

# Methodology for accurately enumerating students in Census 2021

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## Executive summary

As in previous censuses, students will be enumerated in full at their usual term-time address. They will also be enumerated at their usual out of term address if this is different, however only a small number of questions will be asked there. T

The current lockdown restrictions are very likely to mean that a high proportion of students who returned home for the Christmas holidays will not have returned to their term time address before Census day. We want to avoid a large proportion of the student population responding to the Census on a “population present” basis.

Enumeration of students differs to how all other residents of England and Wales are enumerated. Other England and Wales residents should be enumerated at a single resident address, is often their permanent or family home

The pandemic has led to some of this population changing their usual residence, and/or gaining or losing a second home. We want to ensure these populations are recorded at their current usual residence, wherever this is.

To do this we need to provide additional clarity on who is “resident” in England and Wales on Census day, who is a “householder” at an address, where is a person “usually resident”, who has a “term-time address”, and who has a “second address”

### Who is “resident” in England and Wales on Census day

**International migrants** should be enumerated if they intend to stay in the UK for 3 months or more and they are present in England or Wales, or they are not present **but have been resident** (that is lived here for 3 months or more before their most recent departure) and will not be outside of the UK for more than 12 months.

There will be a larger group of international students who are not present but should be counted due to the current situation so we will provide additional messaging to reinforce this definition.

People who have been usually resident in the UK at any point during the year prior to Census day should be counted unless they left the country before census day with the intention of being absent from the UK for a year or more.

### Who is a “householder” at an address

The person or persons responsible for making a return in a household is the householder or householders. The householders are the people living there who either own or rent the accommodation or have responsibility for the household bills. All householders have a responsibility to ensure a response is provided about the address, or addresses, where they are the householder.

### Who has a “term-time address”

We intend to enumerate students as usually resident at their term-time address however much time was spent there so long as they have the right to return on or after Census day (even if only for one night). This is thought to be within the scope of the regulations as “living” is not defined, and is not contradictory to any existing materials.

It must be clear that those not intending to return to that address for a period of 6 months after Census day do not have to complete a Census form for that address, however the expectation is that the majority would do so before the end of the academic year, COVID restrictions permitting, either for lectures, exams, or at the very least to clear out their belongings.

For boarding school students, the intention is to enumerate them as originally intended as usually resident at the boarding school, as well as their home address if this is in the UK, if they spend four nights of more per week at the boarding school during term time. This is because the CE managers materials have already been finalised and distributed. This also reduces the number of online help pages requiring amendment.

Where is a person “usually resident” and who has a “second address”

With the exceptions of the groups discussed above, a testing and a review of the guidance has shown that no change in messaging is required, and the guidance is clear. To ensure maximum clarity, some example scenarios are being added to the guidance.

## Context

The COVID-19 pandemic has resulted in a variety of atypical social and economic scenarios that will be captured in the Census but will likely be subject to further change when the pandemic ends. This will potentially reduce the long-term usefulness of Census outputs and puts at risk full benefit realisation. Examples include travel to work, workers on furlough and the temporary displacement of groups of the population e.g. students not at a term time address.

**This paper focusses on impacts on place of usual resident and second residences, especially with reference to the student population.**

As in previous censuses, even if the student is staying at their non-term time address (e.g. family home) on census day itself, students should:

- complete the census in full at their term-time address if they have one
- complete a small number of questions at their non-term-time address (e.g. family home); providing basic demographic information and details of any second or term-time addresses

## Issues

The current lockdown restrictions, initiated in early January and expected to last until 8<sup>th</sup> March at the earliest, are very likely to mean that a high proportion of students who returned home for the Christmas holidays will not have returned to their term time address before Census day.

Enumerating students at their term time address is a key user need and maintains consistency with the population basis of previous Censuses. The information informs funding decisions on things like university campus bus links and bike lanes, jobs and training.

We want to avoid a large proportion of the student population responding to the Census on a “population present” basis (i.e. wherever they may be on Census day) as this would not meet user needs for the final count or small area multivariate analysis.

Separately, the pandemic has led to other populations changing their usual residence, and/or gaining or losing a second home. We want to ensure these populations are recorded at their current usual residence, wherever this is.

