

**Consultation document**

# **2021 Census: Topic Consultation for Northern Ireland**

**Consultation open: 25 September 2015 to 17 December 2015**

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## 1. Introduction

The Northern Ireland Statistics and Research Agency (NISRA) is responsible for the Census in Northern Ireland. This consultation is NISRA's first step towards understanding what you need from the 2021 Census. NISRA wants to build on the success of the 2011 Census and ensure that the 2021 Census reflects the information needs of users. NISRA aims to maintain or improve the quality of the data for those topics collected, provide comparability where users say it is important and deliver information that is relevant to their needs in 2021 and beyond.

The Census is just one part of a much wider statistical system. Collecting information through a Census represents a significant investment and imposes a burden on all respondents in Northern Ireland. In some instances, there will be other more appropriate ways to collect information, and your response will help NISRA assess how best to meet your information need. The Census will only be used when it is the most effective way to collect information to meet a strong user requirement, and the associated benefits outweigh the cost of collection.

This paper provides NISRA's initial view on the topic content of the 2021 Census questionnaire for Northern Ireland. This has been informed by evaluation of the level of success of the 2011 topics and [questions](#), as well as evidence from the [2011 Census User Satisfaction Survey](#). It has also been informed by NISRA's aspirations for using administrative data.

NISRA's aim in issuing this paper is to promote discussion and encourage the development of strong cases for topics to be included. The focus for now is on information required, not the detailed questions that should be asked on the questionnaire. The exact content of the questionnaire for the 2021 Census will only be finalised after further research, testing and consultation.

It is important to recognise that constraints on the length of the questionnaire will remain. It is not sustainable to continue to expand the number of questions. Therefore, the introduction of any new topics may mean the removal of existing topics. NISRA needs to ensure the relevance of the topics included and the ability to measure change and identify trends, without increasing respondent burden and the costs associated with a longer questionnaire. Changes will be considered to address:

- user requirements for outputs
- new or emerging policy requirements that cannot be addressed through the use of survey or administrative data
- changes in international guidelines (for example, around the labour market topic) and in legislation.

In the interests of transparency, [Section 6 Evaluation Criteria](#), lists the criteria against which cases for topic inclusion will be assessed. This will give respondents a clear view of the constraints and trade-offs from the start of the consultation process.

There will be separate Censuses in England and Wales and in Scotland. The three Census Offices (NISRA, National Records of Scotland (NRS) and Office for National Statistics (ONS)) will work together to develop questions that deliver, where possible, harmonised outputs across the UK.

## 2. Responding to this consultation

The best way to respond to this consultation is [online](#), where you may comment on as many topics as are of interest to you.

If you wish to respond by email or on paper, please download the Topic Consultation Questionnaire ([PDF version](#) or [MS Word version](#)) which caters for up to five topics. For additional topics, please download additional copies of the Topic Consultation Questionnaire as required. When you have completed the questionnaire, please return it:

by email to: [2021census.consultation@dfpni.gov.uk](mailto:2021census.consultation@dfpni.gov.uk)

or by post to: Census Office  
NISRA  
McAuley House  
2-14 Castle Street  
Belfast  
BT1 1SA

For each topic you are responding on, you need to answer all of the questions asked so NISRA can understand what information you need and carefully assess this against other competing priorities.

**Responses to this consultation are invited until midnight on 17 December 2015.**

To support transparency in our decision making process, all responses to this consultation will be made public (subject to our [Moderation Policy](#)). This will include the name of the responding organisation (if applicable). However, names of individuals will only be published if you give consent. Your contact details will not be published.

*(Please be aware that any information provided in response to this consultation could be made publicly available if required under a Freedom of Information request.)*

### 3. The 2021 Census Design

In October 2014, the Registrar General for Northern Ireland published a review of [The Future Provision of Census of Population Information for Northern Ireland](#).

He advised that he had considered the evidence produced by the work of the other Census Offices in the UK along with NISRA's own research programme, and concluded that the 2021 Census should be undertaken predominantly online, be quality assured by administrative data and build on the successful approach developed in 2011.

Over the coming years, NISRA plans to research, test and understand any implications for the operation or the quality of the outputs resulting from the move to a predominantly online Census. The outcome of this research and testing will be a key determinant of the scope of changes to questions, and, therefore, output content available.

Key considerations will be whether the move to online might:

- significantly affect the way people respond to each question and therefore affect comparability over time or with other data sources
- impact on respondents' understanding of the question and therefore the way in which they respond
- impact on the overall length of time to complete the questionnaire
- create an inconsistency with the corresponding question 'on paper' that would impact on the quality of the results.

#### 3.1. Use of administrative data

NISRA has identified the need to make better use of administrative data to supplement the 2021 Census and to quality assure the outputs. For instance, in 2011, NISRA had to produce an Address Register and will once again need to deliver an address frame to underpin the 2021 Census. NISRA intends to enhance the methods for producing the Address Register by building an intelligent address frame through linking administrative data to provide contextual information about individual addresses. With more information about each individual address, there are opportunities to improve plans for census enumeration, target follow-up and support services, and help understand and model non-response.

NISRA will also use administrative data to derive and evaluate trial population outputs and to quality assure the socio-economic characteristics for Census returns.

### **3.2. Outputs, dissemination and disclosure control**

NISRA needs to learn from the 2011 Census, building on the aspects that worked well, while looking at new approaches and alternatives for those areas that can be improved.

For the 2021 Census, NISRA will be giving consideration to moving from the traditional approach of producing a large number of small datasets to producing a smaller number of larger datasets that allow greater flexibility, yet still ensure the required level of statistical disclosure control. If that option were adopted, it would have the potential to allow users to generate the combinations of variables at the detail they require for their chosen geographic areas. It would also make the data easier to access in an open format by other systems and services, thereby further extending the reach and benefits derived from the Census.

Consultation activities relating to outputs and access to data will take place in due course.

### **3.3. Use of survey data**

NISRA has considered various surveys in relation to a wide range of topics. In each case, NISRA has concluded that the surveys are unable to provide lower-level geographic data as an alternative to collecting the information in the Census. In essence, they would only be alternatives if the information is required at high geographic levels.

### **3.4. Enumeration bases**

NISRA intends to adopt the enumeration bases used in the 2011 Census for the 2021 Census: usual residents, short-term residents and visitors. An advantage of this approach will be to ensure continuity of population measurement with the 2011 Census. The primary output base will also be the same as in 2011, that is, all usual residents.

#### 4. Summary of topic recommendations for the 2021 Census

Table 1 below provides a summary of NISRA's initial view on the content of the 2021 Census questionnaire for Northern Ireland. It shows:

- which topics and sub-topics have been considered (and NISRA's recommendation as to which should be collected)
- where further information is required before a recommendation can be made
- where NISRA feels that there is a need to explore the potential to use existing administrative data.

**Table 1: Summary of topic recommendations**

Theme	Collect	Do not collect	Do not collect, explore administrative data potential	Further information required
<b>Demography</b>	<ul style="list-style-type: none"> <li>• Sex</li> <li>• Age</li> <li>• Marital or Legal Partnership status</li> <li>• Household and family relationships</li> </ul>			<ul style="list-style-type: none"> <li>• Sexual identity</li> <li>• Second residence</li> </ul>
<b>Ethnicity, Identity, Language and Religion</b>	<ul style="list-style-type: none"> <li>• Country of birth</li> <li>• Passports held</li> <li>• National identity</li> <li>• Ethnic group</li> <li>• Main language</li> <li>• Proficiency in English</li> <li>• Knowledge of Irish</li> <li>• Knowledge of Ulster-Scots</li> <li>• Current religion</li> <li>• Religion brought up in</li> </ul>			
<b>Health</b>	<ul style="list-style-type: none"> <li>• Long-term health problem or disability</li> <li>• Nature of long-term conditions</li> <li>• General health</li> <li>• Provision of unpaid care</li> </ul>			



Theme	Collect	Do not collect	Do not collect, explore administrative data potential	Further information required
<b>Housing and accommodation</b>	<ul style="list-style-type: none"> <li>Type and self-containment of accommodation</li> <li>Rooms</li> <li>Household adaptations</li> <li>Tenure and landlord (if renting)</li> </ul>			<ul style="list-style-type: none"> <li>Central heating</li> <li>Cars or vans</li> </ul>
<b>Qualifications</b>	<ul style="list-style-type: none"> <li>Qualifications held</li> </ul>			
<b>Labour market*</b>	<ul style="list-style-type: none"> <li>Economic activity</li> <li>Occupation</li> </ul>		<ul style="list-style-type: none"> <li>Income</li> </ul>	<ul style="list-style-type: none"> <li>Volunteering</li> <li>Year last worked</li> <li>Supervisory status</li> <li>Industry</li> </ul>
<b>Travel to work or place of study</b>	<ul style="list-style-type: none"> <li>Travel to work</li> <li>Travel to place of study</li> </ul>			
<b>Migration</b>	<ul style="list-style-type: none"> <li>Intention to stay in UK</li> <li>Ever lived outside Northern Ireland</li> <li>Country of previous residence</li> <li>Most recent arrival to live in Northern Ireland</li> <li>Address one year ago</li> </ul>			

\*NISRA intends to collect the range of information needed to derive National Statistics Socio-economic Classification (NS-SeC).

