



Company Registration No: NI. 36868

Northern Ireland Charity No: NIC100169

NICEM

SUBMISSION

2021 Census: Topic Consultation for Northern Ireland

NISRA

September 2015

December 2015

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: Ethnicity, Identity, Language and Religion

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:

Policy analysis

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.

NICEM has utilised the 2011 Census data on ethnic group, country of birth and national identity in an attempt to establish the BME population of NI and thus facilitate assessments of the adequacy of current provision in meeting need.

For example, data on ethnic group was utilised to establish the Traveller population in NI as part of NICEM's Traveller Voices for Change. This data was fundamental to assessments of population change since the previous Census and considerations of Traveller self-identification.¹

Census data on country of birth, nationality and language was utilised comparatively in research on the impact of the economic downturn on BME communities in the North West, in order to establish the representativeness of the cohort.² This then allowed the research to consider the issues affecting prevalent groups.

Data on ethnicity, compared with data from the 2001 Census, was vital to an analysis of the increase in the BME population that underlined baseline research on barriers to integration in NI.³ 2011 and 2001 Census data on country of birth was utilised to reinforce this analysis and assess the effect of migration following the accession of A8 States to the EU in 2004.⁴

In this same research, 2011 Census data on language was utilised to map the range of countries that recent migrants may have come from.⁵ Establishing these baseline figures was fundamental to expressing the need for research into the barriers to integration faced by the changing BME population in NI.

Establishing the BME population of NI through 2011 Census figures on country of birth and ethnicity was also fundamental to NICEM's 2014 Benchmarking Report, which assessed the adequacy and accessibility of current service provision in as regards hate crime, employment, housing, health, education and other areas.⁶

¹ Scullion, G. and Rogers, S., 'Traveller Voices for Change: Mapping the Views of Irish Travellers on Integration and their Sense of Belonging in Northern Ireland' (2014), p.7

² McAfee, C., 'The Impact of the Economic Downturn on the Black and Minority Ethnic People in the North West of Northern Ireland' (2014), p.2

³ Scullion, G. and Rogers, S., 'Voices for Change: Mapping the Views of Black and Minority Ethnic People on Integration and their Sense of Belonging in Northern Ireland' (2014), p.5

⁴ ibid

⁵ ibid

⁶ NICEM, 'The Annual Human Rights and Racial Equality Benchmarking Report 2013/14' (2014), p.5

2011 Census data on this topic has also informed a number of consultation responses, which provide commentary on particular areas of policy. For example, NICEM utilised 2011 Census data on ethnicity to highlight the disproportionate impact of domestic violence on BME women as part of its response to the draft Victims Charter.⁷

Localised data is also important; for example, data on ethnic group by administrative geography was utilised as part of a response to Belfast City Council's proposed Employability and Skills Framework, in order to highlight the concentration of NI's BME population within Belfast and thus emphasise the need to allocate resources to tackling the barriers to employment that face these groups.⁸

Ultimately, the availability of accurate, comprehensive data on ethnicity, language and country of birth is vitally important to assessments of the adequacy and accessibility of services for BME communities in NI. However, the ability of NICEM to undertake these analyses is impeded significantly by the lack of a definitive figure for the BME population in NI that includes 'White' ethnic minorities, as discussed below.

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

- ☐ Fully
- ☒ Partially
- ☐ No

⁷ NICEM, 'Submission – Draft Victim Charter: A Department of Justice Consultation' (2014), p.3

⁸ NICEM, 'Submission – Consultation on Belfast Employability and Skills Framework' (2015), p.6

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

A key shortcoming with the data collected on ethnic group under the 2011 Census is the aggregation of data under the 'White' category. This is contrary to the approach taken in England and Wales where the 'White' category is disaggregated into 'White British', 'White Irish', 'Irish Traveller' and 'Other White'.⁹

It is also contrary to the approach adopted in Scotland, where the 'White' category is disaggregated to include data on those who identify as 'White Scottish', 'White Other British', 'White Irish', 'White Traveller', 'White Polish' and 'Other White'.¹⁰ Consequently, Northern Ireland (NI) is the only part of the United Kingdom (UK) where data collection on ethnicity fails to gather data on 'White' ethnic minorities.

Collection of data in the manner utilised in NI also diverges from United Nations (UN) recommendations on the gathering of census data. These recommendations define ethnicity as being:

'based on a shared understanding of history and territorial origins (regional and national) of an ethnic group or community, as well as on particular cultural characteristics such as language and/or religion'.¹¹

Considering this definition, the aggregation of different ethnic groups under the 'White' category within the 2011 Census is suggestive of an erroneous conflation of ethnicity with race.

