ONS Census Transformation Programme

The 2021 Census

Assessment of initial user requirements on content for England and Wales

Migration and citizenship topic report

May 2016

Contents

1. Introduction

In June 2015 the Office for National Statistics (ONS) published the public consultation document 'The 2021 Census initial view on content for England and Wales'[1]. This discussed the initial views of ONS regarding the potential inclusion of current (2011) and additional topics in the 2021 Census. The public consultation was open from 4 June 2015 to 27 August 2015 and aimed to promote discussion and encourage the development of strong cases for topics users wanted to be included in the 2021 Census. The focus was on information required from the 2021 Census, not the detailed questions that could 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 all consultation respondents, 333 answered at least one question on the 'Migration and citizenship' topic.

There are four sub-topics within the 'Migration and citizenship' topic:

- long-term international migration
- short-term international migration
- internal migration, and
- citizenship

Additionally, the user consultation identified a request to include a new sub-topic, 'reason for migration', in the 2021 Census.

Based on the evidence given by users and topic experts, sub-topics were evaluated using the criteria detailed in the consultation document using a standardised method. The criteria are listed in table 1 below. The criteria largely reflect those used in the 2011 Census topic consultation and have undergone expert review within ONS and via the Census Advisory Groups for use in the 2021 Census topic consultation. More detail on the scoring methodology is available in section 2 of the document 'The 2021 Census - Assessment of initial user requirements on content for England & Wales: Response to consultation'[2].

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[1]

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

[2]

https://www.ons.gov.uk/file?uri=/census/censustransformationprogramme/consultations/2021censustopicconsultation/assessmentofinitialuserrequirementsoncontentforenglandandwalesresponsetoconsultation.pdf

Table 1 Evaluation criteria

1. User requirement	2. Other consideration
- Purpose - Small geographies or populations - Alternative sources - Multivariate analysis - Comparability beyond England and Wales - Continuity with previous censuses	- Data quality - Public acceptability - Respondent burden - Financial concerns - Questionnaire mode **3. Operational requirement** - Maximising coverage or population bases - Coding of derived variables and adjustment for non-response - Routing and validation

This report provides ONS's updated view based on our evaluation of user responses against these evaluation criteria.

2. Background

The United Nations (UN) defines a long-term migrant as someone who changes his or her country of usual residence for a period of at least one year, so that the country of destination effectively becomes the country of usual residence. Long-term international migration is an important driver of population change. Knowledge of recent migration is important for local authorities providing services.

A short-term migrant is someone who visits a country other than that of his or her usual residence for a period of more than three months and less than one year. Local authorities are among the major users of short-term immigration statistics. They use estimates for planning and monitoring service delivery, resource allocation and managing budgets.

An internal migrant is someone who changes his or her usual residence from one part of the UK to another.

The 2011 Census included, for the first time, questions on passports held (as an easily understandable proxy question for citizenship, a new sub-topic) and most recent year and month of arrival (for those born outside the UK) in order to better understand patterns of international migration and characteristics of different groups of international migrants. The identification of individuals' migration history, alongside health, social and labour market questions and responses, enabled a clearer view of different types of migrants and their socio-economic outcomes, down to low geographic levels. This in turn facilitated assessment of the social and economic outcomes of different generations of migrants.

The 2011 Census allowed long-term international migrants to be classified in several different ways. These include by country of birth, passport held, usual address one year ago and year of arrival. Most recent migration to the UK, and intention to stay, were also used to distinguish between long and short-term migrants and identify length of residence. Usual address one year ago was used to identify migration within the UK.

Table 2 ONS initial view

Sub-topic detail	Initial view	Collected in 2011?
Long-term international migration	Collect	Yes
Short-term international migration	Collect	Yes
Internal migration	Collect	Yes
Citizenship	Collect	Yes
Reason for migration	N/A	No

Table 2 ONS initial view

3. Summary of consultation responses

Table 3 presents the number of responses by type of respondent and organisational sector. The organisations that responded to this topic are listed by sector in Annex A.

Table 3 Migration and citizenship - number of responses by type of respondent

Type of respondent	Total responses	
	N	*% total responses*
Individual	**218**	**65**
Organisation (all sectors)	**115**	**35**
Sector		*% organisation responses*
- Government department/public body	13	11
- Local authority	69	60
- Health organisation	2	2
- Housing	1	1
- Academic / research	6	5
- Charity and voluntary	11	10
- Commercial	4	3
- Genealogist/family historian	3	3
- Other	6	5
Total responses	**333**	**100**

Note: Percentages might not add to 100% due to rounding

Note: An organisation may have submitted more than one response

The quotes below reflect the views of a range of consultation respondents on how data on migration and citizenship could be used. The Home Office is the main government department that uses migration statistics for policy development and monitoring.