## 5. Topics under consideration for collection by the 2021 Census

This section sets out NISRA's initial view on each of the topics under consideration for collection by the 2021 Census using the classification system set out in the table below.

Initial view	Definition
Collect	Proposed to include based on current understanding of user needs and quality issues.
Do not collect	Proposed not to include as NISRA has concerns about collection, acceptability or insufficient user need.
Do not collect, explore administrative data potential	Where NISRA can see potential to use administrative data to meet the need.
Further information required	Where further information about the user need is required to make an assessment. In some cases there may be potential to use administrative data to meet the need.

### 5.1. Demography

Topic detail	Initial view	Comment
Sex	Collect	Essential demographic information.
Age	Collect	Essential demographic information. Age will be derived from the collection of date of birth.
Marital or Legal Partnership status	Collect	Essential demographic information.
Household and family relationships	Collect	Essential demographic information.
Sexual identity	Further information required	See <a href="#">Section 5.10 Sexual identity</a> .
Second residence	Further information required	See <a href="#">Section 5.11 Second residence</a> .

#### Sex, Age and Marital or Legal Partnership status

Basic demographic information is essential for the majority of census outputs and is assumed to be a key requirement of census users. In this context, basic

demographic information is considered to be sex, age, marital or legal partnership status and household and family relationships.

### Household and family relationships

The Census provides detailed information on the social composition of families and households that is not available from any other source. It is important that the information available about these relationships remains relevant to the way it is used. NISRA intends to continue to collect information about household and family relationships.

As well as information about people in households, the Census also collects information about the population living in communal establishments. As with previous Censuses, NISRA does not intend to collect information about relationships between people living in communal establishments.

### 5.2. Ethnicity, Identity, Language and Religion

Topic detail	Initial view	Comment
Country of birth	Collect	This is a key indicator of population change through migration.
Passports held	Collect	Testing for 2011 suggested that information on the passports held is an important element in establishing citizenship.
National identity	Collect	A question on national identity was introduced in the 2011 Census across the UK primarily to enable people from minority ethnic populations to more fully articulate different aspects of their identity. It is acknowledged that there is an added dimension within a Northern Ireland context.
Ethnic group	Collect	Ethnic group is a key census variable, required for a wide range of uses by government, academia and wider user community.
Main language	Collect	There is a strong user need for these data for service planning and resource allocation, as well as promoting community cohesion and preventing social isolation.
Proficiency in English	Collect	There is a strong user need for these data for service planning and resource allocation, as well as promoting community cohesion and preventing social isolation.
Knowledge of Irish	Collect	There is a strong user need for information on knowledge of Irish, not least to track change since 1991.
Knowledge of Ulster-Scots	Collect	There is a strong user need for information on knowledge of Ulster-Scots, not least to track change since 2011.

Topic detail	Initial view	Comment
Current religion and religion brought up in	Collect	NISRA intends to measure religion in a comparable manner to 2011 to examine change over time. NISRA also intends to ask the supplementary question on religion brought up in.

### Country of birth

This is a key indicator of population change through migration, for instance, the recent inwards migration from EU Accession countries ([Section 5.8](#) also discusses migration). NISRA's initial view is that country of birth will be included in the 2021 Census.

### Passports held

Testing for the 2011 Census across the UK suggested that information on passports held is an important element in establishing citizenship. NISRA intends to collect this information again in 2021.

It is recognised that Northern Ireland residents can hold either a UK or Ireland passport, or both.

### National identity

A question on national identity was collected for the first time in the 2011 Census primarily to enable people from minority ethnic populations to more fully articulate different aspects of their identity. It is acknowledged that there is an added dimension within a Northern Ireland context and considerable media attention was given to the results when examined against religion. These data were also widely analysed in conjunction with variables such as age, qualifications and geographic area.

NISRA's initial view is that this topic will be included in the 2021 Census.

### Ethnic group

Ethnic group has been collected in the Census since 2001, and has become one of the most widely used variables. These data are used for resource allocation by central government and the wider user community to inform policy development and to help organisations meet and monitor their statutory obligations stemming from the Race Relations (Northern Ireland) Order 1997 and Section 75 of the Northern Ireland Act 1998. Ethnic group data will also be relevant to the Racial Equality Strategy for Northern Ireland 2014-2024.

Ethnic group is also widely used by government departments, the education authority and Health and Social Care Trusts to inform service provision. NISRA is confident that this will remain the case for the 2021 Census, and the initial view is that the 2021 Census will include this topic.

### **Main language and Proficiency in English**

There is a strong user need for information on the main language used and proficiency in English for service planning and resource allocation, as well as promoting community cohesion and preventing social isolation.

NISRA's initial view is that the 2021 Census will collect data on both main language and proficiency in English.

### **Knowledge of Irish and Knowledge of Ulster-Scots**

There is a strong user need for information on both knowledge of Irish and knowledge of Ulster-Scots. The question on the Irish Language has been included since the 1991 Census, while that on Ulster-Scots was introduced in 2011. NISRA's initial view is that both will be included in the 2021 Census.

### **Religion**

A religion question has been included in every Northern Ireland Census. The Census Act (Northern Ireland) 1969 indicates that, unlike other questions in the Census, there is no penalty for not completing the question about religion. Accordingly, in recent Censuses, a number of respondents have not answered the religion question, and further respondents have indicated 'None'.

Equality legislation, for instance, Section 75 of the Northern Ireland Act 1998 and Article 55 of the Fair Employment and Treatment (Northern Ireland) Order 1998, makes it an offence to discriminate on the grounds of religion, and leads to the requirement, for example, for employers to maintain monitoring information on the religion of their employees. In this respect, guidance documents from the Equality Commission refer to the 'community background' of employees.

Equality Commission documents note that (with regard to equality monitoring forms):

*"Regardless of whether we practice religion, most of us in Northern Ireland are seen as either Catholic or Protestant. We are therefore asking you to indicate your community background by ticking the appropriate box below".*

In response to the increasing proportions of the population who indicated that they had no religion or did not reply to the question, and to aid equality monitoring, it was proposed that an additional question be asked in the 2001 Census – about religion brought up in – but asked only of those who indicated that they did not belong to any current religion. This was announced in the White Paper published in 1999 that contained proposals for the 2001 Census.

Accordingly, two sets of outputs associated with religion were produced for the 2001 Census. The first was based solely on the current religion question. A second output was produced that combined the responses to the questions on religion and religion brought up in. A similar approach was taken in the 2011 Census.

The publication of two distinct outputs provides users with a range of information designed to meet their specific requirements, including resource allocation, policy development and statutory obligations.

NISRA understands that comparability with the 2011 and 2001 Censuses, which asked broadly the same questions, is very important to users. Any change that would affect the comparability of data on this topic would have to meet a clearly identified and strong user need.

NISRA therefore intends to measure religion in a comparable manner to 2011 to examine change over time. NISRA also intends to ask the supplementary question on religion brought up in, and publish two distinct and complementary sets of outputs.

### 5.3. Health

Topic detail	Initial view	Comment
Long-term health problem or disability	Collect	There is strong user demand for this information for resource allocation, identifying health inequalities and policy development and assessment.
Nature of long-term conditions	Collect	There is strong user demand for this information for resource allocation, identifying health inequalities and policy development and assessment.
General health	Collect	There is strong user demand for this information for resource allocation, identifying health inequalities and policy development and assessment.
Provision of unpaid care	Collect	Required for policy formulation, planning formal care needs and resource allocation.

#### Long-term health

The 2011 Census asked for information on long-term health problems or disability and the nature of long-term conditions.

A limitation in performing normal day-to-day activities, or activity restriction, is an indicator of disability. In the 2011 Census, a long-term health problem or disability was defined as limiting a person's day-to-day activities lasting, or expecting to last, for at least 12 months and including problems relating to old age. People were asked to assess whether their daily activities were limited a lot or a little by such a health problem, or not at all. A question on long-term health problem or disability was

first included in the 1991 Census. The number of tick boxes was increased to three in the 2011 Census to capture the degree of limitation.

A new question on the nature of long-term conditions was introduced in the 2011 Census. These data have been widely used in academic research and resource allocation by central government.

NISRA intends to continue to collect information about long-term health problems or disability and the nature of long-term conditions in the 2021 Census.

### **General health**

General health, a self-assessment of a person's general state of health, has been shown to be a good predictor of future needs for health services. A question on general health was first included in the 2001 Census; in 2011, the question was expanded to include a five point scale.

Users need information on self-assessed general health for a variety of reasons, including to:

- identify health and social care service needs and plan specific services
- allocate health resources at different health-related geographies
- assess the distribution and extent of health inequalities
- develop, monitor and assess policies relating to population health, health inequalities and people with disabilities
- provide evidence in support of funding applications.

NISRA intends to continue to collect information about general health in the 2021 Census.

### **Provision of unpaid care**

Carers are regarded as a vulnerable group. The 2011 Census reported that there were 214,000 carers in Northern Ireland, or more than one in eight of the population.