## Aim of review and guidance refinement

We need to:

- Maximise utility of data, especially as a source for resource allocation and future planning, including at small geographical areas
- Maximise longevity of data during a time of potential social change
- Ensure clarity for respondents
- Maximise compatibility and coherency with administrative data sources to enable future adjustment, future estimation, future calibration
- Ensure consistency between Census and the Census Coverage Survey (CCS)
- Enable coherency with future social surveys

To do this we need to provide additional clarity on:

- Who is “resident” in England and Wales on Census day
- Who is a “householder” at an address
- Where is a person “usually resident”
- Who has a “term-time address”
- Who has a “second address”

## Constraints

Refinement of definitions and messaging is constrained by:

- Questions and questionnaire wording and routing (both eQ and paper) are finalised
- Many supplementary materials, such as initial contact letters, are already printed
- Legislation, which includes questions, questionnaire routing and key definitions including usual residence, is in force

Key definitions are agreed and [published](#), and are in some cases written into the Census Orders and Regulations. Relevant extracts from legislation are included in Table 1, these definitions cannot be changed.

The Census Order is available online at [legislation.gov.uk](https://legislation.gov.uk).

**Figure 1:** Definitional extracts from Census Order

Householder	<p>“householder” in relation to an address means a person who is a usual resident at that address and either—</p> <p>(a) owns or rents accommodation at that address, or</p> <p>(b) is responsible for paying household bills and expenses there, or both and “joint householder” is to be interpreted accordingly;</p>
Usual resident	<p>[The groups listed below are outlined in <a href="#">Schedule 1 of the Census (England and Wales) Order 2020</a>]</p> <p>a person is a usual resident at an address in England or Wales of any dwelling, premises or vessel as specified in Groups A to F, in the following circumstances—</p> <p>(i) in relation to an address in Group A, if the address is the usual address of that person, whether as a member of the household, paying guest, boarder, employee or otherwise (and ignoring any residence at any address in Group F, or any residence at a second address outside the United Kingdom provided that the person intends to remain outside the United Kingdom for less than 12 months);</p> <p>[...]</p> <p>(iii) in relation to an address in Group D, if that person is registered or otherwise enrolled as a full-time pupil or student at a residential or other educational establishment and living in accommodation provided solely for such pupils or students by or on behalf of the educational establishment and the address is a term-time address;</p> <p>[...]</p> <p>(v) in relation to an address in Group F, if the address is the usual address of that person and, apart from such address, the person would have no other usual address in the United Kingdom; or</p> <p>(vi) if that person stays overnight on census night at an address in Group A, B, C, D, E or F and has no usual address in the United Kingdom;</p>
Reckonable visitor	<p>(b) a person is a reckonable visitor at an address in England or Wales if the person—</p> <p>(i) is not a usual resident at that address (within the meaning of sub-paragraph (a)) and stays overnight on census night at that address; or</p> <p>(ii) is a visitor from outside the United Kingdom and intends to stay in the United Kingdom for less than 3 months (beginning on the date of arrival in the United Kingdom);</p> <p>(c) qualification as a reckonable visitor under sub-paragraph (b)(ii) overrides qualification as a usual resident under sub-paragraph (a).</p>
People who need to make a return	<p>4.—(1) For the purpose of that census, returns must be made in accordance with the provisions of this Order with respect to—</p> <p>(a) all persons present in England and Wales on census night; and</p> <p>(b) all usual residents not included in sub-paragraph (a), who are alive at midnight at the end of census day.</p>
People who do not need to make a return	<p>(2) But the person referred to in paragraph (1) need not make a return where the person is away from the dwelling on census day and—</p> <p>(a) is outside the United Kingdom continuously for at least the period of 12 months beginning on census day; or</p> <p>(b) in any other case, does not return to the dwelling during the period of 6 months beginning on census day (but that period of 6 months must not have been spent continuously outside the United Kingdom).</p>

## Who is “resident” in England and Wales on Census day

### International immigrants

**International migrants** should be enumerated if they intend to stay in the UK for 3 months or more and:

- They are present in England or Wales,
- or
- They are not present **but have been resident** (that is lived here for 3 months or more before their most recent departure) and will not be outside of the UK for more than 12 months.

12 months from Census day would be 21 March 2022. This messaging has not changed.