> **Home Office (HO):** "*Census [migration] data has been used to design, effectively pilot and assess the impact of HO policy development.*"

A wide range of users, including central and local government as well as individuals, commented on the high quality of migration data from the census in comparison to other sources, and the importance of this, for example:

> **Department for Communities and Local Government (DCLG):** "*The Census is an indispensable source of information on the impact of international and internal migration on the size, composition, ethnicity, and nationality breakdown of the UK population at the aggregate, regional and local level. This is because the data are continuous; consistent over time; available down to the very small area level (particularly important for a Department that is responsible for 'Decentralisation' and 'Localism'); able to be aggregated to any desired geography; comparable across the board; and (unlike the case with administrative data) not dependent for definitional meaning on the underlying collection system.*"

Professor John Stilwell: "*Whist it is possible to use survey (eg. IPS, LFS) and administrative (eg. NHSCR, PRDS) data sources to provide some information on migration at a local authority or regional scale, census data on these subtopics is critical for understanding migration patterns for small areas... There is no alternative source currently available for migration from outside UK and migration within the UK for small area geographies so it would not be possible to carry out any further research at this level.*"

The main use identified by local authorities was in relation to producing population and housing projections, which are used to inform service provision:

City of York Council: "*Primarily it informs our objectively assessed housing need by allowing in-depth understanding of people movements. It also helps to re-calibrate the population and household projections… These statistics are important to us to ensure we have a robust evidence to underpin housing requirements within development plan documents.*"

Sheffield City Council: "*Migration data forms a key part of our population projections. These are used to project areas of higher population growth, used by our housing and planning services. This helps with service planning/delivery, as well as ensuring resources are being allocated to the most appropriate parts of the city.*"

Some examples of services, other than projections, using information collected from the census were:

Royal Borough of Kingston upon Thames: "*Our Learn English At Home (LEAH) partnership (that aims to promote migrants' integration into the local community through language tuition) uses international migration at a ward level to help target people in need.*"

Andrew Burnett: "*Migration is relevant in terms of population numbers, need for maternity services, antenatal care, health visitor and school nursing services, school places, child health and social care support services, ethnic/language-specific services, refugee and asylum seeker health and social care and housing issues.*"

4. Evaluation

The following sections show the scores allocated to each sub-topic by individual criterion based on the evidence given by users. The criteria largely reflect those used in 2011, but have undergone expert review within ONS and via the Census Advisory Groups. The document 'The 2021 Census - Assessment of initial user requirements on content for England and Wales: Response to consultation'[3] gives details on the scoring methodology including:

• 'user requirements criteria', including a description of relative weights, are described in section 2.1 of the document. Note that, in the following tables, the overall score is weighted and is not the sum of the scores for individual criteria

• 'other considerations' are described in section 2.2 of the document. These will predominantly be used in conjunction with the user requirement score to steer the development of the census questionnaire and the production of administrative data research outputs

• 'operational requirements' are described in section 2.3, of the document. ONS has operational uses for some of the data collected in the census, of which the most important is maximising coverage of the 2021 Census. Each subtopic is categorised as being of maximum, moderate or minimum importance in relation to operational requirements.

4.1 User requirements – long-term international migration

Long-term international migration as a sub-topic includes questions covering country of birth, address one year ago, year of arrival and intention to stay.

Table 4 User requirement score by criterion – long-term international migration

Criterion	Score	Evidence
Weighted Overall Score	**91.5**	**High user need**
Purpose	9	Long-term international migration data are a fundamental component of population projections, and are widely used to inform service planning and resource allocation. For example, the Home Office (HO) said: *"The movements, socio-economic features and behaviours of both short-term and long-term migrants provide important information on integration and demand for services."* London Borough of Hackney said: *"Migration data informs our work on community cohesion and underpins GLA Population Projections which are used for*

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[3]

https://www.ons.gov.uk/file?uri=/census/censustransformationprogramme/consultations/2021censustopicconsultation/assessmentofinitialuserrequirementsoncontentforenglandandwalesresponsetoconsultation.pdf

9		*infrastructure planning and investment decision making, including relating to health, education and school places, and housing, representing multi-million pound investment decisions."* Waltham Forest Council stated: *"Long-term international migration has an impact on longer-term projections of our populations, demand for Council services, and informs longer-term planning around schools capacity planning and housing and public health."*
Small geographies or populations	10	Local authorities reported using migration data at low geographic levels in producing their own population projections at output area level, as well as referring to projections published by ONS. The production of these allow for service planning within small areas, for example, Knowsley Metropolitan Borough Council stated: *"Small geography information is used… to establish the extent of migration within output areas or wards, which allows resources and services to be targeted to particular areas where appropriate."* Oldham Council said: *"We would seek to build projections at ward level, which will then inform district working etc, as well as school place projections. We will be using OA and SOA data for projects to improve our modelling, particularly of new migrant groups….* *It would be helpful to still receive data for small groups, and at as small an area level as possible. This disaggregation is vital in supporting our projection and modelling work, and may be the only external check on the veracity of that work, allowing us to factor up from household numbers to population numbers*." The number of non-UK born individuals in a local authority varies greatly between local authorities across England and Wales (excluding Isle of Scilly), from just over 2 per cent in Blaenau Gwent to just over 55 per cent in Brent. For areas where the proportion of non-UK born individuals is very small or where there is a larger proportion but great diversity, it is important to be able to access this data at a detailed enough level to allow for the effective planning of services and resource allocation. For example, Tower Hamlets Council stated: *"`…the characteristics of the Somali-born population in the borough are likely to be very different to the borough's Australian or Polish born residents. The Council needs to understand the different profiles of these groups (eg. demographic and socio-economic) to enable it to assess need and deliver services effectively."*