In the 2011 Census, a person was defined as a provider of unpaid care if they looked after or gave any help or support to family members, friends, neighbours or others because of long-term physical or mental ill-health or disability, or problems related to old age.

NISRA intends to collect information regarding the provision of unpaid care, including the number of hours a week it is provided for, in the 2021 Census.

## 5.4. Housing and accommodation

Topic detail	Initial view	Comment
Type and self containment of accommodation	Collect	To provide housing stock information; including the number of household spaces within dwellings.
Rooms	Collect	Number of rooms provides information on overcrowding and under-occupation. Information on number of rooms is required by Eurostat in lieu of floor space.
Household adaptations	Collect	Consultation with users prior to the 2011 Census identified the need for information on the number of households where the property had been adapted for a range of health conditions or disabilities.
Tenure and landlord (if renting)	Collect	To provide housing stock information and full tenure and landlord details.
Central heating	Further information required	As central heating is now essentially universal, the question in the 2011 Census focused on the type of central heating.  NISRA notes that ONS does not intend to collect information in the 2021 Census on central heating. In light of the different distribution in Northern Ireland, and the anticipated further expansion of the natural gas network, NISRA's initial view is to continue to collect central heating information but also to explore alternative data sources.
Cars or vans	Further information required	Used for traffic planning, however Census travel to work flow data are more useful. Alternative sources of data may be available.

### Type of accommodation, Tenure and landlord

NISRA intends to collect information about accommodation type and self-containment to inform estimates of housing stock and future housing need, and full tenure details that are used for policy and planning purposes.



## Rooms

A question about the number of rooms provides information about household overcrowding and under-occupation, which is required by Eurostat in lieu of floor space. NISRA intends to collect this information in the 2021 Census.

## Household adaptations

Consultation with users prior to the 2011 Census identified the need for information on the number of households where the property had been adapted for a range of health conditions or disabilities. Initial contact with the Northern Ireland Housing Executive (NIHE) confirmed that they have used information on household adaptations to inform policy development and consultation. NISRA's initial position is to collect this information in the 2021 Census.

## Central heating

As central heating is now essentially universal, the question in the 2011 Census focused on the type of central heating. The Northern Ireland distributions are very different to those in Great Britain. The 2011 figures showed that almost two in three (62.2 per cent) households in Northern Ireland used oil, while almost four in five (78.7 per cent) households in England and Wales used natural gas.

NISRA notes that ONS does not intend to collect information in the 2021 Census on central heating. In light of the different distribution in Northern Ireland, and the anticipated further expansion of the natural gas network, NISRA's initial view is to continue to collect central heating information, but also to explore alternative data sources.

## Cars or vans

Information about the number of cars or vans owned, or available for use, by members of the household was collected in the 2011 Census. This information assists central and local government with transport planning and locating public transport services.

NISRA will investigate using alternative data sources such as Driver & Vehicle Agency (DVA).

## 5.5. Qualifications

Topic detail	Initial view	Comment
Qualifications held	Collect	Highest level of qualification is used for developing policy, service planning and resource allocation.

Information on qualifications held is widely used by a range of central and local government and statutory bodies. In the 2011 Census, data were collected on academic, vocational and professional qualifications held.

The most important measure for users is the highest level of qualifications held by individuals, which is derived from the qualifications listed.

Uses of the highest level of qualifications data include:

- government resource allocation and evidence-based policy making in relation to disadvantaged population groups;
- to help target employment and training schemes;
- to identify groups that lack the necessary skills to join the workforce; and
- to improve the quality of the coding of occupation.

ONS research has shown that many respondents had considerable difficulty with this question. Looking at the Northern Ireland results, 4.2 per cent of responses to the qualifications question were imputed (which was relatively high) and the detailed Census Quality Survey (CQS) Agreement Rate (which reported on each actual qualification level) was relatively low at 67.3 per cent. However, due to the known user requirement and the fact that the provision of information on education is a Eurostat requirement, NISRA's initial view is to continue to collect data on academic, vocational and professional qualifications held and conduct further work to improve the question.

## 5.6. Labour market

Topic Detail	Initial view	Comment
Economic activity	Collect	There was a clear demand for labour market information in the 2011 Census consultation.
Occupation	Collect	There was a clear demand for labour market information in the 2011 Census consultation.
Volunteering	Further information required	NISRA intends to clarify the user requirement for information about volunteering.
Year last worked	Further information required	The user requirement to collect this information through the Census is not clear.

Topic Detail	Initial view	Comment
Supervisory status	Further information required	The user requirement to collect this information through the Census is not clear.
Industry	Further information required	The user requirement to collect this information through the Census is not clear, although NISRA is required to provide it to Eurostat.
National Statistics Socio-economic Classification (NS-SeC)	Derive	Methodology and quality would change if year last worked and industry are not collected.
Income	Do not collect, explore administrative data potential	See <a href="#">Section 5.9 Income</a> .

## Labour market

Labour market information is used in a variety of census outputs, showing how different sections of the population participate in various forms of work.

There was a clear demand for labour market information in the 2011 Census consultation, particularly economic activity. Evidence from the 2011 Census User Satisfaction Survey also supported the continued collection of labour market information.

## Economic activity, Occupation and Volunteering

Economic activity is derived from questions about activity last week, employment status, hours worked, age and student information.

Since 2011, the [International Labour Organization \(ILO\)](#) has introduced new concepts about economic activity, such as referring to this concept as 'labour force/outside the labour force'. The changes also place more emphasis on whether or not people are paid for the work they do, as opposed to their activity during the reference period, which could impact how unpaid work through trainee schemes is categorised. NISRA intends to explore the impact of these changes on the derivation of economic activity and occupation information.

Very limited information on voluntary work without pay was collected in the 2011 Census as there was insufficient space to seek detail on aspects such as the types of voluntary work undertaken or the length of time spent volunteering. It may therefore be more appropriate for this topic to be covered in the annual 'Volunteering in Northern Ireland' research published by the Department of Social Development. NISRA intends to clarify the user requirement for this information for 2021.

NISRA therefore intends to collect information about economic activity and occupation in the 2021 Census and clarify the user requirement for information on voluntary work without pay.

### Year last worked, Supervisory status, Industry and NS-SeC

Year last worked, supervisory status and industry were primarily used in the classification and coding of occupation and NS-SeC (which provides an indication of socio-economic position based on occupation and is used for understanding inequalities, particularly in relation to health).

Without year last worked, supervisory status and industry, there would be a reduction in the quality of NS-SeC. However, predominantly online collection in 2021 could improve the coding of occupation data, which could in turn improve the quality of NS-SeC. The 2011 Census consultation did not show clear user interest in either year last worked or supervisory status. As a result, NISRA requires further information on the need for this information.

Compared with other labour market information, there was not an overwhelming requirement for information on industry in its own right in the 2011 Census consultation, although NISRA is required to submit census-type industry information to Eurostat. As the question on industry is expensive to code, the need for this information needs to be very strong to justify its inclusion in the 2021 Census.

NISRA intends to review the collection of year last worked, supervisory status and industry information based on user requirements.

### 5.7. Travel to work or place of study

Topic detail	Initial view	Comment
Travel to work	Collect	This topic is widely used across central and local government for planning and monitoring transport policy. This question was well received in 2011 and NISRA intends to ask it again in 2021.
Travel to place of study	Collect	This topic is widely used across central and local government for planning and monitoring transport policy. This question was well received in 2011 and NISRA intends to ask it again in 2021.

In 2011, NISRA collected information on the usual means of travel to main place of work or study, which provides valuable data on transport patterns and trends that can be broken down to low geographic levels and for particular population groups.

The information on usual residence and workplace address collected in the Census also has value in the area of transport modelling. Together, these pieces of information allow measurement of traffic flows between home and work. Information

on workplace address and place of study is also useful for assessing daytime populations of particular areas for town planning purposes.

In 2021, NISRA intends to ask about travel to place of study separately from travel to work primarily because they relate to different segments of the population. Other reasons to collect the information separately are that the response categories required and transport modes may differ.

Given the clear demand for these data, NISRA intends to include these topics in the 2021 Census, asking about place of study separately from place of work.

## 5.8. Migration

Topic detail	Initial view	Comment
Intention to stay in UK	Collect	This is a key indicator of population change and migration, including identification of short-term residents.
Ever lived outside Northern Ireland	Collect	The specific interest is in those who have ever lived outside Northern Ireland. This question was asked in 2001; while it would be interesting to ask about the UK, NISRA does not feel that would greatly benefit users.
Country of previous residence	Collect	This is a key indicator of population change and migration.
Most recent arrival to live in Northern Ireland	Collect	The specific interest is in the most recent arrival into Northern Ireland. This question was asked in 2001; while it would be interesting to ask about the UK, NISRA does not feel that would greatly benefit users.
Address one year ago	Collect	Address one year ago was used to identify migration to Northern Ireland and also within Northern Ireland.

### Migration

A long-term migrant is 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. A short-term resident is someone who visits a country other than that of his or her usual residence for a period of less than one year.

