
Ethnic group	Collect	Collect
National identity	Collect	Collect

Information about ethnic group and national identity are used in a variety of ways by data users from a range of sectors. The questions about these topics are designed to be asked together in

order to allow respondents to identify themselves as English, Welsh, Scottish, Northern Irish, or British irrespective of their ethnic group.

Information about ethnic group informs resource allocation and service planning decisions and contributes to an organisation’s ability to meet obligations under the Equality Act 2010. Information about ethnic group was also used in adjusting for non-response in 2011, and that data will be used in this way again in 2021.

Information about national identity complements that about ethnic group, and together they are used to develop a fuller understanding of cultural identity which informs service planning and resource allocation designed to meet community needs and to support social cohesion.

Since its inclusion in the 1991 Census the design of the question on ethnic group has been developed by ONS in response to evolving user needs. For example an ‘Irish’ tick-box was included from 2001 and ‘Gypsy or Irish Traveller’ and ‘Arab’ were added in 2011. ONS has received requests for additional tick-boxes to be included in the 2021 Census.

The census ethnic group question is used in a range of data collection systems (eg the School Census) to allow comparative assessments of the profiles of service users with national and local patterns. Respondents to the consultation told us about the knock-on impacts and costs that changes to the tick-boxes within the census can have elsewhere. They expressed a desire for minimal change, as well as a need for consistency to allow comparable analyses to be undertaken from one census to the next.

ONS proposes to continue to collect information about ethnic group and national identity. ONS will consider whether there is sufficient need for additional response categories in the ethnic group question. This will take into account any opportunities and constraints associated with asking the question online, via a range of different devices, whilst also considering that consistent and comparable questions will need to form part of the paper questionnaire.

### 3.5 Carers

Topic detail	Initial view	Updated view
Amount of unpaid care provided	Collect	Collect

Information about the amount of unpaid care is used by central and local government to allocate resources to services designed to support carers. It has also been used to support decision making related to the introduction of the 2014 Care Act. ONS received suggestions about collecting additional information about carers and who they care for in the 2021 Census. However the evidence provided did not support inclusion ahead of other topics.

ONS will continue to collect information about the amount of unpaid care in the 2021 Census.

### 3.6 Health

Topic detail	Initial view	Updated view
General health	Collect	Collect
Long-term health problem or disability	Further information required	Collect
Mental health	N/A - proposed new topic	Do not collect
Health conditions and incapacities	N/A - proposed new topic	Do not collect
Factors affecting health	N/A - proposed new topic	Do not collect

Information about general health and long-term health problems and disability inform resource allocation by central and local government. They are also important topics in the assessment of inequality, and information is used to help target interventions aimed at reducing inequality nationally and locally. Disability is a protected characteristic under the Equality Act 2010. Based on the evidence there is a demonstrable need for these topics. ONS will continue to collect information about general health and long-term health problems and disability in the 2021 Census and do not expect to make changes to the questions used.

Respondents to the consultation suggested a range of additional topics for which they had information needs including mental health, health conditions (including specific conditions such as heart disease and diabetes), incapacities, and factors affecting health such as smoking and obesity. However the user need for these topics was not sufficient to include them ahead of other topics.

### 3.7 Education

Topic detail	Initial view	Updated view
Qualifications	Collect	Collect

Information about qualifications held is used widely across central and local government to inform service delivery and policy development. In particular uses involve targeting interventions to address areas where low skills levels have been identified.

The evidence provided by users showed that their most pressing need was for information about highest levels of qualifications and no qualifications. In order to capture highest level of qualifications, evidence from the Labour Force Survey (LFS) and other sources shows this requires the recording of all academic, vocational, professional, and other qualifications held.

The updated view remains to collect these data. However, the census question about qualifications did not work well in 2001 and, despite considerable development, did not work

well in 2011 either. Therefore additional work will be undertaken with the aim of shortening and simplifying this question. ONS will involve the Department for Business, Innovation and Skills (BIS), the Department for Education (DfE) and Welsh Government in this work so that changes to the question will continue to meet user needs. The outcomes will inform the development of a question to be included in the 2021 Census.

### 3.8 Migration and citizenship

Topic detail	Initial view	Updated view
Long-term international migration	Collect	Collect
Short-term international migration	Collect	Collect
Internal migration	Collect	Collect
Citizenship	Collect	Collect
Reason for migration	N/A - proposed new topic	Do not collect

Long-term international migration and internal migration are both important components of the population estimates and projections, which underpin planning and resource allocation across central and local government. They also contribute to the understanding of population change at a local level, allowing local authorities to plan and deliver services including education, housing and health care.

Questions collecting information about long-term and short-term international migration, and internal migration were all used operationally in the 2011 Census to ensure everyone was counted either as a usual resident or a short-term migrant. ONS intends to use the information in this way again in the 2021 Census.

Information about short-term international migration complements the population estimates on a usual residence basis, providing local authorities with a greater understanding of their total population and their service requirements. While the case for collecting this information has not been made on the basis of user need, the questions are fundamental to improving response to the census and ensuring everyone is counted either as a usual resident or short-term migrant.