Due to the pandemic there may be more international students in the second group above. We need to provide a simple message to these students. As such, we will aim to enumerate international students:

- who are present at the establishment and intend to stay in the UK for 3 months or more,
- or
- who are not currently in the UK but
  - attended in person the Autumn 2020 term, and/or Winter 2021 term,
  - and
  - intend to return this academic year, or before 21 March 2022.

We aim to reach these students through messaging cascaded by their universities. Noting that, to obtain a new access code from abroad they require a UK mobile number for the code to be sent to.

### International emigrants

People who have been usually resident in the UK at any point during the year prior to Census day should be counted unless they left the country before census day with the intention of being absent from the UK for a year or more. This messaging has not changed.

People outside the UK should be enumerated in line with usual definitions at the address where they were resident prior to leaving the UK. This may be their permanent or family home. If there is no-one present at that address to access the access code, they will need to obtain a new access code.

## Who is a “householder” at an address

**The person or persons responsible for making a return** in a household is the householder or householders. The householders are the people living there who either own or rent the accommodation or have responsibility for the household bills. This definition impacts students living in private rented accommodation (or accommodation they own themselves).

If the absent residents, for example students, are still contracted to rent the accommodation they are still householders even if they do not intend to return. This includes, for example, those who have been granted a “payment holiday” on their rent, are seeking rent refunds, or are otherwise not

currently paying rent or household expenses. It is the “responsibility for” that is the defining factor, even if these are not currently being paid.

A person who has left an accommodation due to the pandemic and is no longer responsible for paying rent or bills associated with that residence is not a householder and not legally required to complete a household form. As such, people whose residence has been changed in this way cannot be asked to complete a form about their previous residence.

In the case of private rented accommodation, the owner of the accommodation becomes the householder if the accommodation has not subsequently been rented out to anyone else.

Messaging here has not changed, all householders have a responsibility to ensure a response is provided about the address, or addresses, where they are the householder.

### Who has a “term-time address”

A ‘term-time address’ for someone residing in a Communal Establishment is defined in the Census legislation as:

- that of people registered or otherwise enrolled as a full-time pupil or student at a residential or other educational establishment and
- living in accommodation provided solely for such pupils or students by or on behalf of the educational establishment

The definition for someone living in a household is not included in the legislation. ONS definitions state those full-time students living in privately rented or owned accommodation during term-time have a term-time address.

“Living in” is not further defined. Living at for a student term-time address is also not further defined in the information leaflet that accompanies the paper form or the electronic questionnaire guidance for either the students or the CE managers.

It is however further defined in:

- The positioning letter provided to CE managers of boarding schools, as referring to those that spend 4 nights a week there on average during term-time.
- Our published definitions, which are separate to the finalised Census materials, which state that the 4 nights a week definition applies for both schoolchildren at boarding school **and** students at other further or higher educational institutions.

However, the Census legislation does state that those not intending to return to their residence for 6 months or more do not have to complete a form. We have the right to ask them to, but this is not enforceable.

Therefore, for students the intention is to enumerate them as usually resident at their term-time address however much time was spent there so long as they have the right to return on or after Census day (even if only for one night) . This is thought to be within the scope of the regulations as “living” is not defined, and is not contradictory to any existing materials.

It must be clear that those not intending to return to that address for a period of 6 months after Census day do not have to complete a Census form for that address, however the expectation is that the majority would do so before the end of the academic year, COVID restrictions permitting, either for lectures, exams, or at the very least to clear out their belongings.

For boarding school students, the intention is to enumerate them as originally intended as usually resident at the boarding school, as well as their home address if this is in the UK, if they spend four nights of more per week at the boarding school during term time. This is because the CE managers materials have already been finalised and distributed. . This also reduces the number of online help pages requiring amendment.

#### Who should CE managers count as “resident” in their establishment

CE managers responsible for accommodation linked to educational establishments should complete the CE manager form, as shown in Annex 2, using definitions aligned to those above. These are however simplified as the CE manager cannot know the resident’s intentions.

#### They should count international students

- who are presently residing at the establishment and contracted to stay for 3 months or more, or:
- who are not currently in the UK but attended in person the Autumn 2020 term, and/or Winter 2021 term, but are still contracted to stay.

#### They should count UK students

- who are present at the establishment and contracted to reside there for 6 months or more, or
- are not present, but are still contracted to reside there for a total period of 6 months or more.