The 2011 Census showed that 11 per cent of the usually resident population of Northern Ireland were born outside Northern Ireland. The population of those born outside Northern Ireland was 202,000 in 2011, an increase of 51,000 on 2001: two-fifths (41 per cent) of the overall population growth between the 2001 and 2011 Censuses was accounted for by growth in the number of those born outside Northern Ireland.

## Intention to stay, Lived outside Northern Ireland, Country of previous residence and Most recent arrival to live in Northern Ireland

The collection of this range of information has enabled the examination of individuals' migration history, alongside health, social and labour market questions, allowing NISRA to obtain a clearer view of different types of migrants and their socio-economic outcomes, down to low geographic levels.

NISRA does not intend to ask information about most recent arrival to the UK as typically the interests of local census users are primarily related to migration to and from Northern Ireland.

### Address one year ago

Address one year ago was used to identify migration to Northern Ireland and also within Northern Ireland.

NISRA intends to continue to collect information about long and short-term international migration in the 2021 Census as well as address one year ago in order to produce information about internal migration.

### 5.9. Income

Topic Detail	Initial view	Comment
Income	Do not collect, explore administrative data potential	Explore producing as an enhanced output using data from administrative sources.

Respondents to previous consultations have cited many potential uses of income data, for instance as an indicator of relative advantage and disadvantage and economic wellbeing, especially for low geographic levels and small population groups. Key users of income data include central government, private organisations and researchers.

Due principally to concerns around response rates and data quality, the ONS initial view is not to collect information on income in the 2021 Census; this is discussed in its [Topic Consultation document](#). ONS intends to explore the potential to produce income statistics using administrative data, although this would require legislative approval and considerable development work.

NISRA concluded from the findings of the [2007 Census Test](#) that a question on income should not be included in the 2011 Census for a combination of reasons. Although the response rates to the income question in the 2007 Census Test were acceptable, this was outweighed by considerations around obtaining accurate

information, difficulties in defining income sufficiently clearly within the context of a Census and questionnaire design constraints.

For these reasons, NISRA does not intend to ask a question on income in the 2021 Census, although, like ONS, NISRA will explore the availability of income related information from administrative data sources.

### 5.10. Sexual identity

Topic detail	Initial view	Comment
Sexual identity	Further information required	It is acknowledged that there is a user need for information on sexual identity. While some suggest the Census is the right way to collect this information, concerns regarding privacy, acceptability, accuracy and the effect on the overall response rate need to be considered.

There is a legitimate need to gather data on sexual orientation to inform policy development and enable organisations to meet and monitor their statutory obligations stemming from Section 75 of the Northern Ireland Act 1998 and other relevant legislation.

ONS launched the Sexual Identity Project in 2006 as a direct response to user needs for data on sexual orientation captured during the topic consultation for the 2011 Census. To date, ONS and NISRA work has focused on sexual identity, which is a subjective view of oneself, which may change over time, in different contexts and may differ from sexual attraction and behaviour.

The project developed and tested questions for face-to-face and telephone interviews. The question was first implemented for Great Britain in the Integrated Household Survey (IHS) for the period April 2009 to March 2010 and is now collected and published annually. This has led to the production of estimates of self-perceived sexual identity by age group, sex, region and occupation. The latest IHS results for 2013 showed that 1.7 per cent of adults in England and 1.4 per cent in Wales identified their sexual identity as gay, lesbian or bisexual. By way of comparison, the 2013-14 Continuous Household Survey estimated the corresponding figure for Northern Ireland as 1.6 per cent.

Important aspects of the face-to-face and telephone interview question developed by the Sexual Identity Project and used in the IHS are that: the question is asked of each individual separately; the question is not asked on behalf of absent household members; and responses to the question are presented in such a way that respondents will not have to reveal their answer to anyone else. This promotes privacy between household members and increases acceptability of the question and accuracy of response. These features cannot be replicated in a self-

administered collection such as the Census, where the questionnaire may be completed by one individual on behalf of all family members.

It is acknowledged that there is a user need for information on sexual identity. While some suggest the Census is the right way to collect this information, concerns regarding privacy, acceptability, accuracy and the effect on overall response rate need to be considered. To assist in determining the best approach, and to provide information which may shape a testing programme, NISRA needs to understand the current requirement for information about sexual identity.

### 5.11. Second residence

Topic detail	Initial view	Comment
Second residence	Further information required	<p>ONS included a question in the England and Wales 2011 Census that asked respondents if they had a second residence that they stayed at for 30 days or more per year. This information was used to report the number of usual residents who said that they had a second residence, the location of their second residence and the type of second residence.</p> <p>NISRA did not have a corresponding question in the 2011 Census. However, NISRA is keen to establish the level of user need for this range of information from the Northern Ireland 2021 Census.</p>

ONS produced a range of outputs from the England and Wales 2011 Census on second residences on:

- the number of usual residents that reported having a second residence in another local authority in England and Wales that they used for 30 days or more each year,
- the number who had a second residence in Scotland, Northern Ireland or outside of the UK.

The figures were grouped under three headings; 'Working' (an address used when working away from home or armed forces base address for military personnel who usually reside with their family), 'Holiday' (a holiday address) or 'Other' (including the home address of a student or other parent or guardian, for instance, in the case of separated parents).

ONS also reported on the proportion of second residences that were in less densely populated, rural or coastal areas.

ONS advised that children with parents who live apart and spend part of their time living with each parent should be reported as usually resident at the address at which the child spent the majority of their time. If the child spent time equally living



with each parent, then they were advised to be counted as usually resident at the address where they were staying overnight on 27 March 2011.

Given the wide range of information available, NISRA is keen to establish the level of user need for this range of information from the Northern Ireland 2021 Census.

## 6. Evaluation criteria for consultation responses

The final decision about the information collected in the 2021 Census will ultimately be for the Northern Ireland Assembly to take. The NISRA recommendations for the content of the 2021 Census will be based on a number of factors, and the user requirements are the key consideration. These requirements are considered alongside issues of data quality, respondent burden and public acceptability, as well as operational and financial considerations.

The basis for the NISRA evaluation of the 2021 Census Topic Consultation responses will be similar to that used by ONS and being developed by NRS. It builds on the approach used by NISRA for the 2011 Census consultation response evaluation and draws on the approaches taken by Statistics Canada, the Australian Bureau of Statistics and Statistics New Zealand for their forthcoming Censuses.

As in 2011, a range of criteria will be assessed across the following three main areas of: user requirements; considerations; and operational requirements.

User requirements	Considerations	Operational requirements
<ul style="list-style-type: none"> <li>✓ Purpose of user need</li> <li>✓ Need for information on lower-level geographical areas or population sub-groups</li> <li>✓ Suitability of alternative sources</li> <li>✓ Requirement for multivariate analysis</li> <li>✓ Assessment of need for comparability beyond Northern Ireland</li> <li>✓ Need for continuity with previous Censuses</li> </ul>	<ul style="list-style-type: none"> <li>✓ Data quality</li> <li>✓ Public acceptability</li> <li>✓ Respondent burden</li> <li>✓ Financial concerns</li> <li>✓ Questionnaire design</li> </ul>	<ul style="list-style-type: none"> <li>✓ Improving coverage</li> <li>✓ Coding of derived variables</li> <li>✓ Routing around questions</li> </ul>

User requirements, which establish the level of demand, form the key criteria for inclusion. Consideration of the data and operational requirements will be used in conjunction with the strength of the user requirements score to steer the development of the Census questionnaire. Should any issues identified using the considerations criteria be found to be disproportionate to the benefits gained, a topic may not be included in the 2021 Census despite a known user requirement.

## 6.1. User requirements

Topics to be included must carry a strong and clearly defined user requirement. Unless a robust case is made for gathering information from the 2021 Census, it will not be collected. Responses from users on the importance of the information will help inform the final list of topics to be included in the 2021 Census.

Criteria	Description
Purpose of user need	<p>The purpose to which the information will be used, if collected, is central to the process. Purposes include, but are not restricted to, resource allocation, service planning, policy evaluation, and diversity monitoring.</p> <p>Conversely; the implications if the data are not collected, for example, increased financial costs or reduced quality of data used in planning, are also key.</p> <p>Additionally, requirements arising from legislation (including European Union legislation) strengthen the case for inclusion.</p>
Need for information on lower-level geographical areas or population sub-groups	<p>There must be a need for information for population sub-groups and/or at lower-level geographical areas. Information that is only required for broad geographical areas or large population groups might be better obtained from other statistical sources.</p> <p>In general, lower-level geography data must be easily aggregated to higher levels of geography, enabling outputs to be consistent and comparable.</p>
Suitability of alternative sources	<p>The 2021 Census will only seek to collect information that there is no other means of obtaining. Consideration should be given to whether or not suitable information is available from other sources; for example administrative records or sample surveys.</p> <p>In addition, the Census should primarily aim to collect information that will remain relevant for a significant time after collection.</p>
Requirement for multivariate analysis	<p>A key benefit of census data is the ability to analyse particular variables against one another. A requirement to undertake multivariate analysis will affect whether suitable alternative sources for the information exist and may strengthen the case for inclusion in the Census</p>
Assessment of need for comparability beyond Northern Ireland	<p>Data collected from the Census should be required on a comparable basis. Where possible, if there is a user need, the three UK Census Offices will release census outputs that are consistent across the UK.</p> <p>International requirements will be taken into account.</p>

Criteria	Description
Need for continuity with previous Censuses	Comparison with previous Censuses is an important aspect of census analysis and, wherever appropriate, the 2021 Census questionnaire will collect the same information as the 2011 Census questionnaire. However, plans for future comparisons will also be taken into account.