ONS introduced a question about passports held in 2011 as a proxy for citizenship. This information is used to support the development of migration policy, as well as monitoring the national and local impacts of international migration and informing community cohesion work. ONS will continue to collect this information in the 2021 Census.

There was a request for additional information about reason for migration. However there was insufficient user need to include this ahead of other topics and we do not propose to collect this.

### 3.9 Religion

Topic detail	Initial view	Updated view
Religion	Collect	Collect

Information on religion is used by a range of data users including central government, local authorities and religious organisations to plan and deliver services.

As a protected characteristic, it allows organisations to meet their duties under the Equality Act 2010. Previous research has shown that religious affiliation, as captured by the 2011 Census question is the dimension of religion most closely aligned to the definition of religion in the Equality Act. Therefore ONS intends to continue to ask about religious affiliation in the 2021 Census.

While data users proposed that additional information about philosophical belief should also be collected, testing ahead of the 2011 Census demonstrated that including philosophical beliefs within the question changed how respondents thought about religion. This led to them providing answers on religious belief rather than affiliation. It is therefore not intended to expand the scope of the religion question to include this aspect of the protected characteristic.

ONS intend to keep the religion question the same as in 2011, which will provide continuity with 2001 and 2011 Census results.

### 3.10 Language

Topic detail	Initial view	Updated view
Welsh language	Collect in Wales	Collect in Wales
Main languages used	Collect	Collect
English language proficiency	Collect where main language not English (or Welsh in Wales)	Collect

Information about Welsh language skills is used widely by the Welsh Government and local authorities in Wales to monitor use of the Welsh language and to inform strategies to support and promote the Welsh language. This requirement has been strengthened by legal responsibilities arising from Welsh language legislation, particularly in relation to fulfilling responsibilities under the Welsh Language Act 1993 and The Welsh Language Standards (No.1) (Wales) Regulations 2015. ONS intends to continue to collect information about Welsh language skills in Wales in the 2021 Census.

Information about main languages used and English language proficiency (English/Welsh in Wales) is used to plan services, for example in relation to education and translation, and to target interventions aimed at increasing integration. ONS intends to continue to collect this information in the 2021 Census and will continue to include the question on Welsh language proficiency in Wales only.

ONS will balance consideration of user need, respondent burden and space constraints when reviewing requirements for additional response options in the main languages used question.

### 3.11 Labour market

Topic detail	Initial view	Updated view
Economic activity	Collect	Collect
Occupation	Collect	Collect
National Statistics Socio-economic Classification (NS-SEC)	Collect	Derive
Industry	Further information required	Collect
Supervisory status	Do not collect	Consider how/whether to meet NS-SEC need
Year last worked	Do not collect	Do not collect Explore admin data potential
Volunteering	Further information required	Consider how/whether to meet need

Economic activity data from the census are widely used by central and local government. Unemployment and economic inactivity are important measures that can show disadvantage for groups covered by the Equality Act 2010. As a key dimension of local economic performance, economic activity is used by local authorities to form economic plans and strategies, underpinning large amounts of public spending.

ONS will continue to collect information about economic activity in the 2021 Census. If changes are needed to maintain consistency with International Labour Organization (ILO) guidelines and with LFS outputs, the questions will be reviewed as updated guidelines become available and changes are assessed.

Information about occupation and industry provides specific detail about local labour markets. For example occupation data can be used to identify areas of exclusion from particular types of work. Industry data can be used to identify where small populations tend to be employed in a particular sector. The information is used to underpin local economic development plans, and large infrastructure projects.

ONS will continue to collect information about occupation and industry in the 2021 Census. In predominantly paper-based censuses accurate capture and coding of occupation and industry can be difficult and costly. ONS will develop and test functionality within the online questionnaire for self-coding the occupation and industry questions.

NS-SEC is used by respondents across central government, local government and academia as a key indicator in measuring inequality across a range of policy areas, including pension arrangements, access to higher education, and public health. Continuity with previous censuses was particularly important to users. NS-SEC is derived from a range of other sub-topics. ONS has recently undertaken a consultation about the use of NS-SEC and which derivation method is most appropriate. This information will be used to inform the level of NS-SEC detail provided from the 2021 Census.

Supervisory status is one of the sub-topics that is used to derive NS-SEC, and is used in both the full method (used in the 2001 Census) and the reduced method (used in 2011). ONS will consider how to meet the need for supervisory status in the derivation of NS-SEC.

Information about year last worked is used by local authorities to profile and understand the needs of the long-term unemployed and academic respondents explained that this sub-topic can help better differentiate types of unemployment. However, the evidence in support of this was limited. Year last worked also enables the long-term unemployed to be distinguished within NS-SEC. These uses have been assessed, however, they are not sufficient to include ahead of other topics. ONS will explore whether there are alternative ways to provide this information, for example through the use of administrative data from the Department for Work and Pensions (DWP).