Alternative sources	8	Although there are alternative sources available for long-term international migration, these all have collection, coverage or sampling issues and would therefore require significant development. Caerphilly County Borough Council stated: "*International migration - some information would be available from the passenger surveys that are undertaken at ports and airports, but the data gathered would not be available for our local authority area... The Census is the only reliable source of data available at smaller geographies.*" London Borough of Hackney said: "*For long-term international and internal migration, ONS migration estimates would be the best alternative source. However, this includes no data on the characteristics of migrants and as a result our ability to analyse and predict future service demand would be curtailed.*"
Multivariate analysis	9	Many users reported the need to cross-tabulate long-term international migration data with other census sub-topics for use in population profiling and projections which influence service planning. For example, the Home Office (HO) said: "*The ability to undertake multivariate analysis is key, informing what we know about the integration outcomes for migrants, as well as their fiscal/social impact on the UK.*" Sheffield City Council said: " *…we look at migrants by age and gender, so this can be used in our population forecasting.*" Birmingham City Council stated: "*Other topics such as unemployment, health, housing, deprivation are used together with migration to identify differences (equalities) or to identify services needs such as language help.*" In addition, the National Association of British Arabs said: "*We also use the information to develop policy structures in relation to education/health/policing and specific needs for the various populations.*"
Comparability beyond England and Wales	10	There is evidence to support having data that is comparable across the UK for this sub-topic to aid service planning and UK wide policy development. For example, the Home Office (HO) stated: "*The devolution of powers within the UK means analysis by region of the UK is key in policy development and monitoring. However, Immigration and Visa policy is primarily developed on a UK wide*

		basis and therefore it is vital to have comparable UK aggregate data. Member State obligations to EC partners (Eurostat) require submission of UK level data for publication in order to deliver comparisons across Members States within the EU... Failure to provide this data may result in financial sanctions for the UK." Office for National Statistics (ONS) said: *"MSU [Migration Statistics Unit] produce LTIM [Long -term International Migration] estimates for the UK, and government policy requires a UK figure; it is therefore important to have comparable UK census information for quality assurance."*
Continuity with previous censuses	9	Respondents told us that comparable data across censuses is required in order to build a time series and then extrapolate the data forwards to be able to make plans for potential future needs. For example, City of York Council said: *"We have evaluated trends over time to understand when and by how much migration has occurred within the authority. This has allowed us to make judgements about future trends and movements".* Manchester City Council stated: *"Used to explore the changing nature of local areas over time. Used in population projections to determine small areas that may have housing/population issues if migration patterns continue."* Economic History Society said: *"Such comparisons over time are central to economic and social history - and the more comparable the data is between censuses the better."* London Borough of Bexley stated: *"The population of Bexley changed markedly between 2001 and 2011 with increased levels of international migration and non UK nationals coming to live in the Borough. In order to measure the degree of change in the following 10 years it is important that these questions remain consistent with the 2011 Census.* *Data on migration is used to inform resource allocation in respect of health provision, school places and other infrastructure which is needed to support growth in our communities."*
Weighted Overall Score	**91.5**	**High User Need**

4.2 Other considerations - long-term international migration

Table 5 ONS assessment of impact by criterion - long-term international migration

Criterion	Operational Impact	Evidence
Impact on data quality	Medium	There was no evidence of data quality issues with the country of birth question which had a non-response rate of 1.52 per cent and the agreement rate between the 2011 Census and the CQS was high at 99.1 per cent. However the non-response rate for year of arrival was 4.75 per cent and the agreement rate was lower at 77.6 per cent (although based on a small sample size), suggesting that some respondents had difficulty accurately recalling when they first arrived to live in the UK.
Impact on public acceptability	Low	It is long established that the census will ask questions regarding long-term international migration. The continued high public profile around migration coupled with the continued historically high net inflows mean the public understand the need for this information.
Impact on respondent burden	High	Respondents are asked a number of questions relating to migration. 'Year of arrival' is not an easy question for all respondents to answer quickly; particularly when it is either a long time ago or they have made a number of visits away from the UK. Again, respondents may also be unclear as to what counts as a short visit away from the UK, which adds to the burden. Respondents were also asked to give country of previous residence if they had arrived in the last year.
Impact on financial concerns	Medium	Long-term international migrant stocks are derived from year of arrival and country of birth, the latter of which requires manual coding leading to higher processing costs. Migrant inflows in the last year are derived from address one year ago abroad.
Impact on questionnaire mode	Low	This question displayed well online and on the 2011 Census paper questionnaire and there are no expected challenges with moving to a predominantly online census.

4.3 Operational requirements – long-term international migration

Minimal operational requirement

There are minimal census operational requirements to collect data on this sub-topic. 'Address one year ago', 'year of arrival' and 'intention to stay' (the latter two only asked of those filtered as non-UK born through the country of birth question) are used to derive long-term international migrants and to derive the usual residence base from the enumeration base.

4.4 User requirements - short-term international migration[4]

Table 6 User requirement score by criterion – short-term international migration

Criterion	Score	Evidence
Weighted Overall Score	**63**	**Low User Need**
Purpose	7	Evidence was provided from local authorities that short-term international migration data are used for planning and monitoring service delivery, for example Waltham Forest Council stated: *"Short-term international migration: has more of an impact on more immediate delivery of services such as homelessness provision and temporary accommodation, GP take-up and hospital admissions for example, as well as giving a general idea of how transient certain populations are."* Furthermore, Westminster City Council stated: *"Short-term migrants numbers are very important in understanding the full picture relating population, housing occupation and service requirements - without it the Council would either not be accounting for short-term migrants or misestimating the differential demand if they were to be included in the general population"*
Small geographies or populations	7	Short-term residents are a small population in their own right, totalling about 195,000 in the 2011 Census. Respondents provided few specific examples of use, indicating a lower requirement for these data at the small geographies level. Uttlesford District Council stated that they use these data: *"To identify short term international migrants using HMO's [Houses with Multiple Occupants] not previously identified as such"*
Alternative sources	8	Respondents told us about the limitations of administrative data sources regarding short-term migrants. Westminster City Council state issues with using some other alternative sources: *"There would be some estimation of short- term migration through New NINO's (National Insurance Number) and Flag 4's but neither are satisfactory in terms of comprehensive coverage."*
Multivariate analysis	4	There are a small number of users who use this information with a wide range of sub-topics, including individual characteristics and living arrangements. As outlined in the quote above in table 4 Multivariate