## 6.2. Considerations

In addition to user requirements, other considerations need to be taken into account, such as data quality, public acceptability, respondent burden and questionnaire design.

Criteria	Description
Data quality	<p>The data collected in the 2021 Census should be of sufficient quality for outputs to be useful.</p> <p>Hence, information collected should neither require a lengthy instruction or explanation nor seek information that is not readily known or remembered accurately.</p>
Public acceptability	<p>The Census is carried out primarily for statistical purposes. It should not collect data that would deliberately promote political or sectarian groups, or sponsor particular causes.</p> <p>It should not ask sensitive or potentially intrusive questions that have a negative impact on response or may lead to respondents giving socially acceptable rather than accurate answers; nor should it enquire about opinions or attitudes.</p>
Respondent burden	<p>The inclusion of questions on a topic should not impose an excessive burden on respondents.</p> <p>Burden could, for example, result from lengthy instruction or explanation, many response categories, or several questions on a single topic.</p>
Financial concerns	<p>Questions should not present major coding problems, require extensive processing, or significantly add to the overall cost of the Census.</p>
Questionnaire design	<p>The move to predominantly online data collection creates new opportunities as well as challenges.</p> <p>These will be taken into account when considering which topics to include in the 2021 Census.</p>

### 6.3. Operational requirements

A number of operational factors could affect the decision on the content of the 2021 Census. The most important of these is their effect on improving coverage, as the primary aim of the Census is to provide a robust count of the population of Northern Ireland.

Criteria	Description
Improving coverage	<p>The 2021 Census questionnaire may include some questions that aid respondents in identifying who should be included in the response; for example, questions on visitors and defining the types of usual resident that live in the household.</p> <p>Such questions may be included despite a lack of strong user need for outputs related to these questions, as they are important to delivering high quality outputs.</p>
Coding of derived variables	<p>It is expected that some key outputs will be based on derived variables (for example, age is derived from date of birth).</p> <p>Topics may be included in the 2021 Census questionnaire should a user need be identified for outputs that are derived from a variable, even if there is no user need for outputs relating to the question itself.</p>
Routing around questions	<p>Due to a move to a predominantly online Census, respondents can be automatically routed around questions that are irrelevant to them. However, this criterion has been retained to reflect the fact that there may still be a paper version of the form that would require routing questions.</p>

## Annex 1: Census data quality

Two aspects of the quality of the 2011 Census data are considered in detail in this section – Item Imputation Rates and Census Quality Survey (CQS) Agreement Rates. The analysis then moves to the findings of ONS work to examine how these aspects might be affected by the method of response – whether the response was received via the internet or whether it was a paper return.

### 1.1 Item Imputation Rates and CQS Agreement Rates

Item non-response (the percentage of people that did not complete a question) is a key factor in the quality of census data. Item imputation, used to replace the missing data, can lead to bias and inconsistencies in estimates and analyses. For the 2011 Census, NISRA was careful to avoid the potential for this and ensured that any item imputation that was necessary yielded the same distribution as the observed values.

These Item Imputation Rates were closely monitored during processing and they were then published in the [Northern Ireland Census 2011 Quality Assurance report](#). NISRA is therefore keen to reduce the need for item imputation in the 2021 Census, which will directly improve overall quality.

Another indicator of the overall quality of individual responses was reported through the [2011 Census Quality Survey \(CQS\) report](#), which published question-level agreement rates, namely, the level of agreement between respondents' answers to the 2011 Census questions and their corresponding responses to the same questions in the CQS questionnaire.

The CQS was a voluntary sample survey conducted independently of the 2011 Census. It involved a random sample of 1,741 households and 3,083 individuals that had previously responded to the Census. The main finding of the CQS was that there was a high degree of similarity between the overall response distributions derived from the answers provided through the Census returns and those of the answers provided through the corresponding CQS face-to-face interviews. This confirmed that the Census was an unbiased method for collecting information on both households and individuals, hence confirming that the 2011 Census data is of a high quality and fit for purpose.

Both Item Imputation Rates and CQS Agreement Rates are used to understand the quality of the information collected from each of the census questions. This, in turn, can be used to help further develop those questions to improve the quality of data collected in the future.

Table 1 below shows Item Imputation Rates and CQS Agreement Rates (where available) for questions asked about households, while Table 2 shows this information for the questions asked about individuals.

**Table 1: 2011 Item Imputation Rates and CQS Agreement Rates – Household questions**

Question Number	Question	Item Imputation Rate (%)	CQS Agreement Rate (%)
H7	Type of accommodation	2.4	89.3
H8	Self-contained	2.5	98.4
H9	Number of rooms	6.7	60.9
H10	Household adaptations – tick box	9.5	87.1
H10	Household adaptations – text	8.1	
H10	Household adaptations (Y/N)	-	89.7
H11	Central heating	6.3	80.1
H11	Central heating (Y/N)	-	99.6
H12	Tenure	8.1	90.8
H13	Landlord	1.3	92.4
H14	Number of cars or vans	8.1	87.2
H14	Number of cars or vans (Y/N)	-	97.2

Table 1 above shows that relatively low Item Imputation Rates were found for the household questions with the exception of 'Household adaptations – tick box' (at 9.5 per cent), while relatively high Agreement Rates were found, with the exception of the question on the number of rooms (60.9 per cent).

**Table 2: 2011 Item Imputation Rates and CQS Agreement Rates – Individual questions**

Question Number	Question	Item Imputation Rate (%)	CQS Agreement Rate (%)
2	Sex	0.5	-
3	Age	0.7	97.5
4	Marital and Civil Partnership status	4.7	98.3
5	Student	5.0	97.0
6	Term-time address	0.3	99.4
7	Country of birth	0.8	99.2
10	Lived outside Northern Ireland	2.7	89.3
11	Country of previous residence	8.2	-
12	Date arrived in Northern Ireland – month	12.8	70.6
12	Date arrived in Northern Ireland – year	9.6	
13	Address one year ago – tick box	3.0	-
13	Address one year ago – text	5.8	-
14	Passports held – tick box	1.3	92.2
14	Passports held – text	0.9	

Question Number	Question	Item Imputation Rate (%)	CQS Agreement Rate (%)
14	Passports held (Y/N)	-	94.8
15	National identity – tick box	2.3	66.8
15	National identity – text	2.7	
16	Ethnic group – tick box	1.7	99.2
16	Ethnic group – text	10.5	
17	Religion belong to	-	85.9
18	Religion brought up in	16.9	73.2
19	Main language	1.6	99.2
20	Proficiency in English	2.8	64.5
21	Knowledge of Irish	2.6	87.8
21	Knowledge of Irish (Y/N)	-	93.0
21	Knowledge of Ulster-Scots	2.6	90.1
21	Knowledge of Ulster-Scots (Y/N)	-	91.9
22	Long-term health problem or disability	2.7	86.4
22	Long-term health problem or disability (Y/N)	-	91.1
23	Type of long-term condition	4.8	70.4
23	Type of long-term condition (Y/N)	-	86.4
24	General health	1.6	63.0
24	General health (VG, G / F / B, VB)	-	85.0
25	Provision of unpaid care	3.5	87.4
25	Provision of unpaid care (Y/N)	-	89.2
27	Qualifications	4.2	67.3
27	Qualifications (Y/N)	-	88.5
28	Voluntary work	3.5	88.2
29	Employment last week	3.5	88.4
30	Looking for work	5.8	94.2
31	Available for work	8.9	91.5
32	Waiting to start work	9.8	99.2
33	Other activity	7.4	76.8
34	Ever worked	1.6	91.0
34	Year last worked	15.8	-
36	Employment status in main job	4.6	94.7
37,38	Job title	4.7	-
39	Supervision of other employees	5.0	87.2

Table 2 shows that Item Imputation Rates were generally fairly low for most of the questions asked of individuals, with the exception being those for religion brought up in (16.9 per cent) and year last worked (15.8 per cent). While relatively high Agreement Rates were found, those for general health (63.0 per cent) and proficiency in English (64.5 per cent) were considerably lower.



## 1.2 Response channel

ONS has examined the effect of response channel (internet versus paper) on both Item Imputation Rates and CQS Agreement Rates.

According to the [ONS Topic Consultation document](#), Item Imputation Rates were generally much higher for paper returns than for internet returns. Although the 2011 Census data collection approach didn't make full use of the potential that an internet form can provide (for example, the use of soft reminders, radio buttons to prevent unwanted multiple ticks), ONS suggests that the use of reminders online where questions were initially left unanswered could be a contributory factor to higher response rates and hence a lower requirement for item imputation.

A separate analysis that ONS carried out on the results of their CQS found significant differences between the Agreement Rates of internet and paper responses. The higher item response rates for internet capture were largely explained by the characteristics of the people who responded by this mode, rather than by the mode itself.