Information about volunteering has not previously been collected on the census, however, respondents expressed a need for the information in order to help understand and deliver support to service delivery via the third sector. ONS intends to consider how best to collect this information. In particular, ONS will engage with stakeholders to identify the detailed requirements for this sub-topic (eg people who volunteer, the number of hours spent volunteering) to inform the development and testing of question(s). Collecting this information may have a detrimental impact on responses to other questions (eg amount of unpaid care) which will need to be assessed.

Following development and testing, there will be a period of evaluation and further stakeholder engagement to support the final decision regarding any changes to the labour market and socio-economic classification sub-topics.

### 3.12 Income

Topic detail	Initial view	Updated view
Income	Do not collect Explore administrative data potential	Do not collect Explore administrative data potential

Evidence provided in response to the topic consultation has confirmed that income information at local area level would be useful to users of census data. However, given that testing ahead of the 2001 and 2011 Censuses demonstrated that including a question about income had a detrimental impact on the overall response rate, and the relative availability of administrative data about income compared to other census topics, the updated view continues to be to explore the potential of administrative data.



In undertaking this research, ONS will continue to consider user requirements for income measures, in particular comparing what is possible using administrative sources with what users require. We intend to publish the first results from this research as part of the autumn 2016 administrative data research outputs<sup>4</sup>. The aims of these income research outputs are to:

- update users on progress with administrative data and to seek feedback so that methods can be improved
- support work with data suppliers to improve data quality for statistical purposes.

### 3.13 Travel

Topic detail	Initial view	Updated view
Method of transport to place of work	Collect	Collect
Address of place of work	Collect	Collect
Address of place of study	Do not collect	Do not collect

Respondents told us that they use information about method of travel to work and address of place of work to support transport planning through transport models. It is also used widely for policy development and monitoring including assessment of the impact of past housing and transport policy. ONS intends to continue to collect information about method of travel to work and address of place of work.

Respondents also told us about address of place of study as a potential source to assist with planning transport services. However the user need was expressed in the context of a greater understanding of transport patterns more generally. Alongside the importance of continuity with previous censuses for travel to work data, ONS has assessed that the user need was not sufficient to include travel to place of study ahead of other topics.

### 3.14 Sexual identity

Topic detail	Initial view	Updated view
Sexual Identity	Further information required	Consider how/whether to meet need

There is a clear need among data users for improved information on sexual identity, especially in relation to policy development, service provision and fulfilling duties under the Equality Act 2010. ONS includes a national harmonised standard<sup>5</sup> question on sexual identity in the Annual Population Survey (APS). One year of survey data can only produce robust estimates at regional

<sup>4</sup> The first research outputs were published in October 2015 and include population estimates by age and sex at local authority level: <http://www.ons.gov.uk/census/censustransformationprogramme/administrativedataresearchoutputs>

<sup>5</sup> <http://www.ons.gov.uk/ons/guide-method/harmonisation/secondary-set-of-harmonised-concepts-and-questions/sexual-identity.pdf>



level. As the published data are stable over time, ONS is assessing the feasibility of combining several years' of data to produce more detailed local authority level estimates.

ONS intends to include a question on sexual identity in the 2017 Census Test. The design of the test will enable us to assess whether the inclusion of a question on this topic has an effect on overall response and to assess the quality of responses. The current assumption is that the question to be included for the 2017 Test is the current version of the self-completion harmonised question<sup>6</sup>. However question testing will be undertaken to review the public's understanding of the self-completion version of the question as this has not been fully tested or used in a household survey.

ONS will also assess the public acceptability of asking a question on this topic in the 2021 Census.

ONS expect that including a question on sexual identity in the census would require an amendment to the Census Act 1920. This was the case when a religion question was added in the 2001 Census. Such primary legislation had to be passed by both the House of Commons and the House of Lords. Members of the House of Lords were concerned that the religion question could be seen as an infringement of respondents' civil liberties so it was decided that the question would be voluntary; this might also be necessary for any question on sexual identity.

All this information will be used to decide whether to recommend to Government and Parliament a question on sexual identity in the 2021 Census.

### 3.15 New topic: Gender identity

Topic detail	Initial view	Updated view
Gender Identity	N/A - proposed new topic	Consider how/whether to meet need

Data users showed a clear requirement for gender identity for policy development and service planning; especially in relation to the provision of health services. This focused on a need for data at local authority level for a population comprising less than one per cent of the population, as well as for data to be available for analysis in combination with other characteristics.

Respondents also told us that data about individuals with the protected characteristic of gender reassignment was required in relation to fulfilling equality duties under the Equality Act 2010. However, the consultation responses were not clear on the exact output categories required. Hence, the exact concepts to be measured need to be clarified. Additionally, other considerations regarding data quality, public acceptability and respondent burden are 'high'. Following the 2007 'Equalities Review' by the Cabinet Office, ONS published the 'Trans Data Position Paper' in 2009. This concluded that "data collection via household surveys is not the most appropriate method of meeting these requirements."