Managers of boarding schools should apply the above definitions, but also the additional definition that the student or schoolchild is contracted to be resident on average 4 nights a week or more.

#### Scenarios to visualise which students have a term-time address

These scenarios do not apply to boarding school students where no change in the approach has been made.

**Table 2:** Further or higher education student scenarios

If you have left your college or university term time address because of the Covid-19 pandemic...	How to respond:	Potential actions required:
...and you plan to return to your usual term time address when restrictions allow (even if it’s only to clear out your possessions)	<ul style="list-style-type: none"> <li>- Complete the Census form for your usual term time address (e.g. hall of residence or private rented address)</li> <li>- If you live with others in privately rented accommodation and have a means of communicating with each other, one of you should take responsibility to coordinate completion of the form (whilst ensuring current rules on social distancing are adhered to). If you do not have a means of communication then</li> </ul>	<p>If you are unable to obtain the access code contained in the Census letter posted to your term time address you will need to obtain access to a new access code <a href="#">[link]</a></p> <p>If you need to complete an individual form as you cannot contact your household you</p>



	<p>each of you should complete an individual form.</p> <ul style="list-style-type: none"> <li>- You should also be included on the form at the address you live at during the holidays, this may be your family home.</li> </ul>	<p>need to request a code a different way <a href="#">[link]</a></p> <p><i>(Note: respondents will be routed to correct form type based on address)</i></p>
<p>... and do not plan to return to your term time address at all when restrictions allow</p>	<ul style="list-style-type: none"> <li>- Complete the Census form for the address of your current residence, this may be your family home.</li> <li>- You should have received a Census letter at your current residence addressed to the householder containing your access code</li> <li>- If you have stayed at your term-time address for more than 30 days this year, please <ul style="list-style-type: none"> <li>- Answer about the term-time address in the question “Do you stay at another address for more than 30 days a year?”</li> <li>- State that you live in your current residence during term-time in the question “Where do you live during term time?”</li> </ul> </li> </ul>	
<p>...and you have formally given up your accommodation (for example, cancelled your contract)</p>	<ul style="list-style-type: none"> <li>- Complete the Census form for the address of your current residence, this may be your family home.</li> <li>- Do not state that you have a term-time address in either: <ul style="list-style-type: none"> <li>- Do you stay at another address for more than 30 days a year?</li> <li>- Where do you live during term time?</li> </ul> </li> </ul>	

### Where is a person “usually resident”?

This section refers to the usual address out of term-time for students and boarding school children, and to the whole year for all other populations.

**A usual resident of an address is** a person living at the address. In the legislation “living at” is not further defined.

Advice is provided in the information leaflet and electronic questionnaire guidance:

This is often their permanent or family home.

If someone has more than one home address, include them at this address if they generally spend most of their time here. For example, children whose parents live apart. If they split their time equally then include them at this address if they are staying overnight on Sunday 21 March 2021.

Remember to include

- students, if this is either their term-time or their out of term-time address
- people with a second address for work, if this is their home address
- armed forces members, if this is their home address

These definitions remain relevant in the context of the coronavirus pandemic. Research with England and Wales residents whose living arrangements had changed due to the pandemic showed that the guidance provided sufficient clarity of how to answer.

For example,

- nurses living away from their families to reduce their risk of contracting coronavirus saw the guidance relating to “permanent or family home” and recorded themselves as resident in the same location as their family.
- people who had moved to a second address for the duration of the pandemic interpreted their main residence as having changed and recorded themselves at their new location.

As such, no further clarification of the guidance is thought to be needed, though messaging that reinforces that these definitions still apply despite the pandemic will be added.

### Who has a “second address”?

The question on second address is “Do you stay at another address for more than 30 days a year”. The period of “a year” that is referenced is not set, but must include Census day. The question does not require ownership of the address but implies continued access by using the present tense. As such, we cannot ask about second addresses that the person no-longer has access to (e.g. an address they have sold, or no-longer rent).

We will guide students and schoolchildren with a term-time address, as defined above, to state that they have a second address if they expect to spend 30 nights or more there in total this academic year.

- On the form relating to the term-time address they should provide their out-of-term-time address.
- On the form relating to the out-of-term-time address they should provide their term-time address.