Based on these findings, NISRA believes that the move to a predominantly online Census will yield better quality data in 2021.

## Annex 2: Consultation questions

NISRA's preferred way for you to respond to this consultation is [online](#).

Please note, for your response to be included in the analysis, you must answer questions marked with a star (\*).

You can respond to all topics discussed in [section 5](#), or just to the individual topic(s) relevant to you. Please complete the questionnaire for every relevant topic, including any new topics you wish to tell NISRA about.

You should consider the appropriateness of the Census for your requirements before suggesting additional topics and be mindful that questions on the Census questionnaire must be succinct and unambiguous. In addition, there must be a requirement for statistics at lower level geographies; otherwise a sample survey is likely to provide sufficient information.

If you wish to respond by email or on paper, please download the Topic Consultation Questionnaire ([PDF version](#) or [MS Word version](#)) which caters for up to five separate topics. For additional topics, please download additional copies of the Topic Consultation Questionnaire as required.

### Section 1: Part 1 – Topics included in the 2011 Census

Collection of census information can only be justified where there is an overwhelming need for the data. To help us understand your data needs and carefully assess those needs against other competing priorities, it is important that you provide as much detail as you can to support your response. This will ensure your view is fully considered in our evaluation.

**Topic:** \_\_\_\_\_

**1. To what extent do you agree with NISRA's initial view on whether this topic is collected on the 2021 Census questionnaire?**

- Agree
- Disagree
- No strong view

**2a. Have you used 2011 Census information about this topic?**

- Yes
- No (*Go to Question 4a*)

**2b. If yes, what have you used 2011 Census information about this topic for?**

*Tick all that apply.*

- Resource allocation
- Service planning and delivery
- Targeting investment
- Policy development and monitoring
- Research requirement
- Other purposes – please specify: \_\_\_\_\_

**2c. How have you used 2011 Census information about this topic?**

*Please include details of the information sources you have used, what specific use you have made of census information and why the information is important for that.*

**2d. Did the information collected in the 2011 Census about this topic meet your needs?**

- Fully
- Partially
- No

**2e. What additional information, if any, would you require about this topic were it to be included in the 2021 Census?**

**3a. At what geographical level have you used 2011 Census information about this topic?**

*Tick all that apply.*

- Small Area
- Super Output Area
- Electoral Ward
- Assembly Area
- Local Government District
- Regional level (for example, Health and Social Care Trust)
- Northern Ireland
- Other – please specify: \_\_\_\_\_

**3b. If you have used 2011 Census information about this topic for population sub-groups please tell us which sub-groups.**

*For example:*

- *Specific ethnic groups*
- *Minority religions*
- *Children in kinship care*
- *Pensioners*
- *NEETs (Young People Not in Education, Employment or Training)*
- *Specific occupation groups*

**4a. Is UK comparability a requirement for you/your work for information about this topic?**

- Yes, essential
- Yes, strong need
- Yes, some need
- No

**If yes, please indicate the type of comparisons you are making.**

*Tick all that apply.*

- Comparisons at similar levels (for example, comparing Local Government Districts across countries)
- Comparisons at different levels (for example, comparing Local Government Districts with the UK)
- Other – please specify: \_\_\_\_\_

**4b. Is Republic of Ireland comparability a requirement for you/your work for information about this topic?**

- Yes, essential
- Yes, strong need
- Yes, some need
- No

**If yes, please indicate the type of comparisons you are making.**

*Tick all that apply.*

- Comparisons at similar levels (for example, comparing Local Government Districts across countries)
- Comparisons at different levels (for example, comparing Local Government Districts with the Republic of Ireland)
- Other – please specify: \_\_\_\_\_

**4c. Is other international comparability a requirement for you/your work for information about this topic?**

- Yes, essential
- Yes, strong need
- Yes, some need
- No

**5a. Do you intend to compare the 2021 Census outputs with the 2011 Census outputs for this topic?**

- Yes
- No

**5b. Do you intend to compare the 2021 Census outputs with any earlier Censuses for this topic?**

- Yes
- No

**5c. Have you compared 2011 Census outputs with earlier Censuses for this topic?**

- Yes
- No

**6. With which 2011 Census themes have you used information about this topic?**

*Tick all that apply.*

- Demography
- Ethnicity, Identity, Language and Religion
- Health
- Housing and accommodation
- Qualifications
- Labour market
- Travel to work or study
- Migration
- None

**7a. Are you aware of alternative (non-census) sources of information about this topic? If yes, please specify.**

- Yes – please specify: \_\_\_\_\_
- No

**7b. If you answered yes to question 7a, please tell us whether the alternative source(s) meet your current requirements.**

- Yes
- No

**7c. On a scale of 0 to 10 (0 = no impact and 10 = highest possible impact), what would be the adverse impact on you/your work if NISRA did not collect information about this topic in the 2021 Census questionnaire?**

- |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 0                        | 1                        | 2                        | 3                        | 4                        | 5                        | 6                        | 7                        | 8                        | 9                        | 10                       |
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## Section 1: Part 2 – Topics not included in the 2011 Census

Collection of census information can only be justified where there is an overwhelming need for the data. To help us understand your data needs and carefully assess those needs against other competing priorities, it is important that you provide as much detail as you can to support your response. This will ensure your view is fully considered in our evaluation.

**Topic:** \_\_\_\_\_

**1. To what extent do you agree with NISRA's initial view on whether this topic is collected on the 2021 Census questionnaire?**

**A response to this question is required for the topics Income and Sexual identity only.**

- Agree
- Disagree
- No strong view

**2a. Have you used any published information about this topic?**

- Yes
- No (*Go to Question 4a*)

**2b. If yes, what have you used information about this topic for?**

*Tick all that apply.*

- Resource allocation
- Service planning and delivery
- Targeting investment
- Policy development and monitoring
- Research requirement
- Other purposes – please specify: \_\_\_\_\_



**2c. How have you used information about this topic?**

*Please include details of the information sources you have used, what specific use you have made of this information and why the information is important for that.*

**2d. This question is not applicable.**

**2e. This question is not applicable.**

**3a. At what geographical level have you used information about this topic?**

*Tick all that apply.*

- Small Area
- Super Output Area
- Electoral Ward
- Assembly Area
- Local Government District
- Regional level (for example, Health and Social Care Trust)
- Northern Ireland
- Other – please specify: \_\_\_\_\_

**3b. If you have used information about this topic for population sub-groups please tell us which sub-groups.**

*For example:*

- *Specific ethnic groups*
- *Minority religions*
- *Children in kinship care*
- *Pensioners*
- *NEETs (Young People Not in Education, Employment or Training)*
- *Specific occupation groups*

**4a. Is UK comparability a requirement for you/your work for information about this topic?**

- Yes, essential
- Yes, strong need
- Yes, some need
- No

**If yes, please indicate the type of comparisons you are making.**

*Tick all that apply.*

- Comparisons at similar levels (for example, comparing Local Government Districts across countries)
- Comparisons at different levels (for example, comparing Local Government Districts with the UK)
- Other – please specify: \_\_\_\_\_

**4b. Is Republic of Ireland comparability a requirement for you/your work for information about this topic?**

- Yes, essential
- Yes, strong need
- Yes, some need
- No

**If yes, please indicate the type of comparisons you are making.**

*Tick all that apply.*

- Comparisons at similar levels (for example, comparing Local Government Districts across countries)
- Comparisons at different levels (for example, comparing Local Government Districts with the Republic of Ireland)
- Other – please specify: \_\_\_\_\_

**4c. Is other international comparability a requirement for you/your work for information about this topic?**

- Yes, essential
- Yes, strong need
- Yes, some need
- No

**5a. This question is not applicable.**

**5b. This question is not applicable.**

**5c. This question is not applicable.**

**6. With which other themes would you use information about this topic?**

*Tick all that apply.*

- Demography
- Ethnicity, Identity, Language and Religion
- Health
- Housing and accommodation
- Qualifications
- Labour market
- Travel to work or study
- Migration
- None
- Other – please specify: \_\_\_\_\_

**7a. Are you aware of alternative (non-census) sources of information about this topic? If yes, please specify.**

- Yes – please specify: \_\_\_\_\_
- No

**7b. If you answered yes to question 7a, please tell us whether the alternative source(s) meet your current requirements.**

- Yes
- No

**7c. On a scale of 0 to 10 (0 = no impact and 10 = highest possible impact), what would be the adverse impact on you/your work if NISRA did not collect information about this topic in the 2021 Census questionnaire?**

- |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 0                        | 1                        | 2                        | 3                        | 4                        | 5                        | 6                        | 7                        | 8                        | 9                        | 10                       |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

## Section 2: About you

**Are you answering this questionnaire on behalf of an organisation or as an individual? \***

- Organisation – please specify: \_\_\_\_\_
- Individual

**Please provide your contact details.**

Your name \* \_\_\_\_\_

Email address \* \_\_\_\_\_

Telephone number \_\_\_\_\_

**Which of the following best describes the sector you work in? \***

*This will assist us in monitoring the range of users the consultation has reached.*