As with the sexual identity topic ONS expect that the addition of a question on gender identity would require an amendment to the Census Act 1920, and that the question might need to be voluntary.

<sup>6</sup> <http://www.ons.gov.uk/ons/guide-method/harmonisation/secondary-set-of-harmonised-concepts-and-questions/sexual-identity.pdf>

ONS will review the ‘Trans Data Position Paper’ in light of subsequent changes in legislation and the identified difficulties of collecting data on gender identity within household surveys with the aim of recommending how, and whether, to take forward further work on gender identity.

### 3.16 New topic: Armed forces community and veterans

Topic detail	Initial view	Updated view
Armed forces community	N/A - proposed new topic	Do not collect Explore admin data potential

There is a clear need for information on the armed forces community including veterans and dependents, particularly in relation to making decisions about service planning and delivery and the allocation of resources to meet the recommendations in the Armed Forces Covenant. However, the user need for this topic is not strong enough to include this ahead of other topics in the 2021 Census. As a result, there are no plans to undertake further work for a census question on this topic.

The ONS APS has recently included questions to collect information on veterans. We expect that additional information from this source will be available in future. In addition, we will investigate the feasibility of linking administrative sources, on armed forces veterans, to data from the 2021 Census to produce the outputs required by users.

### 3.17 New topic: Genealogy

Topic detail	Initial view	Updated view
Place of birth	N/A - proposed new topic	Do not collect
Maiden name	N/A - proposed new topic	Do not collect

ONS are aware of the importance of the census to family history research. Unlike most other users of census data, genealogists are interested in record level data, released to the public 100 years after each census. 2021 Census records will therefore not be used by current genealogists, but requests are being made to benefit future family historians after 2021.

Genealogists tend to be most interested in basic demography and household relationships to enable them to identify individuals and their family relationships. Other census topics provide additional background information which helps to confirm that the correct family member has been identified.

One of the main themes highlighted by genealogists’ responses was the request to include place of birth as a new sub-topic in the 2021 Census in order to enable them to more easily identify the correct family member. Place of birth was last collected in the 1951 Census.

ONS does not intend to collect any information requested solely for genealogical purposes. The information collected in the 2021 Census will be kept confidential for 100 years and will then be available for family history research.

### 3.18 Output and enumeration bases

#### Enumeration base

Topic detail	Initial view	Updated view
Usual residence definition	Unchanged	Unchanged
Household definition	Unchanged	Unchanged
Visitor definition	Unchanged	Unchanged
Short-term resident definition	Unchanged	Unchanged

There was support for the initial view that the enumeration base for the 2021 Census should remain unchanged from 2011. ONS intends to continue with the same enumeration base as in 2011.

#### Output bases

There was general agreement that there was sufficient flexibility in the 2011 Census output bases. Respondents told us about how they use data on a range of output bases. These included using households or usual residents in calculating rates for indicators and the use of workplace and/or workday populations to complement these when assessing the impact of the local labour market on the population and understanding demand for local services. ONS intends to continue to produce outputs on the same bases as for 2011.

## 4. Next steps

ONS will be undertaking development and small-scale question testing, ahead of finalising the questionnaire for the 2017 Census Test. This large-scale test (of about 100,000 households) will be a split sample test with one of the main aims being to assess the impact on response of the inclusion of a sexual identity question.

Table 5 summarises the plans for those sub-topics where question changes, or new questions may be required.

**Table 5 Proposed development activities for new topics and topics requiring review**

Topic detail	Next steps
Marital status	The Marriage (Same Sex Couples) Act 2013 has been introduced since the 2011 Census. The marital status response categories and question design will be reviewed and revised if appropriate to reflect these changes.
Number of rooms	ONS will consider how and whether to meet the need for information about number of rooms.  In March 2015, Parliament approved an Information Sharing Order to allow the Valuation Office Agency to share information about property attributes, including the number of rooms, with the UK Statistics Authority. ONS will be conducting research using these data which will explore the potential to use them as an alternative source of information about the number of rooms, to meet users' needs and fulfil our obligations under European regulations.
Ethnic group	ONS proposes to continue to collect information about ethnic group and national identity in a complementary way. ONS will consider whether there is sufficient need for additional response categories in the ethnic group question. This will take into account any opportunities and constraints associated with asking the question online, via a range of different devices, whilst also considering that consistent and comparable questions will need to also form part of the paper questionnaire. The work will also consider the impact on others who use this question.
Education	Additional work is required to explore options to shorten and simplify this question to reduce respondent burden and improve the quality of responses. ONS intends to undertake a review of the qualifications question, in consultation with the Department for Business, Innovation and Skills (BIS), the Department for Education (DfE) and Welsh Government.
Economic activity	ONS will continue to collect information about economic activity in the 2021 Census. If changes are needed to maintain consistency with ILO guidelines and with LFS outputs, the questions will be reviewed as updated guidelines become available and changes are assessed.
Supervisory status	Supervisory status is one of the sub-topics that is used to derive NS-SEC, and is used in both the full method (used in the 2001 Census) and the reduced method (used in 2011). ONS will consider how to meet the need for supervisory status in the derivation of NS-SEC.