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[4] When data from the 2011 Census was published it referred to short-term residents, as the data produced refers to those short-term migrants present at the time of the census. As it is a stock count, it is less reflective of the level of short-term migrant flows.

		analysis section, the Home Office (HO) stated that multivariate analysis is a key requirement to inform integration outcomes for migrants as well as their fiscal and social impact on the UK. They went on to say: *"The movements, socio-economic features and behaviours of both short-term and long-term migrants provide important information on integration and demand for services."*
Comparability beyond England and Wales	5	There is some evidence from users for comparisons between different areas, but very little for the need for UK wide data. However, the Home Office (HO) noted that UK aggregate data were important as Immigration and Visa policy is primarily developed on a UK wide basis.
Continuity with previous censuses	5	As this subtopic was first introduced in 2011, there is no evidence for past comparisons. However, some respondents made reference to comparisons over time in conjunction with other previously measured migration sub-topics, for example North Yorkshire County Council stated: *"Long-term, short-term and internal migration …Without it we would not be able to monitor changes in the resident population of our area or to calculate population and household projections."*
Weighted Overall Score	**63**	**Low user need**

Note: Flag 4s are codes within the PRDS system (patient register) which indicate that someone who has registered with a GP in England and Wales was previously living overseas.

A Flag 4 may be generated when an individual registers with an NHS GP if:

- an individual was born outside the UK and enters England and Wales for the first time and registers with a NHS GP

- an individual's registration will also generate a Flag 4 if the previous address of an individual is reported as outside the UK.

4.5 Other considerations - short-term international migration

Table 7 ONS assessment of impact by criterion – short-term international migration

Criterion	Operational Impact	Evidence
Impact on data quality	High	There is a high non-response rate for this set of questions (14.5 per cent, and an agreement rate is not available as it was not asked in the Census Quality Survey.
Impact on public acceptability	Low	There were no public acceptability concerns associated with collecting information on this sub-topic.
Impact on respondent burden	Medium	The respondent has to answer several questions to provide the information required to derive this sub-topic. Additionally, respondents may not know their intended length of stay.
Impact on financial concerns	Low	Short-term international migrant stocks are derived from year of arrival and country of birth, the latter of which requires a very small amount of manual coding leading to low processing costs.
Impact on questionnaire mode	Low	This question displayed well online and on the 2011 Census paper questionnaire and there are no expected challenges with moving to a predominantly online census.

4.6 Operational requirements - short-term international migration

Maximum operational requirement

ONS has an enumeration base including short-term migrants (residents) to improve coverage. The questions for this sub-topic are used to create the usual residence population base and are therefore an essential requirement to ensure maximum coverage of the usual residence base.

4.7 User requirements – internal migration

Table 8 User requirement by criterion – internal migration

Criterion	Score	Evidence
Weighted Overall Score	**79.5**	**Medium user need**
Purpose	9	As with international migration, local authorities gave examples of using internal migration data to better understand their population needs and plan services, which would then influence their service provision. Waltham Forest Council said: "*Internal migration: this data helps us to start exploring and understanding population churn, as...we need to start getting a better understanding of how and why people move into and out of the borough and if there are trends that can inform what we deliver and the most effective ways of delivering.*" Oxfordshire County Council said: "*The data on migration was extremely valuable to us as a facilitator of our… population forecasting… vital for a range of resource allocation and service planning functions: school place planning…; investigating the impacts of different levels of house building; infrastructure planning including demands on the road network and public transport; assisting District Councils in our area to develop robust Local Plans that incorporate appropriate levels of housing growth to enable economic growth.*"
Small geographies or populations	9	Evidence suggests that internal migration data are needed for small populations within small areas, for example Department for Environment, Food and Rural Affairs (DEFRA) stated that: "*Internal migration: This is used to ensure services can meet the needs of the people living there. Understanding migration movements into rural areas is important. Service provision is reduced in rural areas compared with urban ones, and as a result may be less able to adapt to changes. This especially applies to sudden or rapid changes in the population make-up. The small geographic level of Census allows for rural hot spots to be identified, which other data sets that apply higher level geographies do not provide.*" Cyngor Sir Ceredigion/Ceredigion County Council stated: "*Small area data enables us to estimate the student/non-student components of migration…Essential that we isolate or separate HE student from non-HE student population migration trends. This is the*"