- Central government
- Local government
- Statutory body (for example, health, education, transport, housing etc)
- Private sector
- Social / Academic research
- Market research / Data analytics
- Charity / Community / Voluntary
- Utility provider
- Press / media
- Genealogist / Family historian
- Other – please specify: \_\_\_\_\_

**May we contact you to discuss your response to this consultation? \***

*This may be to follow up any specific points we need to clarify.*

- Yes
- No

**May we contact you in future about the 2021 Census? \***

*For example, to provide you with a link to the results of this consultation, to inform you of further consultations or provide updated information on the 2021 Census.*

- Yes
- No

**Section 3: Consent**

**To support transparency in our decision making process, all responses to this consultation will be made public (subject to our [Moderation Policy](#)). This will include the name of the responding organisation (if applicable). However, names of individuals will only be published if you give consent below. Please note that we will not publish your contact details.**

- Yes, I consent to my name being published with my response
- No, please remove my name before publishing my response

**(Please be aware that any information provided in response to this consultation could be made publicly available if requested under a Freedom of Information request).**

**Additional information**

**Do you have any further comments relevant to this consultation?**

## Annex 3: Glossary

Term	Description
2007 Census Test	A large scale Census test, covering 14,000 households, that was carried out across Northern Ireland on 13 May 2007. The questionnaire was designed to test new and updated questions.
Accommodation type	The type of accommodation used or available for use by an individual household. Examples include the whole of a terraced house, or a flat in a purpose-built block of flats.
Address Register	A list of all habitable addresses, whether occupied or not, containing postal address information and geographical location.
Cars or vans	This is the number of cars or vans that are owned, or available for use, by one or more members of a household. This includes company cars and vans that are available for private use. It does not include motorbikes or scooters, or any cars or vans belonging to visitors. Cars or vans used by residents of communal establishments are not counted.
Census Day 2011	Sunday 27 March 2011.
Census Night 2011	The night of 27-28 March 2011.
Census Quality Survey	The Census Quality Survey (CQS) is a voluntary survey carried out shortly after the Census. It aims to measure the accuracy of answers given to census questions by asking a sample of households the census questions again in a face-to-face interview.
Central heating	A household is classified as having central heating if it is present in some or all rooms. Central heating is classified by type, for example, one or more of the types – gas, electric (including storage heaters), oil, solid fuel (for example, wood or coal) or other types (including solar, Liquefied Petroleum Gas (LPG) or other bottled gas).
Communal establishment	An establishment providing managed residential accommodation. 'Managed' in this context means full-time or part-time supervision of the accommodation.
Continuous Household Survey	The Continuous Household Survey (CHS) runs continuously, restarting each financial year. The whole-year sample size is approx 2,000 Households and approx 3,500 individuals.
Country of birth	Country of birth is the country in which a person was born.
Country of previous residence	The country people lived in prior to their most recent arrival in Northern Ireland.
Current religion	See: Religion

Term	Description
Disclosure control	Statistical Disclosure Control (SDC) concerns safeguarding the confidentiality of the information that the NISRA releases about people and businesses, in order to ensure that the confidentiality of individual responses is respected.
DVA	Driver & Vehicle Agency.
Economic activity	This relates to whether or not a person who was aged 16 to 74 was working or looking for work in the week before Census.
Economically active	<p>A person aged 16 to 74 is described as economically active if, in the week before the Census, they were:</p> <ul style="list-style-type: none"> <li>• in employment, as an employee or self-employed;</li> <li>• not in employment, but were seeking work and ready to start work within two weeks; or</li> <li>• not in employment, but waiting to start a job already obtained and available.</li> </ul> <p>Full-time students who fulfil any of these criteria are classified as economically active and are counted separately in the 'Full-time student' category of economically active – they are not included in any of the other categories such as employees or unemployed.</p>
Economically inactive	<p>A person aged 16 to 74 is described as economically inactive if, in the week before the Census, they were not in employment but did not meet the criteria to be classified as 'Unemployed'.</p> <p>This includes a person looking for work but not available to start work within two weeks, as well as anyone not looking for work, or unable to work – for example, retired, looking after home/family, permanently sick or disabled.</p> <p>Students who fulfil any of these criteria are also classified as economically inactive. This does not necessarily mean they were in full-time education and excludes students who were working or in some other way economically active.</p>



Term	Description
Employed	<p>A person aged 16 to 74 is defined as employed (or in employment) if in the week before the Census they carried out at least one hour's paid work, either as an employee or self-employed.</p> <p>This includes casual or temporary work, on a government-sponsored training scheme, doing paid or unpaid work for their own or family business, being away from work ill, on maternity leave, or on holiday or temporarily laid off.</p>
Ethnic group	Ethnic group classifies people according to their own perceived ethnic group and cultural background.
Eurostat	<p>Eurostat is the statistical office of the European Union situated in Luxembourg. Its task is to provide the European Union with statistics at European level that enable comparisons between countries and regions:</p> <p><a href="http://ec.europa.eu/eurostat">http://ec.europa.eu/eurostat</a></p>
Freedom of Information	<p>The Freedom of Information Act gives you the right to ask any public sector organisation for all the recorded information they have on any subject. Further information can be found at the following location –</p> <p><a href="http://www.nidirect.gov.uk/freedom-of-information">http://www.nidirect.gov.uk/freedom-of-information</a></p>
General health	<p>This is a self-assessment of a person's general state of health.</p> <p>People were asked to assess their health as very good, good, fair, bad or very bad. This assessment is not based on a person's health over any specified period of time.</p>
Geography: Small Area	<p>The 4,537 Small Areas (SAs) in Northern Ireland form a new statistical geography created for the dissemination of 2011 Census outputs. Where possible, SAs have been kept identical to the 2001 Census Output Areas (COAs) to ensure comparability over time. However, in a number of cases, this was not possible, and the new 2011 SAs were created by merging two or more of the 2001 COAs together.</p>
Geography: Super Output Area	<p>There are 890 Super Output Area (SOAs) in Northern Ireland. The SOAs created for the 2011 Census outputs are almost identical to the 2001 SOAs.</p>
Health	See: General health, Long-term health problem or disability, Long-term condition.
Highest level of qualification	<p>This is derived from the question that asked those aged 16 years or older to indicate all types of qualifications that they held. People were able to record foreign qualifications.</p>

Term	Description
Hours worked	The number of hours that a person, aged 16 to 74 in employment in the week before the Census, worked in their main job. This includes paid and unpaid overtime.
Household	<p>A household is defined as:</p> <ul style="list-style-type: none"> <li>• one person living alone, or</li> <li>• a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area.</li> <li>• This includes: <ul style="list-style-type: none"> <li>○ sheltered accommodation units in an establishment where 50 per cent or more have their own kitchens (irrespective of whether there are other communal facilities); and</li> <li>○ all people living in caravans on any type of site that is their usual residence.</li> </ul> </li> </ul> <p>A household must contain at least one person whose place of usual residence is at the address. A group of short-term residents living together is not classified as a household, and neither is a group of people at an address where only visitors are staying.</p>
Household adaptations	Household accommodation that has been adapted or designed for one or more of the following: wheelchair, visual, hearing, other physical or mobility difficulties.
Household composition	Household composition classifies households according to the relationships between the household members.
Industry	The industry in which a person works is determined by the response to the question asking for a description of the business of the person's employer (or own business if self-employed). The responses are coded to a modified version of the UK Standard Industrial Classification of Economic Activities 2007 (UK SIC 2007).
Item Imputation Rates	Item imputation is used to replace missing data. The Item Imputation Rate gives the proportion of all responses that were imputed. For the 2011 Census, NISRA ensured that any item imputation that was necessary yielded a distribution that was consistent with the observed values.
Integrated Household Survey	Integrated Household Survey (IHS). The IHS is the largest social survey produced by the Office for National Statistics (ONS), providing estimates from approximately 340,000 individual respondents - the biggest pool of UK social data after the census.