Topic detail	Next steps
Volunteering	<p>Information about volunteering has not previously been collected on the census. ONS will engage with stakeholders to identify the detailed requirements for this sub-topic to inform the development and testing of question(s) to determine suitability for the 2021 Census.</p>
Sexual identity	<p>ONS intends to include a question on sexual identity in the 2017 Census Test. The design of the test will enable us to assess whether the inclusion of a question on this topic has an effect on overall response and to assess the quality of responses.</p> <p>ONS will also assess the public acceptability of asking a question on this topic in the 2021 Census.</p> <p>Any change to the Census Act 1920 to enable a question on sexual identity would likely have to be made through primary legislation, as was the case when a religion question was added in the 2001 Census.</p> <p>Such primary legislation had to be passed by both the House of Commons and the House of Lords. Members of the House of Lords were concerned that the religion question could be seen as an infringement of respondents' civil liberties so it was decided that the question would be voluntary; this might also be necessary for any question on sexual identity.</p> <p>All of this information will be used to decide whether to recommend to Government and Parliament a question on sexual identity in the 2021 Census.</p>
Gender identity	<p>There is a user need for data about gender identity, particularly in relation to planning services for, and allocating resources to, interventions to support this community. The user need for data on those with the protected characteristic of gender reassignment is strengthened by the Equality Act 2010. Hence, ONS plans to take forward the following work on gender identity:</p> <ul style="list-style-type: none"> <li>• review the 'Trans Data Position Paper' in light of subsequent changes in legislation and the identified difficulties of collecting data on gender identity within household surveys</li> <li>• seek to learn from other National Statistics Agencies</li> <li>• work with stakeholders, including members of the trans community, to clarify the specific data required on gender identity and the concepts to be measured</li> <li>• identify options for meeting the user need for data; paying particular attention to public acceptability</li> </ul>

Questions included in 2011 went through a thorough testing programme and our analysis of 2011 results shows that the majority of questions provide results of acceptable quality. Therefore, ONS does not currently intend to make changes to the questions used in the 2011 Census beyond those outlined in table 5.

However, in considering the questions to be included in the 2021 Census ONS will take into account any opportunities and constraints associated with collecting information primarily online as well as via paper questionnaires.

Online response provides opportunities to improve quality, reduce respondent burden and reduce costs through the use of self-coding functionality. For example there is scope to enhance the collection of address information online through using address look-up functionality. This should help respondents to complete the questionnaire more easily, improving accuracy, as well as reducing the costs associated with capture and coding of address information.

However there are constraints that relate to how questions with large numbers of response categories or ‘tick-boxes’ appear on a range of devices. It is important to ensure that the presentation does not influence the response provided, as this could affect comparability over time and with other data sources.

Following the development and testing stages there will be a period of evaluation to support the final decision regarding any changes to the questions. These activities will be sufficiently progressed to provide a clear proposal for the 2021 Census questionnaire in the Census White Paper in 2018. A final set of questions will be submitted to Parliament for approval in 2019.

Table 6 sets out the timetable for development and finalisation of the topics and questions to be included in the 2021 Census.

**Table 6 Timetable for development and finalisation of topics and questions for the 2021 Census**

Date	Activity
2016	Development of 2017 Test questionnaire
Spring 2017	ONS will be conducting a large scale test in 2017. This will cover about 100,000 households with two main objectives: <ul style="list-style-type: none"> <li>• to test the impact of the inclusion of a question on sexual identity on the overall response rate and the quality of the responses received</li> <li>• to test proposed operational procedures and supporting systems</li> </ul>
2017 - 2018	Evaluation of 2017 Test results, and further development activities if required
Mid 2018	Census White Paper – which will contain proposals for the topics to be included in the 2021 Census
Spring 2019	Census Rehearsal – this will rehearse our near final 2021 Census design including near final questionnaire content
2019	2021 Census questionnaire finalised for approval by Parliament and the National Assembly for Wales

## Annex A: Guidance for scoring topics against user requirements criteria

The scoring ranges guide the upper and lower limits of scores that evidence in each category can be given. Sub-topics are allocated a score within the highest scoring category for which robust evidence which clearly defines the user requirements has been given.