		only way of making robust forecasts of local population change separate from HE policy changes." Furthermore, internal migration data are key for housing and population projections within small geographies, for example Oxfordshire County Council said: *"Internal flow data for small areas is … invaluable to us. Without this data from the Census, reliable population forecasting for smaller areas (sub-district) would become impossible, and this would undermine the range of activities listed in the Purpose section above, with likely severe impacts. This would include undermining our statutory function to forecast the number of …school places required."* London Borough of Hackney said: *"Small area geography is important, particularly for internal migration patterns, to understand the pace of change and housing demand and pressures."*
Alternative sources	5	Evidence indicates that alternative sources of internal migration data are severely limited for LA needs, eg Caerphilly County Borough Council stated: *"Not having access to Census data would mean that we would be unable to monitor movement within our local authority area, which enables us to plan service delivery effectively. This information is not available from any other source."*
Multivariate analysis	6	Internal migration data are reported by users as being used with demographics for projections, for example Northumberland County Council stated: *"Use migration data cross tabbed with age and sex for population projections."* Some users reported using multivariate analyses with other census sub-topics, such as the Welsh charity Chwarae Teg: *"To assess the proportion of migrant workers in certain types of employment, to assess the impact of internal migration on employment prospects."* ONS Demographic Analysis Unit stated: *"Migration by age and sex. Census data on internal and international migration of people aged 90+ was used in order to test the assumption of no migration used in estimating the very old for an annual publication. Results of this research will inform future changes to the methodology."*

		Although not specifically referred to in the consultation responses, as part of the evaluation process ONS demographic experts cited the use of the address one year ago question with current residence to derive origin and destination migration matrices, which allow cross-tabulation of internal migration with many census variables.
Comparability beyond England and Wales	9	Respondents referred to a need for data that is comparable across the UK for monitoring migratory patterns and developing policies and planning services. The Department for Business, Innovation and Skills (BIS) said: "*BIS has UK-wide policy responsibility for the labour market, and carries out UK-wide research and analysis on migration. In particular it is important to have comparable UK information for internal migration data.*" Blackpool Council stated: "*The inability to compare data on population mobility levels between England and Scotland at a Local Authority or lower level to understand the nature of movement restricts our understanding of the issues.*"
Continuity with previous censuses	9	Address one year ago, from which internal migration is derived, has been asked on the census since 1961. Respondents made reference to the need for comparable information over time in order to monitor trends in migratory patterns, for example London Borough of Hounslow said: "*We primarily use this data to understand how the makeup of the borough's population has changed in the past, and as a guide to help anticipate how it might change in the future. Hounslow has high population turnover, so this is important for service planning. Both internal and international migrations are useful for this.*" The Royal Town Planning Institute said: "*Census information on internal migration is essential for understanding and responding to long-term changes in the spatial distribution of the UK population, for example on whether significant volumes of people are moving from the north to the south of the country for employment, or from rural to urban areas. This information is critical to the strategic planning of housing, transport, employment and other forms of infrastructure.*" Somerset County Council stated: "*International migration is useful but internal migration remains by far the main component of population change. Understanding the flows, especially regarding those of university age, people in their 30s and also retirement, are important in planning*"

		education, health and social care services."
		Royal Borough of Kensington and Chelsea said:
		"*As we have a highly transient population, it is important for us to continually monitor the demographics of our residents to ensure that our policies and responsibilities are targeted properly and efficiently.*"
		As outlined above in Table 4.2 continuity with previous censuses section, North Yorkshire stated the need to use long-term, short-term and internal migration data from the census to monitor changes in the resident population of their area or to calculate population and household projections. They went on to say:
		"*We require internal migration information at ward level. This information is used to monitor changes in the resident population and economy of our area at local authority and town level. This is then used in formulating regional planning and economic development policies and provides information on the demands of the housing market.The information is also used in calculating population and household projections at local authority level which also feed in to policies on regional and economic planning.*"
Weighted Overall Score	**79.5**	**Medium user need**

4.8 Other considerations – internal migration

Table 9 ONS assessment of impact by criterion – internal migration

Criterion	Operational Impact	Evidence
Impact on data quality	Medium	While agreement rates for address one year ago were high in the quality survey (95.5 per cent) there is some challenge to accurately impute addresses where they are missed or partially completed. Further there is evidence that some outflows from student areas may be underestimated.
Impact on public acceptability	Low	There was no evidence of any public acceptability issues for 2011.
Impact on respondent burden	Medium	For those with a different address one year ago it takes time and effort to recall address and postcode, however only a relatively small proportion of respondents would need to complete this.
Impact on financial concerns	High	All address based variables currently incur additional coding and processing costs.
Impact on questionnaire mode	Low	In 2011 online questionnaire respondents were presented with the address for which they were completing the form and asked whether they were at a different address one year ago. The paper questionnaire referred to the address on the front of the questionnaire. Generally this approach worked well in 2011, however further improvement may be possible for 2021.

4.9 Operational requirement – internal migration

Moderate operational requirement

Information about internal migration from the address one year ago question was used in the 2011 Census to inform measurements of overcount and for estimating characteristics of non-responders (ie. were they recent migrants).

4.10 User requirement – citizenship

Table 10 User requirement score by criterion - citizenship

Criterion	Score	Evidence
Weighted Overall Score	**68.5**	**Medium user need**
Purpose	7	Data on citizenship are used by central and local government to determine levels of integration of different types of migrants and thereby inform policy. The Home Office (HO) said: *"The introduction of the passports held variable has allowed analysis to separately look at EU and non-EU migrants. This is key for an informed understanding of migration given, the different rights each group has, the differential impact of immigration policies on them, and the potential impacts these differences have on wider society."* Royal Borough of Kensington and Chelsea stated: *"As a local authority, we use this data for planning and monitoring service delivery and resource allocation. This is a key driver for local population change and a key driver of population change. Information about passports held, country of birth and usual address one year ago can be used to analyse migrant background."* Tower Hamlets Council indicated that: *"The individual data collected under this topic heading (eg country of birth, year of arrival, passports held, previous address) are all used in their own right to further inform the profiling of our population. Migration and citizenship data are used across many areas of the Council's work, examples include: needs assessments (particularly in relation to the needs of newer migrant populations), commissioning of services, grants allocation and policy development. The data also inform the Council's work around equalities and cohesion."* Carmarthenshire County Council stated: *"Migration and Citizenship information is also taken under advisement for community cohesion purposes and to consider possible types of additional support migrants settling in the county may require."*
Small geographies or	7	The 'passports held' information is used by central government to monitor the impact of migration at both national and local levels. The