Term	Description
International Labour Organization	The International Labour Organization (ILO) is the United Nations agency for the world of work. It sets international labour standards, promotes rights at work, and encourages decent employment opportunities, the enhancement of social protection and the strengthening of dialogue on work-related issues. <a href="#">International Labour Organization (ILO)</a> .
Knowledge of Irish	A person has knowledge of Irish if they can do one or more of the following: Understand Irish, Speak Irish, Read Irish, or Write Irish.
Knowledge of Ulster-Scots	A person has knowledge of Ulster-Scots if they can do one or more of the following: Understand Ulster-Scots, Speak Ulster-Scots, Read Ulster-Scots, or Write Ulster-Scots.
Living arrangements	The living arrangements classification combines responses to the question on marital and civil partnership status with information about whether or not a person is living in a couple.
Long-term condition	A self-assessment of whether a person has a condition which has lasted, or is expected to last, at least 12 months. Multiple responses could be given for this question.
Long-term health problem or disability	A self-assessment of whether a person has a health problem or disability which limits their daily activities and which has lasted, or expected to last, at least 12 months. This includes problems that are due to old age.
Main language	This is a person's first or preferred language.
Marital or Legal Partnership status	Refers to a person's legal marital or civil partnership status as at Census day.
Method of travel to work or place of study	The method of travel used for the longest part, by distance, of the usual journey to work or place of study (including school).
Most recent arrival to live in Northern Ireland	This is the date that the person last arrived to live in Northern Ireland.
Multiple deprivation	<p>The Northern Ireland Multiple Deprivation Measure 2010 (NIMDM 2010) is a measure of multiple deprivation at the small area level.</p> <p>The model of multiple deprivation that underpins the NIMDM 2010 is based on the idea of distinct domains of deprivation which can be recognised and measured separately. These are experienced by individuals living in an area. People may be counted as deprived in one or more of the domains, depending on the number of types of deprivation that they experience. The overall MDM is conceptualised as a weighted area level aggregation of these specific domains of deprivation.</p>

Term	Description
National identity	A self-determined assessment of their own identity with respect to the country or countries with which they feel an affiliation. This assessment of identity is not dependent on legal nationality or ethnic group.
NIHE	Northern Ireland Housing Executive (NIHE).
NISRA	<a href="#">Northern Ireland Statistics &amp; Research Agency</a> .
Northern Ireland Omnibus Survey	The Northern Ireland Omnibus Survey runs three to four times per year dependent on demand, providing estimates for approximately 1,100 individuals.
NRS	<a href="#">National Records of Scotland</a> .
NS-SeC	The National Statistics Socio-economic Classification (NS-SeC) provides an indication of socio-economic position based on occupation. It is an Office for National Statistics standard classification.
Number of rooms	This is the number of rooms in a household's accommodation. The definition of a room does not include bathrooms, toilets, halls or landings, or rooms that can only be used for storage. All other rooms, for example, kitchens, living rooms, bedrooms, utility rooms, studies and conservatories are counted.
Occupation	A person's occupation is coded from the response to the question asking for the full title of the main job and the description of what is done in that job. It is coded to the 2010 edition of the Standard Occupational Classification (SOC2010).
ONS	<a href="#">Office for National Statistics</a> .
Passports held	People were asked to indicate whether they held no passport, a United Kingdom passport, an Irish passport, or a passport from another country, and to write in the name of the other country if applicable. If more than one of the options were applicable, people were asked to indicate all that applied.
Place of work or study	The place a person travels to for their main job or course of study (including school).
Proficiency in English language	<p>Proficiency in English language classifies people whose main language is not English according to their ability to speak English. A person is classified in one of the categories:</p> <ul style="list-style-type: none"> <li>• can speak English very well,</li> <li>• can speak English well,</li> <li>• cannot speak English well, or</li> <li>• cannot speak English.</li> </ul>

Term	Description
Provision of unpaid care	A person is a provider of unpaid care if they give any help or support to family members, friends, neighbours or others because of long-term physical or mental ill-health or disability, or problems related to old age.
Religion	<p>People were asked to indicate which religion, religious denomination or body they belong to. Those people who did not regard themselves as belonging to any particular religion were classified as belonging to 'No religion'. Missing answers for the religion question were not imputed, so the output classifications include a 'not stated' category.</p> <p>A supplementary question on religion brought up in was asked of people who either did not regard themselves as belonging to any particular religion or did not provide an answer. This information has only been used in the derivation of 'religion or religion brought up in' and is not included in the religion variable.</p>
Religion or religion brought up in	This variable is applicable in Northern Ireland only. It identifies the religious group that people were brought up in for those who did not regard themselves as belonging to any religion. The categories of religion or religion brought up in are: Catholic; Protestant; Other Christian and Christian-related; Other Religions and None.
Residence type	This categorises people as living in a household or living in a communal establishment.
Sexual identity	Sexual identity, which is a subjective view of oneself, which may change over time, in different contexts and may differ from sexual attraction and behaviour.
Short-term resident	A non-UK born short-term resident is anyone born outside the UK who has stayed or intends to stay in the UK for a period of three months or more but less than 12 months.
Tenure and landlord	Tenure provides information about whether a household rents or owns the accommodation that it occupies and, if rented, combines this with information about the type of landlord who owns or manages the accommodation.
Travel Survey for Northern Ireland	The Travel Survey for Northern Ireland is run annually; it provides estimates for approximately 1,000 individuals.
UN Economic Commission for Europe	The United Nations Economic Commission for Europe (UNECE) was set up in 1947 by ECOSOC (Economic and Social Council). It is one of five regional commissions of the United Nations. UNECE's major aim is to promote pan-European economic integration.
Usual residence	Generally, the address in Northern Ireland at which a person spends the majority of time. For most people, this means their permanent or family home.
Usual resident	A usual resident of the UK is anyone who, on Census

Term	Description
	<p>Day 2011, was in the UK and had stayed or intended to stay in the UK for a period of 12 months or more, or had a permanent UK address and was outside the UK and intended to be outside the UK for less than 12 months.</p> <p>The main population base for outputs from the 2011 Census is the usual resident population as at Census day 27 March 2011. Although the population base for enumeration included non-UK born short- term residents, this population is analysed separately and is not included in the main outputs from the 2011 Census. All outputs, unless specified, are produced using only usual residents of the UK.</p> <p>For 2011 Census purposes, a usual resident of the UK is anyone who, on Census Day, was in the UK and had stayed or intended to stay in the UK for a period of 12 months or more, or had a permanent UK address and was outside the UK and intended to be outside the UK for less than 12 months.</p>
Year last worked	For people aged 16 years or older who have previously been employed, the year in which they were last employed.

## Annex 4: References

1971 Census Questionnaire:

<http://www.nisra.gov.uk/archive/census/1971/questionnaire.pdf>

1991 Census Questionnaire:

<http://www.nisra.gov.uk/archive/census/1991/questionnaire.pdf>

2007 Census Test Evaluation Survey Report – Responders:

<http://www.nisra.gov.uk/archive/census/2011/2007-test/evaluation/responders.pdf>

2011 Census Household Questionnaire:

<http://www.nisra.gov.uk/archive/census/2011/forms/household.pdf>

2011 Census Quality Assurance Report:

<http://www.nisra.gov.uk/archive/census/2011/evaluation/quality-assurance-report.pdf>

2011 Census Quality Survey Report:

<http://www.nisra.gov.uk/archive/census/2011/census-quality-survey.pdf>

2011 Census User Satisfaction Survey Summary Report:

<http://www.nisra.gov.uk/archive/census/2011/evaluation/user-satisfaction-survey-report.pdf>

2013-14 Continuous Household Survey:

<http://www.csu.nisra.gov.uk/survey.asp1314.1.htm>

Article 55 of the Fair Employment and Treatment (Northern Ireland) Order 1998:

<http://www.legislation.gov.uk/nisi/1998/3162/part/VII/crossheading/review-of-recruitment-training-and-promotion-practices/made>

Australian Bureau of Statistics Topic Consultation document:

<http://www.abs.gov.au/ausstats/abs@.nsf/Lookup/2007.0main+features12016>

2016 Census of Population and Housing: Consultation on content and procedures,

2016: <http://www.abs.gov.au/ausstats/abs@.nsf/Lookup/2007.0main+features12016>

Census Act (Northern Ireland) 1969:

<http://www.legislation.gov.uk/apni/1969/8/contents>

Freedom of Information Act 2000:

<http://www.legislation.gov.uk/ukpga/2000/36/contents>

Integrated Household Survey (IHS):

<http://www.ons.gov.uk/ons/guide-method/method-quality/specific/social-and-welfare-methodology/integrated-household-survey/index.html>

Data Protection Act 1998:

<http://www.legislation.gov.uk/ukpga/1998/29/contents>

The Future Provision of Census of Population Information for Northern Ireland:

<http://www.nisra.gov.uk/archive/census/2021/planning/the-future-provision-of-census-of-population-information-for-northern-ireland.pdf>

Statistics New Zealand Topic Consultation document:

<http://www.stats.govt.nz/Census/2018-census/prelim-content/proposed-topics.aspx#>

Northern Ireland Act 1998:

<http://www.legislation.gov.uk/ukpga/1998/47/contents>

ONS Topic Consultation document:

<http://www.ons.gov.uk/ons/guide-method/census/2021-census/consultations/the-2021-census---initial-view-on-content-for-england-and-wales.pdf>

Race Relations (Northern Ireland) Order 1997:

<http://www.legislation.gov.uk/nisi/1997/869/contents/made>

Racial Equality Strategy for Northern Ireland 2014-2024:

<http://www.ofmdfmi.gov.uk/racial-equality-strategy>

Section 75 of the Northern Ireland Act 1998:

<http://www.legislation.gov.uk/ukpga/1998/47/section/75>

Sexual Identity Project:

<http://www.ons.gov.uk/ons/guide-method/measuring-equality/equality/sexual-identity-project/index.html>

Statistics Canada Topic Consultation document:

<http://www12.statcan.gc.ca/census-recensement/2016/consultation/index-eng.cfm>

Statistics Canada Census Program Content Consultation Report, Census Year 2016:

<https://www12.statcan.gc.ca/census-recensement/2016/consultation/contentReport-RapportContenu/index-eng.cfm>

Volunteering in Northern Ireland:

<https://www.dsdni.gov.uk/publications/voluntary-and-community-research>