Criterion	Weight	Scoring guidance	Scoring range
Purpose	3.0	Central government - resource allocation or service planning and delivery or legal requirement for data to be collected	7 - 10
		Local government - resource allocation or service planning and delivery	6 - 9
		Other purposes (including policy development and monitoring and research requirements)	1 - 7
		No user need	0
Small geographies or populations	2.0	Output area	9 - 10
		Super output area (LSOA/MSOA)	7 - 8
		Ward	5 - 7
		Local authority	3 - 7
		Region	1 - 5
		Nation	0 - 5
		Other	0 - 10
Alternative sources	1.5	No alternative source in use and none likely to be in use by 2021	10
		No alternative source in use but likely to be in use by 2021 (eg new source, data quality improved, or data access negotiated)	7 - 8
		Alternative source in use that partially meets needs and unlikely to fully meet needs by 2021	4 - 6



Criterion	Weight	Scoring guidance	Scoring range
		Alternative source in use that partially meets needs but likely to fully meet needs by 2021 (eg new data added, quality improved or data access negotiated)	1 - 3
		Alternative source exists that fully meets needs	0
Multivariate analysis	1.5	Frequently with a wide range of other census sub-topics	8 - 10
		Occasionally with a wide range of other census sub-topics	5 - 7
		Frequently with a limited range of other census sub-topics	4 - 7
		Occasionally with a limited range of other census sub-topics	2 - 3
		Not at all	0
Continuity with previous censuses	1.0	Has compared 2011 Census data with previous censuses	6 - 10
		Data not collected prior to 2011 Census but will compare 2021 with 2011 and/or has compared with other sources	7 - 8
		Data not previously collected on a census or no plans for comparison with other data	0
Comparability beyond England and Wales	1.0	Very important	8 - 10
		Important	5 - 7
		Quite important	2 - 4
		Not important	0 - 1



## Annex B: Evaluation results

### Annex B1 - User needs scores - ordered by topic

Topic	Sub-topic	Collected in the 2011 Census	Purpose	Small geographies or populations	Multivariate analysis	Alternative sources	Comparability beyond England and Wales	Continuity with previous censuses	Weighted overall score
Basic demographics and household composition	Age	Yes	10	10	10	5	10	10	92.5
	Sex	Yes	10	10	10	5	10	10	92.5
	Marital status	Yes	8	7	8	6	8	9	76.0
	Household and family relationships	Yes	10	10	8	8	9	10	93.0
Housing	Type of accommodation and self-containment	Yes	9	9	8	6	7	9	82.0
	Tenure and landlord (if renting)	Yes	9	9	8	6	7	9	82.0
	Number of rooms	Yes	8	8	7	5	7	8	73.0
	Number of bedrooms	Yes	8	9	7	6	7	8	76.5
	Type of central heating	Yes	7	8	6	7	5	8	69.5
	Number of cars or vans	Yes	8	9	6	7	7	9	77.5
	Technology	No	7	7	5	4	2	0	50.5
	Pet ownership	No	5	7	3	6	8	0	50.5
Ethnicity and national identity	Ethnic group	Yes	9	10	9	8	8	10	90.5
	National identity	Yes	7	7	5	8	4	7	65.5
Language	Welsh	Yes	8	10	9	6	3	9	78.5
	Main languages used	Yes	7	10	8	10	7	8	83.0
	English language proficiency	Yes	7	10	8	10	7	8	83.0
Religion	Religion	Yes	8	8	8	8	8	8	80.0

Topic	Sub-topic	Collected in the 2011 Census	Purpose	Small geographies or populations	Multivariate analysis	Alternative sources	Comparability beyond England and Wales	Continuity with previous censuses	Weighted overall score
Migration	Long-term international migration	Yes	9	10	9	8	10	9	91.5
	Short-term international migration	Yes	7	7	4	8	5	5	63.0
	Internal migration	Yes	9	9	6	5	9	9	79.5
	Citizenship	Yes	7	7	5	6	9	8	68.5
	Reason for migration	No	8	7	5	5	8	0	61.0
Education	Qualifications held	Yes	8	8	7	6	8	9	76.5
Health	General health	Yes	8	9	9	6	9	9	82.5
	Long-term health problem or disability	Yes	9	10	9	6	9	9	87.5
	Mental health	No	7	7	5	5	5	0	55.0
	Health conditions	No	6	7	5	5	5	0	52.0
	Factors affecting health	No	7	5	5	6	3	0	50.5
Carers	Amount of unpaid care provided	Yes	8	8	7	9	8	9	81.0
Labour market and socio-economic classifications	Economic activity and hours worked	Yes	9	8	9	6	9	10	84.5
	Occupation	Yes	8	9	8	6	8	6	77.0
	National Statistics Socio-economic Classification (NS-SEC)	Yes	9	8	9	6	8	8	81.5
	Industry	Yes	8	9	8	6	7	9	79.0
	Supervisory status	Yes	3	0	2	6	3	0	24.0
	Year last worked	Yes	5	7	6	5	6	4	55.5
	Volunteering	No	7	8	6	7	7	0	63.5

Topic	Sub-topic	Collected in the 2011 Census	Purpose	Small geographies or populations	Multivariate analysis	Alternative sources	Comparability beyond England and Wales	Continuity with previous censuses	Weighted overall score
Travel	Method of transport to place of work	Yes	9	9	9	6	6	9	82.5
	Address of place of work	Yes	9	9	9	6	5	9	81.5
	Address of place of study	No	7	9	4	6	5	0	59.0
Income	Income	No	7	10	6	5	7	0	64.5
Sexual identity	Sexual identity	No	8	8	8	8	8	0	72.0
Additional topics	Gender identity	No	7	7	7	10	6	0	66.5
	Armed forces	No	8	7	7	5	6	0	62.0
	Maiden/former name	No	1	0	2	4	0	0	12.0
	Place of birth	No	2	1	2	4	0	0	17.0