populations		Home Office indicated that:
		"*In order to produce informed analysis with valid findings, it is necessary to look at small sub groups defined, for example, by the new variables of length of residence and passports held. Subsequent cross tabulations with social and economic characteristics produce much smaller groups and inform the picture further. Policy development and academic debate is more frequently focusing on the different dynamics of small group populations, for which local administrative datasets are neither robust for smaller subgroups, nor consistent for aggregating at a national level.*"
		Passports held information in local areas has also been reported to assist profiling of local authorities. Tower Hamlets Council said:
		"*The Council uses these data to understand the scale and nature of migration in the borough, and its impact on the changing profile of the population, and on demand for services. The individual data collected under this topic heading (eg country of birth, year of arrival, passports held, previous address) are all used in their own right to further inform the profiling of our population.*"
Alternative sources	6	While there are other sources of information available (for example, the International Passenger Survey, Labour Force Survey, National Health Service Central Register and Patient Register Data Service), these are either not considered to be reliable for small areas or sub-groups of the population (surveys) or do not contain variables giving other socio-demographic characteristics (administrative data). The Home Office said:
		"*Given the need to have absolute counts, and to examine small population groups, sample based sources of data are not seen as a reliable alternative to the Census. If passports held were not included in the 2021 Census, future policy development and monitoring would have to rely on a weaker evidence base. Analysis would have to draw on population estimates from sample surveys reducing the validity of any findings and the utility of assessment.*"
Multivariate analysis	5	There was limited evidence or examples provided of a need for this specific sub- topic to be analysed with other census variables. Office for National Statistics (ONS) said:
		"*CAU [Census Analysis Unit] undertook a series of migration analyses in collaboration with the Home Office. This included analysis of the socioeconomic characteristics of migrant populations, analysing country of birth and citizenship in combination with age, sex, education, health, housing, employment to demonstrate the outcomes of different migrant groups. Information on these groups would not be robust from a sample survey. This analysis improved insight and informed public debate.*"
		Office for National Statistics (ONS) said:

Office for National Statistics

23		*"Used census information on citizenship by country of birth (COB) to produce estimated births by citizenship and deaths by citizenship which was a new Eurostat requirement. Only COB is available from birth/death registration so census citizenship/COB matrices for relevant age/sex groups were used to estimate citizenship distributions for the COB data. These distributions may be used until the next census. The citizenship question in the 2021 Census is vital to provide this new data."* Nissa Finney said: *"The ESRC Centre on Dynamics of Ethnicity (CoDE) has used all migration variables in its analyses of census data (for example, see Census briefing on 'who feels British'.)"*
Comparability beyond England and Wales	9	A need was expressed for the census data on citizenship to be both consistent across the UK as well as comparable internationally. For example, The Home Office said: *"Member State obligations to EC partners (Eurostat) require submission of UK level data for publication in order to deliver comparisons across Members States within the EU. This would include cross tabulations of: passports held, housing tenure, occupation and other variables. Failure to provide this data may result in financial sanctions for the UK."* Office for National Statistics (ONS) stated: *"DAU [Demographic Analysis Unit] had to produce equivalent Citizenship/COB distributions by age and sex for Scotland and Northern Ireland. This was problematic as Scotland had not collected citizenship in 2011."*
Continuity with previous censuses	8	The Home Office indicated a need to compare the citizenship question introduced in 2011 to future census data to assess the impact of policy changes: *"Differences in migrant populations over time is key to understanding migratory flows and the impact of immigration on the UK… Retaining the passport held and length of residence question will add an important element to … analysis, enabling useful comparisons, on the basis of nationality (and therefore legal rights), and assess the impact of possible future policy changes."*
Weighted Overall Score	**68.5**	**Medium user need**

4.11 Other considerations – citizenship

Table 11 ONS assessment of impact by criterion - citizenship

Criterion	Operational Impact	Evidence
Impact on data quality	Low	There is no evidence of data quality issues as this sub-topic has a high response rate and there was a 91.8 per cent agreement between the census and the Census Quality Survey.
Impact on public acceptability	Low	There is no evidence of any public acceptability issues for 2011.
Impact on respondent burden	Low	This information Is based on the 'passports held' question which was considered straightforward to answer in 2011.
Impact on financial concerns	Low	This sub-topic required limited manual coding and no complex processing therefore the financial impacts are minimal.
Impact on questionnaire mode	Low	This question displayed well online and on the 2011 Census paper questionnaire and there are no expected challenges with moving to a predominantly online census.

4.12 Operational requirements – citizenship

Minimum operational requirement

There is minimal census operational requirement to collect data on this sub-topic.

