

Title: Census Order (NI) 2020	Regulatory Impact Assessment (RIA)
	Date: 16 January 2020
	Type of measure: Secondary
Lead department or agency: Department of Finance	Stage: Final
	Source of intervention: Domestic NI
Other departments or agencies: NISRA	Contact details: Sandy Fitzpatrick
	Census Office, NISRA
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Summary Intervention and Options

<p>What is the problem under consideration? Why is government intervention necessary? (7 lines maximum)</p> <p>Providing accurate and comprehensive data on population and housing in Northern Ireland. Currently, EU Regulation (EC) No 763/2008 places an obligation on all member states to provide statistical information (relating to 2021). Population information is also required to meet other UN commitments.</p> <p>In October 2014 NISRA published ‘The Future Provision of Census of Population Information for NI’. That document noted that “there was not sufficient evidence that using administrative data and surveys provides a methodologically sound basis for replacing the census”. Subsequently, Minister approved a decision to plan for a ‘modernised’ census in 2021 as the best way to meet our national and international obligations.</p>
<p>What are the policy objectives and the intended effects? (7 lines maximum)</p> <p>The objective is to conduct a census of population and housing across Northern Ireland in March 2021.</p> <p>The intended effect is to provide comprehensive and high quality census data at all geographies to inform policy making, funding allocations, investment decisions and equality considerations.</p> <p>The next census is planned for 21 March 2021. Censuses are normally carried out every 10 years. Secondary legislation, in the form of a Census Order, is required for each census. Censuses in England & Wales and in Scotland will be carried out on the same day. A census in Ireland will be taken in 18 April 2021.</p>

What policy options have been considered, including any alternatives to regulation? Please justify preferred option (further details in Evidence Base) (10 lines maximum)

The 2021 Census Business Case considered two main options for the provision of comprehensive and high quality data on the population and housing in Northern Ireland.

Option 1 Doing nothing, which would effectively mean retaining the 2011 Census information as a baseline and using other sources of administrative data to try to update/supplement that information.

Option 2 Conduct a census in 2021 along similar lines to 2011 and 2001.

It was concluded that administrative data sources would not be capable of producing sufficient 'census type' information in 2021 in NI and Option 2 was therefore the preferred option. This was the chosen approach presented to and accepted by Ministers in March 2014. As set out in the Census Act (NI) 1969, completion of the census is mandatory, including for all residents of communal establishments. However, the Census Act requires secondary legislation (the Census Order) to be made for a census to be conducted.

Will the policy be reviewed? Yes

If applicable, set review date: 2023/24

Cost of Preferred (or more likely) Option		
Total outlay cost for business £m	Total net cost to business per year £m	Annual cost for implementation by Regulator £m
£0.08M - £0.14M		N/A

Does Implementation go beyond minimum EU requirements?		YES <input type="checkbox"/>	NO <input checked="" type="checkbox"/>
Is this measure likely to impact on trade and investment?		YES <input type="checkbox"/>	NO <input checked="" type="checkbox"/>
Are any of these organisations in scope?	Micro Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	Small Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	Medium Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
			Large Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>

The final RIA supporting legislation must be attached to the Explanatory Memorandum and published with it.

Approved by: Dr David Marshall Date: 3 February 2020

Description: Conducting the 2021 Census with co-operation from staff in communal establishments.

ECONOMIC ASSESSMENT (Option 2)

Costs (£m)	Total Transitional (Policy) (constant price) Years	Average Annual (recurring) (excl. transitional) (constant price)	Total Cost (Present Value)
Low £0.08M	Optional	Optional	Optional
High £0.14M	Optional	Optional	Optional
Best Estimate	£0.11M		

Description and scale of key monetised costs by 'main affected groups' Maximum 5 lines

The main affected group are businesses which own/manage communal establishments e.g. care homes etc. Staff may be required to help residents complete their census

Other key non-monetised costs by 'main affected groups' Maximum 5 lines
N/A

Benefits (£m)	Total Transitional (Policy) (constant price) Years	Average Annual (recurring) (excl. transitional) (constant price)	Total Benefit (Present Value)
Low	Optional	Optional	Optional
High	Optional	Optional	Optional
Best Estimate			

Description and scale of key monetised benefits by 'main affected groups' Maximum 5 lines

A Benefits Realisation report was published by NISRA in January 2018 following the 2011 Census. In terms of the overall cost of conducting the 2011 census, it found that for every £1 spent there was a benefit to NI of £4. This is because the census provides key data that informs policy making, resource allocation and investment decisions.