As with the question on usual residence, it is felt that the existing guidance is sufficiently detailed to explain what is required, but specific scenarios have been added to help clarify this given the pandemic:

#### **How to answer if the coronavirus (COVID-19) pandemic has affected you**

If you usually stay at another address for more than 30 days a year, such as a holiday home or term-time address, but have not yet been able to in the last year because of the coronavirus pandemic, select "Yes".

If you stayed at another address for more than 30 days in the last year because of the coronavirus pandemic, but do not intend to do so in the future, select "No".

### Scenarios to visualise who has a term-time address

These scenarios are separate to the scenarios described for students above.

**Table 3:** Second address scenarios

If you...	How to respond:	Potential actions required:
... are temporarily staying somewhere on 21 <sup>st</sup> March due to work, family, COVID-19, or another reason, but you plan to return to your usual residence.	<ul style="list-style-type: none"> <li>• Complete the Census form for your usual residence. This may be your permanent or family home</li> <li>• You should also be included as a visitor on the form at the address you are staying at overnight on 21 March.</li> </ul>	If you are unable to obtain the access code contained in the Census letter posted to your usual address you will need to obtain a new access code <a href="#">[link]</a>
... have moved to an address you now consider to be a new usual residence	<ul style="list-style-type: none"> <li>• Complete the Census for your new usual residence.</li> </ul>	
... normally live at multiple addresses throughout the year	<ul style="list-style-type: none"> <li>• Complete the Census for the address that you consider to be your permanent or family home, this may be where you spend most of the time.</li> <li>• This may have changed as a result of the COVID-19 pandemic.</li> <li>• If you usually stay at your second address for more than 30 days this year, please answer about this address in the question “Do you stay at another address for more than 30 days a year?”</li> </ul>	If you are unable to obtain the access code contained in the Census letter posted to any of your addresses you will need to obtain a new access code <a href="#">[link]</a>

### Messaging to accompany these definitional changes

New and simplified messaging for students is needed to maximise response. This will allow for the delivery of consistent and simple messaging via all communications methods, (see later for detail).

#### Messages relating to students’ term-time addresses

The **core messages** are:

1. All students must be included on the census by law. Students should be included in the census at their term-time address.
2. you can order a new access code on the census website (with link)
3. a term-time address is an address that you intended to stay at regularly during term-time in this academic year (examples should be given in detailed messaging)

There will be **secondary messages**, in further communications and precise guidance, directing:

4. students in communal establishments to complete an individual form
5. students in private rented accommodation to complete a household form
  - a) Some or all of the household are living in the accommodation they should either:
    - i) Share the access code around the other householders

- ii) Complete the household section and order individual access codes for other members of the household from within the form
- b) None of the household are living in the accommodation they should:
  - i) where possible, coordinate getting a single new household access code and either share it around or order additional individual access codes from within the form (whilst ensuring current rules on social distancing are adhered to), or
  - ii) if not in contact with other household members, request an individual access code via the private response route on the ONS website.
- 6. students to state in their student address form that they have a second address outside of term-time (and what that is)
- 7. householders at the students' home/out-of-term address to include the student on the form (limited questions will be asked)
- 8. householders in the non term-time address form to state that the student has a term-time address (and what that is)
- 9. international students to complete a form even if they are currently abroad (in line with the instructions above)
- 10. CE managers (for halls of residence) must complete a CE managers form
- 11. CE managers (for halls of residence) to record the total number of students registered to stay there at any point this academic year
- 12. CE managers use their communication methods to encourage their students to respond, even if absent
- 13. Landlords of vacant privately rented accommodation to complete a household form for their vacant property if not rented out

We will work with National Union for Students and Universities UK to ensure these messages are widely distributed. We had always planned a student-specific campaign, and this will include this guidance Communications grid

Figure 1 shows in a simplified way the messages we will be aiming to cascade via our main communications channels. Each row represents a group of people we are aiming to influence, each column is a communication stream. Each cell summarises the messages that would be cascaded by that means according to the numbered messages above.

For students, the main method of information dissemination will be via the Census campaign and the educational institutions; for example, pre-written email communications that the universities would be asked to cascade on our behalf.

In figure 1, all references to core and secondary messages relate to the numbered messages in the earlier parts of this section.