4.13 User requirements – reason for migration

Table 12 User requirement scores by criterion

Criterion	Score	Evidence
Weighted Overall Score	**61**	**Low user need**
Purpose	8	The Home Office (HO) requested an additional sub-topic on the census which measures reason for migration because: *"…In recent years there has been increased pressure for information about the economic and social contributions made by different groups of migrants, in light of … policy changes such as the introduction of the Points Based System (PBS). …The addition of a new Census question on reason for migration would help the HO meet these evidence needs. Additionally, such information would greatly inform policy development/monitoring… previous research has shown that reason for migration is key in assessing a migrants social and economic impact on the UK, at both a national and local level."*
Small geographies or populations	7	The Home Office stated that reason for migration is required for small populations: *"Migrants are an extremely diverse population. In order to produce informed analysis with valid findings, it is necessary to look at small sub groups. Being able to define these sub groups by reason for migration will permit more useful analysis which can be directly related to changes in relevant policy."* They also highlighted the need for collecting this information by small geographies: *"The impact of a migrant on the local area is related to the characteristics of migrants resident, as well as more general socio-economic indicators, in the area. Some areas will be more experienced in dealing with certain migrant populations, such as asylum seekers, or particular nationalities, and public services may be better equipped to specific needs. LA level data by reason for migration will therefore be key for policy impact assessment and the continued development of the LA Typology (see: www.gov.uk/government/uploads/system/uploads/attachment_data /file/210324/horr72.pdf)"*
Alternative sources	5	The census is seen by the central government department responsible for migration to be the most appropriate source that meets all of their needs. The Home Office (HO) said: *"Given the need to have absolute counts, and to examine small population groups, sample based sources of data are not seen as a reliable alternative to the Census. If reason for migration was not*

		included in the 2021 census, future policy development and monitoring would have to rely on a weaker evidence base. Analysis would have to draw on population estimates from sample surveys reducing the validity of any findings and the utility of assessment." Other sources of this information are not likely to fully meet the need by 2021. A number of sources (for example the Labour Force Survey) provide reasons for migration on flows and stock information at a national and regional level could be derived from sample surveys. The census would allow analysis at low levels of geography or for small migrant groups of the stock of migrants in 2021.
Multivariate analysis	5	The Home Office (HO) cites reason for migration as a key contributor to policy development as part of multivariate analyses: "*New information on reason for migration will provide an important extra level to multivariate analysis, allowing analyses of outcomes and impact by reason for migration, further informing policy development and monitoring, and directly relate to relevant policy areas ... The new data would also be used to effectively target resources and integration initiatives. It would further inform the allocation of funding, enabling EIF [Early Intervention Foundation] bidders to more clearly demonstrate their need for funding (for example, by evidencing a high number of newly arrived migrants, by type, with poor English proficiency).*"
Comparability beyond England and Wales	8	Although immigration policy covers the whole of the UK, devolution requires regional monitoring and therefore comparability, as cited by the Home Office (HO) in table 10, Comparability beyond England and Wales, above.
Continuity with previous censuses	0	Since information on reason for migration has not been collected on the census, no comparisons with previous censuses would be possible if a question was included in the 2021Census.
Weighted Overall Score	**61**	**Low user need**

4.14 Other considerations and operational requirements -reason for migration

As a question on this topic was not asked in the 2011 Census there is no evidence available to assess the 'ONS Considerations' evaluation criteria. Additionally, there is no operational requirement to collect this data. If development of questions on this topic were to be taken forward, ONS would integrate consideration of these criteria into the development process.

5.Updated view

The following tables give the updated views of ONS at the sub-topic level and the justification for these.

Table 13 Updated view

Sub-topic detail	Initial View	Updated View	Justification
Long-term international migration	Collect	Collect	Long-term migration is a key variable that both feeds into population estimates and projections, which underpin decision making, planning and resource allocation across central and local government. Long-term international migrant populations in local areas can be small and therefore there is a need for granular data. Although there is a high respondent burden and relatively high cost, the user need for these data is clearly demonstrated.
Short-term international migration	Collect	Collect	Although there was a relatively low need expressed by users for short-term international migration data, there is a high operational requirement in order to accurately define and maximise coverage of the usual residence population base.
Internal migration	Collect	Collect	Internal migration is used for service planning and resource allocation. Although there is a high respondent burden and relatively high cost, the user need for these data is clear.
Citizenship	Collect	Collect	Citizenship data is needed for policy development and monitoring the impact of migration both nationally and locally, as well as assessing levels of integration and to inform work on community cohesion. There are no significant operational impacts with collecting this information.
Reason for migration	N/A	Do not collect	The Home Office expressed a clear need for information on the reason for migration. Currently available sources such as the Annual Population Survey and the IPS for information on recent migrants partially meet this need. However, constraints around the increase on the overall burden on census respondents, coupled with a lower user need score means that there is not enough evidence to include this additional topic ahead of other topics in the 2021 Census.

6. Equality implications of ONS's updated view

The Equality Act 2010 and associated public sector equality duty require public bodies to work towards eliminating discrimination and promoting equality of opportunity with regard to nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. These requirements are reinforced by secondary legislation in both England and Wales[5] as well as by the Equality Objectives published recently by the Welsh Government which seek to address the key equality challenges faced in Wales and to support progress towards the well-being goals in the Well-being of Future Generations (Wales) Act 2015.