Other key non-monetised benefits by 'main affected groups' Maximum 5 lines
It is clear that businesses which own/manage communal establishments will also benefit from the use of census data to meet their equality obligations and inform operational and financial decision making. However, it is not possible to monetise these benefits.

Key Assumptions, Sensitivities, Risks Maximum 5 lines

BUSINESS ASSESSMENT (Option 1)

Direct Impact on business (Equivalent Annual) £m		
Costs: £0.11M	Benefits:	Net:

Cross Border Issues (Option)

How does this option compare to other UK regions and to other EU Member States (particularly Republic of Ireland) Maximum 3 lines

Censuses will also be carried out in England & Wales and Scotland in March 2021 and in Ireland in April 2021. The same methodology for collecting census information from residents of communal establishments is being employed across the UK. The costings set out above are based on the costings in England & Wales.

Evidence Base

There is discretion for departments and organisations as to how to set out the evidence base. It is however desirable that the following points are covered:

- Problem under consideration;
- Rationale for intervention;
- Policy objective;
- Description of options considered (including do nothing), with reference to the evidence base to support the option selection;
- Monetised and non-monetised costs and benefits of each option (including administrative burden);
- Rationale and evidence that justify the level of analysis used in the RIA (proportionality approach);
- Risks and assumptions;
- Direct costs and benefits to business;
- Wider impacts (in the context of other Impact Assessments in Policy Toolkit Workbook 4, economic assessment and NIGEAE)

Inserting text for this section:

Text can be pasted from other documents as appropriate.

Direct Costs to Business

The census is a household questionnaire. It collects information on each household and each person usually resident in the household. The census is also completed by people resident in communal establishments such as hospitals, nursing and residential homes. A proportion of these communal establishments are private businesses, which will incur costs through liaising with the communal establishment collectors, completing the communal establishments form (CE4); and, in some cases, supporting residents to complete their personal questionnaires.

In order to estimate the direct costs to business, we identify those private communal establishments affected and make assumptions about the time needed to fulfil their requirements. We value the total time spent at the median wage from the Annual Survey of Hours and Earnings (ASHE).

We estimate the total cost to business to be between £0.08M to £0.14M as in Table 1.

More detail on this calculation is set out below.

Table 1: Approximate costs to business

Time spent per resident	Northern Ireland
Lower Estimate (10 Minutes)	£ 0.08M
Higher Estimate (20 Minutes)	£ 0.14M

1. Communal Establishments

The number of communal establishments and their residents (including staff and families) is based on the 2011 Census. This lists 26 types of communal establishments, with just under 23,000 people resident in around 1,200 such establishments on census day (including staff and their families). Of these, several types are not in scope as they are public sector (e.g. Prisons, NHS residences). Where a category might include public or private sector establishments (for example, care homes) it has been included. It should be noted that these figures do not account for population growth.

Communal establishments are then split into two groups: those that may need to provide support to their residents to complete the personal census questionnaire and those that do not. For short term accommodation, such as hotels, we expect most people will fill in their own return at home. Other establishments house residents who can be reasonably expected to fill in their forms without assistance (e.g. staff and student accommodation).

For education establishments, the number of residents deemed to require help is based on the number of boarding school students, estimated to be around 300.

Please see Table 2 below for more information on how communal establishments are categorised.

Table 2: Assumptions applied to Communal Establishment types

Note: some communal establishment types have been grouped where they are treated alike for these assumptions.

Category	Communal Establishment types	Public sector or Private/Mixed (i.e. non-public)	Assistance needed
Health & Social Care Trust	General hospital; Mental health hospital/unit (including secure units); Other hospital Care home with nursing; Care home without nursing; Children's' Home/Other home	Public	Yes
Other medical	Care home with nursing; Care home without nursing; Children's' Home/Other home; Other Hospital; Other establishment	Private/Mixed	Yes
Other	Defence	Public	No
	Prison service; Approved premises (probation/bail hostel); Immigration centres	Public/Mixed	No
	Education <i>of which Boarding Schools</i>	Private/Mixed <i>Private/Mixed</i>	No Yes
	Hotel: guest house; B&B; youth hostel	Private/Mixed	No
	Hostel or temporary shelter for the homeless	Private/Mixed	No
	Holiday accommodation (for example holiday parks); Other travel or temporary accommodation	Private/Mixed	No
	Religious	Private/Mixed	No
	Staff/worker accommodation only	Private/Mixed	No
	Other	Private/Mixed	Yes