**Figure 1:** Communications grid

	<b>Campaign (Comms/Marketing)</b>	<b>Universities</b>	<b>Online help (including public support)</b>	<b>CE officer (ONS staff)</b>	<b>CE manager</b>
<b>All students living in communal establishments (e.g. halls of residence) during term-time</b>	Core – 1/2	Core – 1/2/3 Secondary – 4/6/9	Core – 1/2/3 Secondary – 4/6/9	Core – 1/2/3 Secondary – 4/6/9	Core – 1/2/3 Secondary – 4/6/9
<b>All students living in private rental accommodation during term-time</b>	Core – 1/2	Core – 1/2/3 Secondary – 5/6/9	Core – 1/2/3 Secondary – 5/6/9	n/a	n/a
<b>Managers of Communal Establishments</b>	Core – 1/2 Secondary – 10/12	Core – 1/2/3 Secondary – 10/11/12 Secondary – 4/6/9	Core – 1/2/3 Secondary – 10/11/12 Secondary – 4/6/9	Core – 1/2/3 Secondary – 10/11/12 Secondary – 4/6/9	n/a
<b>Landlords of privately rented student accommodation</b>	n/a	n/a	Secondary - 13	n/a	n/a
<b>All England and Wales householders where a member of the household lives away during term-time (e.g. the parental home of students)</b>	Secondary - 7 Core - 1	n/a	Secondary – 7/8 Core – 1/2/3	n/a	n/a

## Messages related to second addresses

No additional messages are planned for any means of contact apart from online help.

The impact of the coronavirus pandemic on peoples understanding of the “Who usually lives here” question was reviewed and tested Summer 2020. This specifically considered the impact on those that have a second address.

This found that, whilst the pandemic had impacted people’s living situation, it had not impacted their understanding in any way not already covered by the existing guidance. This is because the population already lived across locations in a range of different ways.

It was decided that no further guidance was needed for the 2021 Census electronic questionnaires.

The online help guidance was also reviewed to assess the prominence of all the existing messages:

- Who usually lives here: No change
- Do you live at another address for more than 30 days a year: Additional messaging added

The second address question guidance already contained the following subheadings:

- How to work out if it is more than 30 days in a year
- What we mean by another address
- Staying in a hotel or B&B
- Staying at two or more other addresses
- Children and students staying away in term time
- Members of the household who are working away from home
- Entering an address
- If you can’t remember the full UK address

This provided comprehensive advice for a wide range of scenarios. Following the review an additional COVID-19 messaging panel was added to the top section, this read:

### **How to answer if the coronavirus (COVID-19) pandemic has affected you**

If you usually stay at another address for more than 30 days a year, such as a holiday home or term-time address, but have not yet been able to this year because of the coronavirus pandemic, select "Yes".

If you stayed at another address for more than 30 days in the last year because of the coronavirus pandemic, but do not intend to do so in the future, select "No".

The section on children and students staying away during term-time will however need amending as per the messages described in the previous section.

## Statistical design and methodology

This change in strategy, to account for the current lockdown, will necessitate further statistical design and methodology changes during the production of the final output database.

We are establishing a task force to further consider the impacts of this approach on census enumeration and estimation, and to consider how these impacts could be addressed through adjusting the census methodology. Acquiring additional administrative data will be a priority. This is almost certain to include approaching universities directly with the aim of acquiring term time address administrative data.

Some of the risks identified so far are listed below.

### *Risks and further risk mitigation*

1. This strategy does not eliminate the risk of under-coverage, although it does reduce it from what would be expected if we did not take this approach. Students whose home addresses are in Scotland or abroad are a particular area of concern, however students as a whole were already considered a hard to count population.
2. This strategy may result in over-coverage of students who do not intend to return
3. It may also result in a larger proportion of students living in private rented accommodation responding on separate household forms. This will create duplicate households that are difficult to resolve. The remove multiple response process is not currently designed to cope with this sort of multiple response and will not resolve the multiple households into one. Coverage estimation will deal with it to some degree, but with some loss of quality in our models – especially for estimates of the number of households and household size.
4. The impact of the coronavirus (COVID-19) pandemic on the Census 2021 and the administrative data, will make quality assurance very difficult.
5. Linkage to the mid-year estimates / internal migration.