The proposals made for the 2021 Census content will consider identified 'User requirements' for data alongside other factors such as 'Other considerations' and 'Operational requirements' specified in our evaluation criteria. In addition, it will be important to take account of the impact of any decisions that we may make on equality. Impacts can be:

- positive - actively promote equality of opportunity for one or more groups, or improve equal opportunities/relations between groups

- adverse or negative - cause disadvantage or exclusion (any such impact must be justified, eliminated, minimised or counter-balanced by other measures)

- neutral - have no notable consequences for any group

While being a migrant is not in itself a protected characteristic under the Act, migrants are more likely to have some of the protected characteristics than the population as a whole, for example race, so continuing to collect information about those with a different background helps local authorities and central government provide services and develop policies to ensure inclusion. This is illustrated by some of the responses particularly from local authorities. See, for example, those relating to multivariate analysis of long term international migration and the purpose of collecting citizenship data. With little change proposed to the sub-topics and questions, the proposals here continue the existing positive effect of collecting information on this topic with no notable adverse consequences for any diversity groups.

The next steps for this topic, discussed below, take into account the identified equality implications. As research and stakeholder engagement continues, if further equality implications emerge, these will also be considered and, mitigated where necessary.

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[5] *The Equality Act 2010 (Specific Duties) Regulations 2011 and The Equality Act 2010 (Statutory Duties) (Wales) Regulations 2011.*

7. Next steps

There is a strong identified need for the census to collect data on long-term migration, short-term migration, internal migration and citizenship. The core requirement for collecting these data is to better understand migration patterns in order to develop and monitor policy, as well as improve service provision underpinned by more accurate population and household projections. Before finalising the migration questions for the 2021 Census, work will be undertaken to:

> Explore how the online question set can improve the collection of the data while still meeting user needs, especially address one year ago. In particular, ONS will develop and test functionality within the online questionnaire for self-coding of the address one year ago question but also self-coding the country of birth and citizenship questions to improve accuracy. The development work will seek to reduce respondent burden, minimise the costs involved in manual coding, and improve data quality.

These activities will be sufficiently progressed to provide a clear proposal for the 2021 Census questionnaire which will be included in the Census White Paper in 2018 before the questions are submitted to Parliament for approval in 2019.

Annex A: List of organisations that responded, by sector

This list includes organisations that responded to at least one consultation question, or discussed collection of data, on the 'Migration and citizenship' topic. If multiple responses were received from an organisation the name only appears once.

Government department/public body

College of Arms
Department for Business, Innovation and Skills (BIS)
Department for Communities and Local Government (DCLG)
Department for Environment, Food and Rural Affairs (DEFRA)
Equality and Human Rights Commission (EHRC)
Health & Social Care Information Centre (HSCIC)
Higher Education Funding Council for England (HEFCE)
Home Office (HO)
Local Government Data Unit Wales
National Assembly for Wales
Office for National Statistics (ONS)
Welsh Government

Local authority

Arun District Council
Barnsley Metropolitan Borough Council
Bedford Borough Council
Birmingham City Council
Blackpool Council
Bournemouth Borough Council
Bristol City Council
Caerphilly County Borough Council
Carmarthenshire County Council
Cheshire West and Chester
Chesterfield Borough Council
City of Bradford Metropolitan District Council
City of London Corporation
City of York Council
Cornwall Council
Cumbria County Council
Cyngor Sir Ceredigion/Ceredigion County Council
Derbyshire County Council
Devon County Council - Public Health
Dudley Metropolitan Borough Council
Durham County Council
East Riding of Yorkshire Council
East Sussex County Council
Gateshead Council

Gedling Borough Council

Gloucestershire County Council

Greater London Authority

Gwynedd Council

Haringey Council

Hertfordshire County Council

Horsham District Council

Kent County Council

Knowsley Metropolitan Borough Council

London Borough of Bexley

London Borough of Camden

London Borough of Hackney

London Borough of Havering

London Borough of Hounslow

Manchester City Council

Mole Valley District Council

Newcastle City Council

North York Moors National Park Authority

North Yorkshire County Council

Northampton Borough Council

Northumberland County Council

Oldham Council

Oxfordshire County Council

Powys County Council

Reigate & Banstead Borough Council

Royal Borough of Kensington and Chelsea

Royal Borough of Kingston upon Thames

Salford City Council

Sheffield City Council

Shropshire Council – Intelligence and Research Team

Snowdonia National Park

Somerset County Council

Southend-on-Sea Borough Council

St Helens Council

Surrey County Council

Tameside Council

Tower Hamlets Council

Uttlesford District Council

Waltham Forest Council

Warrington Borough Council

Warwickshire Observatory

Westminster City Council

Wookey Parish Council

Wychavon District Council

Health organisation

Cardiff and Vale University Health Board

Hywel Dda University Health Board

Housing

Yarlington Housing Group

Academic/research

British Sociological Association

Centre for Longitudinal Study Information and User Support (CeLSIUS)

Economic History Society

Imperial College London – Small Area Health Statistics Unit

UK Data Service and Administrative Data Service

University of York - Centre for Housing Policy

Charity and voluntary

Chwarae Teg

Family and Childcare Trust

Friends, Families and Travellers

Irish in Britain

Lichfield Civic Society

Muslim Council of Britain

National Association of British Arabs

Older Lesbian, Gay, Bisexual and Trans Association (OLGA)

Royal Town Planning Institute

Shelter

The Vegan Society

Commercial

CACI Ltd

First UK Bus

Operational Research in Health Ltd (ORH Ltd)

Sainsbury's

Genealogist/family historian

Society of Genealogists

Tasmanian Family History Society Inc.

Powys Family History Society

Other

Emergency Planning Society - West Midlands Branch

Market Research Society (MRS) and MRS Census & Geodemographics Group

New Economy

Royal Geographical Society with the Institute of British Geographers (IBG)

Tees Valley Unlimited

RPT 10 TPC