The aggregation of data on 'White' ethnic minorities is problematic due to the underestimation of the ethnic minority population that it engenders. Available data suggests that a significant proportion of the Black and Minority Ethnic (BME) population in NI is 'White'; if one considers those who identified themselves in the 2011 Census as having been born in Poland, Lithuania, Germany, Slovakia and Latvia alone, then this indicates a further 35,855 potential 'White' ethnic minority individuals.¹² This is significantly higher than even the total number of ethnic minorities identified in the 2011 Census (32,414) and would over double the identified ethnic minority population of NI.¹³

While nationality data from the 2011 Census may somewhat illuminate the 'White' ethnic minority population in NI, it cannot be viewed as a complete substitute for disaggregated data on ethnicity, as it does not capture large

⁹ Office for National Statistics, 'Ethnicity and National Identity in England and Wales 2011' (2012), p.3

¹⁰ National Records of Scotland, 'Scotland's Census 2011 – Table DC2101SC – Ethnic Group by Sex by Age All People' (2011)

¹¹ United Nations Secretariat, Department of Economic and Social Affairs, Statistics Division, 'Principles and Recommendations for Population and Housing Censuses: Revision 2' (2008), p.139

¹² Northern Ireland Statistics and Research Agency, 'Census 2011: Country of Birth – Full Detail: QS206NI' (2011)

¹³ Northern Ireland Statistics and Research Agency, 'Census 2011: Ethnic Group – Full Detail: QS201NI' (2011)

numbers of individuals who are captured under an ethnic group category. Indeed, an observation of comparable minority ethnic groups included in both nationality and ethnic group categories in the 2011 Census shows a 50.7% lower capture under nationality than under ethnic group.¹⁴

Ultimately, the construction of the current Census questions – i.e. the aggregation of data on ‘White’ ethnicities and the limited ability of data on country of birth and nationality to substitute this data - means that information on second generation ‘White’ ethnic minorities is not available, thus leaving a significant gap in the data on NI’s BME population, even when data on ethnic group, nationality and country of birth are cross-referenced.

This is a matter of extreme concern, as the Census data on ethnicity is utilised to inform resource allocation by the Government, meaning that initiatives to assist ethnic minority individuals in NI are likely to be significantly under-resourced.¹⁵

Furthermore, as indicated by the Northern Ireland Statistics and Research Agency, the Census data is used to inform Government policy-making, particularly regarding Section 75 groups, which has relevance to ethnic minorities who are racial and religious minorities.¹⁶

‘White’ ethnic minorities may face the same language barriers, cultural barriers, discriminatory treatment, hate crime victimisation and impeded access to services as other BME persons.^{17 18 19} Thus, the ability of the Government, statutory bodies and Non-Governmental Organisations to assess access to services, analyse the adequacy of current provision and ensure that adequate resources are accorded to relevant initiatives is significantly undermined.

NICEM recommends that the ‘White’ category under Ethnic Group be disaggregated into ‘White British’, ‘White Irish’ and ‘White Other’.

¹⁴ (Chinese, Indian, Pakistani, Bangladeshi, Filipino, Thai, Malaysian, Iranian, Nepalese, Japanese, Korean, Indonesian, Vietnamese and Burmese) *ibid*; Northern Ireland Statistics and Research Agency, ‘Census 2011: National Identity – Full Detail: QS205NI’ (2011)

¹⁵ Northern Ireland Statistics and Research Agency, ‘2021 Census: Topic Consultation for Northern Ireland’ (2015), p.12

¹⁶ Northern Ireland Statistics and Research Agency, ‘The Future Provision of Census of Population Information for Northern Ireland’ (2014), p.9

¹⁷ McVeigh, R. and McAfee, C., ‘“Za Chlebem”: The Impact of the Economic Downturn on the Polish Community in Northern Ireland’ (2010), p.53

¹⁸ Kouvonen, A., Bell, J. and Donnelly, M., ‘“We Asked for Workers, But Human Beings Came” Mental Health and Well-Being of Polish Migrants in Northern Ireland’ (2014), pp.3-6

¹⁹ Scullion, G. and Rogers, S., ‘Traveller Voices for Change: Mapping the Views of Irish Travellers on Integration and their Sense of Belonging in Northern Ireland’ (2014), pp.21-27

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*

Ethnic group – Irish Traveller

Country of birth – Polish

Nationality - Polish

Main language – Polish, Lithuanian, Portuguese, Slovak, Chinese, Tagalog/Filipino, Latvian, Russian, Malayalam, Hungarian

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 |
| <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 checked="" type="checkbox"/> |

Please remember to complete [Section 2: About you](#) and [Section 3: Consent](#) at the end of this document.

Section 2: About you

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

- ☒ Organisation – please specify: Northern Ireland Council for Ethnic Minorities
- ☐ Individual

Please provide your contact details.

Your name * Luke Kelly

Email address * luke@nicem.org.uk

Telephone number 028 90 23 86 45

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?