## Annex B2 - User needs scores - ordered by weighted overall score

Topic	Sub-topic	Collected in the 2011 Census	Purpose	Small geographies or populations	Multivariate analysis	Alternative sources	Comparability beyond England and Wales	Continuity with previous censuses	Weighted overall score
Basic demographics and household composition	Household and family relationships	Yes	10	10	8	8	9	10	93.0
Basic demographics and household composition	Age	Yes	10	10	10	5	10	10	92.5
Basic demographics and household composition	Sex	Yes	10	10	10	5	10	10	92.5
Migration	Long-term international migration	Yes	9	10	9	8	10	9	91.5
Ethnicity and national identity	Ethnic group	Yes	9	10	9	8	8	10	90.5
Health	Long-term health problem or disability	Yes	9	10	9	6	9	9	87.5
Labour market and socio-economic classifications	Economic activity and hours worked	Yes	9	8	9	6	9	10	84.5
Language	Main languages used	Yes	7	10	8	10	7	8	83.0
Language	English language proficiency	Yes	7	10	8	10	7	8	83.0
Health	General health	Yes	8	9	9	6	9	9	82.5
Travel	Method of transport to place of work	Yes	9	9	9	6	6	9	82.5
Housing	Type of accommodation and self-containment	Yes	9	9	8	6	7	9	82.0
Housing	Tenure and landlord (if renting)	Yes	9	9	8	6	7	9	82.0
Labour market and socio-economic classifications	National Statistics Socio-economic Classification (NS-SEC)	Yes	9	8	9	6	8	8	81.5

Topic	Sub-topic	Collected in the 2011 Census	Purpose	Small geographies or populations	Multivariate analysis	Alternative sources	Comparability beyond England and Wales	Continuity with previous censuses	Weighted overall score
Travel	Address of place of work	Yes	9	9	9	6	5	9	81.5
Carers	Amount of unpaid care provided	Yes	8	8	7	9	8	9	81.0
Religion	Religion	Yes	8	8	8	8	8	8	80.0
Migration	Internal migration	Yes	9	9	6	5	9	9	79.5
Labour market and socio-economic classifications	Industry	Yes	8	9	8	6	7	9	79.0
Language	Welsh	Yes	8	10	9	6	3	9	78.5
Housing	Number of cars or vans	Yes	8	9	6	7	7	9	77.5
Labour market and socio-economic classifications	Occupation	Yes	8	9	8	6	8	6	77.0
Housing	Number of bedrooms	Yes	8	9	7	6	7	8	76.5
Education	Qualifications held	Yes	8	8	7	6	8	9	76.5
Basic demographics and household composition	Marital status	Yes	8	7	8	6	8	9	76.0
Housing	Number of rooms	Yes	8	8	7	5	7	8	73.0
Sexual identity	Sexual identity	No	8	8	8	8	8	0	72.0
Housing	Type of central heating	Yes	7	8	6	7	5	8	69.5
Migration	Citizenship	Yes	7	7	5	6	9	8	68.5
Gender identity	Gender identity	No	7	7	7	10	6	0	66.5
Ethnicity and national identity	National identity	Yes	7	7	5	8	4	7	65.5

Topic	Sub-topic	Collected in the 2011 Census	Purpose	Small geographies or populations	Multivariate analysis	Alternative sources	Comparability beyond England and Wales	Continuity with previous censuses	Weighted overall score
Income	Income	No	7	10	6	5	7	0	64.5
Labour market and socio-economic classifications	Volunteering	No	7	8	6	7	7	0	63.5
Migration	Short-term international migration	Yes	7	7	4	8	5	5	63.0
Armed forces	Armed forces	No	8	7	7	5	6	0	62.0
Migration	Reason for migration	No	8	7	5	5	8	0	61.0
Travel	Address of place of study	No	7	9	4	6	5	0	59.0
Labour market and socio-economic classifications	Year last worked	Yes	5	7	6	5	6	4	55.5
Health	Mental health	No	7	7	5	5	5	0	55.0
Health	Health conditions	No	6	7	5	5	5	0	52.0
Housing	Technology	No	7	7	5	4	2	0	50.5
Housing	Pet ownership	No	5	7	3	6	8	0	50.5
Health	Factors affecting health	No	7	5	5	6	3	0	50.5
Labour market and socio-economic classifications	Supervisory status	Yes	3	0	2	6	3	0	24.0
Genealogy	Place of birth	No	2	1	2	4	0	0	17.0
Genealogy	Maiden/former name	No	1	0	2	4	0	0	12.0