2. Staff time

The assumed time taken for business is:

- a. A fixed period of 45 minutes for each communal establishment, made up of 15 minutes to fill in the CE4 form and 30 minutes to liaise with the communal establishment collector. This would include:
 - Initial telephonic contact with the CE manager to gather information on the establishment and confirm details and usual resident information.
 - Visit to the establishment to conduct deliveries of questionnaires.
 - Subsequent telephonic / digital follow-up of non-respondents.
- b. Time for staff to help residents to complete the personal questions on an individual census questionnaire, or to assist in completing it, where needed – this is estimated at 10 minutes, with an upper estimate of 20 minutes based on evidence presented in two ONS documents: the 2011 Census General Report¹ (Para 3.178) and 2018 White Paper 'Help Shape Our Future The 2021 Census of Population and Housing'

(Para 3.10)ⁱⁱⁱ. The Northern Ireland questionnaire is very similar in length and content.

A shorter time to complete the forms for someone under 16 is factored in, assumed to be half of the adult time as around half of the census questions will not apply to those aged 15 or under.

3. Staff costs

We value the time taken to complete the census questionnaire at the median wage of senior or managerial staff members in the relevant establishment, based on Annual Survey of Hours and Earnings data from 2018.

Support is likely to be provided by those in administrative roles however, we have assumed it is provided by senior staff to assure that our modelling represents an upper estimation of impact to business.

Basis of calculation of costs

The calculation of costs set out above is based on comparable costs in England and Wales (E&W). A census will take place across the UK on the same date and the plans for a census in E&W, taken forward by the Office of National Statistics (ONS), are very similar to those for Northern Ireland. Many of the systems and services to be employed have been developed jointly with ONS, and the methodology for collection of data, including from communal establishments, is comparable.

ONS have estimated a direct cost to business in England & Wales of between £2.4M and £4.3M. Taking a pro-rata approach, with Northern Ireland being 3.18% of the England & Wales population, gives costs to business in Northern Ireland of between £0.08M and £0.14M. This pro-rata approach can be justified by considering the factors contributing to these costs to business, as follows.

1. Communal Establishments

There are estimated to be approximately 23,000 people resident in Communal Establishments in Northern Ireland on Census Day compared with approximately 1 million residents in E&W (2.3%). There are almost 1,200 Communal Establishments in Northern Ireland compared to approximately 50,000 in E&W (2.4%). In addition, in Northern Ireland there is a lower proportion of these establishments in the private sector compared with E&W. These factors would indicate reduced costs to businesses in Northern Ireland.

2. Staff time

We estimated a fixed period of 45 minutes for each communal establishment, made up of 15 minutes to fill in the CE4 form and 30 minutes to liaise with the communal establishment collector. In E&W, ONS estimate that this figure will be 35 minutes for each communal establishment. This would indicate slightly increased costs to business in Northern Ireland. The estimated time taken for staff to help residents complete their questionnaire (between 10 and 20 minutes) is the same for Northern Ireland compared with E&W.

3. Staff costs

Based on the most recent Annual Survey of Hours and Earnings (ASHE) data, the median wage of senior or managerial staff members in the relevant establishments in Northern Ireland is fractionally below the comparable figure for E&W.

A conservative estimate

The estimate provided is expected to be an overestimate of the actual costs to business. Based on the factors set out above, due to the lower number of communal establishments in scope in Northern Ireland, the pro-rata approach with E&W is likely to be a slight over

estimation. In addition, and in common with the position in E&W, the following factors also mitigate in favour of a conservative estimation of costs:

- many residents will not require assistance;
- whilst public sector organisations are not in scope, where a category might include public or private sector establishments (for example, care homes) they have been included; and,
- conservative assumptions are made about the seniority of staff members required to complete the census forms.

Benefits of the Census

Census outputs are invaluable in the following situations:

- Supporting evidence based policy making and related research
- Informing the allocation and targeting of resources
- The provision of services and investment decisions
- Providing basis for monitoring of equality obligations
- Providing a picture of our population to inform public debate.

Known uses of census data by central government include macroeconomic policy, resource allocation for health, education, local government, infrastructure, environmental policy, housing and equality and diversity monitoring. Local government uses include capital schemes, leisure facilities and waste collection.

With specific regard to business and commercial interests, census data outputs are equally valuable to inform market intelligence, service provision, marketing and advertising and investment decisions.