## Annex B3 - Other considerations

Topic	Sub-topic	Impact on data quality	Impact on public acceptability	Impact on respondent burden	Impact on financial concerns	Impact on questionnaire mode
Basic demographics and household composition	Age	Low	Low	Low	Low	Low
	Sex	Low	Low	Low	Low	Low
	Marital status	Low	Low	Low	Low	Low
	Household and family relationships	Medium	Low	High	High	Medium
Housing	Type of accommodation and self-containment	Low	Low	Medium	Low	Low
	Tenure and landlord (if renting)	Medium	Low	Medium	Low	Low
	Number of rooms	High	Low	Medium	Low	Low
	Number of bedrooms	Low	Low	Low	Low	Low
	Type of central heating	Medium	Low	Medium	Low	Low
	Number of cars or vans	Low	Low	Low	Low	Low
	Technology	Proposed new topic – no assessment made				
	Pet ownership	Proposed new topic – no assessment made				
Ethnicity and national identity	Ethnic group	Low	Low	Medium	Medium	Medium
	National identity	Low	Low	Low	Medium	Medium
Language	Welsh	Medium	Low	Medium	Low	Low
	Main languages used	Low	Low	Medium	Low	Low
	English language proficiency	Medium	Low	Medium	Low	Low
Religion	Religion	Low	Low	Medium	Low	Low

Topic	Sub-topic	Impact on data quality	Impact on public acceptability	Impact on respondent burden	Impact on financial concerns	Impact on questionnaire mode
Migration	Long-term international migration	Medium	Low	High	Medium	Low
	Short-term international migration	High	Low	Medium	Low	Low
	Internal migration	Medium	Low	Medium	High	Medium
	Citizenship	Low	Low	Low	Low	Low
	Reason for migration	Proposed new topic – no assessment made				
Education	Qualifications held	High	Low	High	Low	High
Health	General health	Medium	Low	Low	Low	Low
	Long-term health problem or disability	Low	Low	Medium	Low	Low
	Mental health	Proposed new topic – no assessment made				
	Health conditions	Proposed new topic – no assessment made				
	Factors affecting health	Proposed new topic – no assessment made				
Carers	Amount of unpaid care provided	Medium	Low	Medium	Low	Low
Labour market and socio-economic classifications	Economic activity and hours worked	Medium	Low	High	Medium	Medium
	Occupation	High	Low	High	High	Low
	National Statistics Socio-economic Classification (NS-SEC)	Derived topic – no assessment made				
	Industry	High	Low	High	High	Low
	Supervisory status	Medium	Low	Medium	Low	Low
	Year last worked	High	Low	Medium	Low	Low
	Volunteering	High	Low	High	Low	Medium



Topic	Sub-topic	Impact on data quality	Impact on public acceptability	Impact on respondent burden	Impact on financial concerns	Impact on questionnaire mode
Travel	Method of transport to place of work	Low	Low	Low	Low	Low
	Address of place of work	Medium	Low	Medium	High	Low
	Address of place of study	High	Low	Medium	Medium	Low
Income	Income	High	High	High	Medium	Medium
Sexual identity	Sexual identity	High	High	High	Medium	Low
Additional topics	Gender identity	High	High	High	High	Low
	Armed forces	Proposed new topic – no assessment made				
	Maiden/former name	Proposed new topic – no assessment made				
	Place of birth	Proposed new topic – no assessment made				

## Annex B4 - Operational requirements

Topic	Sub-topic	Operational requirement
Basic demographics and household composition	Age	Maximum
	Sex	Maximum
	Marital status	Minimum
	Household and family relationships	Maximum
Housing	Type of accommodation and self-containment	Maximum
	Tenure and landlord (if renting)	Maximum
	Number of rooms	Moderate
	Number of bedrooms	Moderate
	Type of central heating	Minimum
	Number of cars or vans	Minimum
	Technology	None
	Pet ownership	None
Ethnicity and national identity	Ethnic group	Maximum
	National identity	Minimum
Language	Welsh	Minimum
	Main languages used	Minimum
	English language proficiency	Minimum
Religion	Religion	Minimum
Migration	Long-term international migration	Minimum
	Short-term international migration	Maximum
	Internal migration	Moderate
	Citizenship	Minimum
	Reason for migration	None
Education	Qualifications held	Minimum
Health	General health	Minimum
	Long-term health problem or disability	Minimum
	Mental health	None
	Health conditions	None
	Factors affecting health	None
Carers	Amount of unpaid care provided	Minimum

Topic	Sub-topic	Operational requirement
Labour market and socio-economic classifications	Economic activity and hours worked	Moderate
	Occupation	Moderate
	National Statistics Socio-economic Classification (NS-SEC)	None
	Industry	Moderate
	Supervisory status	Moderate
	Year last worked	Moderate
	Volunteering	None
Travel	Method of transport to place of work	Minimum
	Address of place of work	Moderate
	Address of place of study	None
Income	Income	None
Sexual identity	Sexual identity	None
Additional topics	Gender identity	None
	Armed forces	None
	Maiden/former name	None
	Place of birth	None

