

**Article - Understanding ancestry in the Norfolk Island population**

S22 to: S47F

14/11/2019 08:21 AM

Cc: S22, Chris Libreri

This message is digitally signed.

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History: This message has been forwarded.

Hello S47F

Thank you for coming to the information session yesterday on 2021 Census planning. As promised, here is a link to the article published 8th August 2017 explaining the differences in ancestry data between the Norfolk Island Census and the 2016 Australian Census.

<https://www.abs.gov.au/ausstats/abs@.nsf/Lookup/by%20Subject/2900.0~2016~Main%20Features~Understanding%20ancestry%20in%20the%20Norfolk%20Island%20population~10142>

Please let me know if you have any further questions.

Regards

S22

S22

Director, Household Characteristics and Social Reporting

**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

From: /Staff/ABS  
To: S22 /Staff/ABS@ABS  
Cc: Chris Libreri/Staff/ABS@ABS  
Date: 20/11/2019 09:28 AM  
Subject: Re: NI briefing note

Hi S22

I agree with Chris, this is very good - it covers all the main points in a succinct and clear way. Nothing further to add from me.

Cheers

S22

S22

Director, Household Characteristics and Social Reporting

**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

From: Chris Libreri/Staff/ABS  
To: S22 /Staff/ABS@ABS  
Cc: S22 /Staff/ABS@ABS  
Date: 19/11/2019 06:11 PM  
Subject: Re: NI briefing note

Hi S22

This is very good and I have just elaborated on a few points :



- Norfolk Island Ministerial Briefing Note.docx

If you are happy with these changes and receive nothing further from S22 you have my approval and can I ask that your respond directly to Regional Development ccing me and other relevant ABS folk.

Cheers

**Chris Libreri**

General Manager Census Division

*Head of Brisbane Office*

**Australian Bureau of Statistics**

(P) (02) 6252 5234 (M) S22 (F) (02) 6252 0000

(E) [chris.libreri@abs.gov.au](mailto:chris.libreri@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

From: S22/Staff/ABS  
To: Chris Libreri/Staff/ABS@ABS  
Cc: S22/Staff/ABS@ABS  
Date: 19/11/2019 02:17 PM  
Subject: NI briefing note

Hi Chris,

Attached is the briefing note I have drafted for the Assistant Minister, Regional Development. I didn't include a link to the supplementary publication "Understanding ancestry in the Norfolk Island population. I think you preferred including that with the accompanying email.

S22, feel free to make any changes.

Enjoy Darwin.

S22

*Assistant Director, 2021 Census Field Operations*

Census and Data Services Division | **Australian Bureau of Statistics**

(M) S22

(E) S22 [@abs.gov.au](mailto:S22@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

[attachment "Norfolk Island Ministerial Briefing Note.docx" deleted by Chris Libreri/Staff/ABS]



RE: By noon 20/11/19 - Norfolk Island - census briefing [SEC=UNCLASSIFIED]

[SEC=OFFICIAL:Sensitive] S47F to: S22 20/11/2019  
09:57 AM

Cc: "S47F", "Chris Libreri", "S22", "Nick Stathis", "Secretariat WDB", "Bindi Kindermann"

From: "S47F" <S47F@infrastructure.gov.au>

To: "S22" <S22@abs.gov.au>

Cc: "S47F" <S47F@infrastructure.gov.au>, "Chris Libreri" <chris.libreri@abs.gov.au>, "S22" <S22@abs.gov.au>, "Nick Stathis" <nick.stathis@abs.gov.au>, "Secretariat WDB" <S22>, "Bindi Kindermann" <bindi.kindermann@abs.gov.au>

History:

This message has been forwarded.

**CAUTION:** External email. Do not click links or open attachments unless you recognise the sender and know the content is safe.

**OFFICIAL:Sensitive**

Dear S22,

Thank you to you and your colleagues for responding so quickly. Much appreciated.

Regards,

S47F

Assistant Director | Legislation Reform and Justice  
Policy Section  
Norfolk Island and Mainland Territories Branch |  
Territories Division  
Department of Infrastructure, Transport, Cities and  
Regional Development  
GPO Box 594, Canberra ACT 2601

t S47F

w [www.infrastructure.gov.au](http://www.infrastructure.gov.au)

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Traditional Owners and Custodians of Australia,  
and their continuing connections to the land,  
waters and communities. We pay our respects to  
them and to their Elders past, present and  
emerging.*

Australian Government, Department of Infrastructure,  
Transport, Cities and Regional Development

vision\_image

**OFFICIAL:Sensitive**

From: S22 <S22@abs.gov.au>

Sent: Wednesday, 20 November 2019 9:49 AM

To: S47F <S47F@infrastructure.gov.au>

S22

Cc: S47F <S47F@infrastructure.gov.au>; Chris Libreri <chris.libreri@abs.gov.au>; S22 <S22@abs.gov.au>; Nick Stathis <nick.stathis@abs.gov.au>; Secretariat WDB <S22>; Bindi Kindermann <bindi.kindermann@abs.gov.au>  
Subject: Re: By noon 20/11/19 - Norfolk Island - census briefing [SEC=UNCLASSIFIED]

Dear S47F,

Please find attached material for your Ministerial briefing regarding Norfolk Island issues. The briefing note has been approved by Chris Libreri, General Manager, Census Division.

Don't hesitate to contact me again should you have any further queries.

Kind regards

S22

Assistant Director, 2021 Census Field Operations

Census and Data Services Division | Australian Bureau of Statistics

(M) S22

(E) S22@abs.gov.au (W) www.abs.gov.au

(See attached file: Norfolk Island Ministerial Briefing Note.docx)

S47F ---19/11/2019 12:15:41 PM---  
\*\*\*\*\*

From: S47F <S47F@infrastructure.gov.au>  
To: S22 <S22@abs.gov.au>  
Cc: S47F <S47F@infrastructure.gov.au>  
Date: 19/11/2019 12:15 PM  
Subject: By noon 20/11/19 - Norfolk Island - census briefing [SEC=OFFICIAL:Sensitive]

**CAUTION:** External email. Do not click links or open attachments unless you recognise the sender and know the content is safe.

OFFICIAL:Sensitive

Dear S22,

Information requested by noon on 20 November 2019, if possible.

Thank you for your time on the phone just now.

As I explained, we are preparing briefing for the visit by the Assistant Minister for Regional Development and Territories to Norfolk Island in early December.

The Assistant Minister's Office has just recently asked us for a brief on the ancestry issue in the 2016 census and the work the ABS is currently doing on that matter ahead of the next census.

With apologies for the tight timeframe, I would be grateful if you could provide me with a response by noon tomorrow,

if possible. There may be a little leeway in the deadline (until COB) but we are unfortunately at the very pointy end of our clearance process.

Do not hesitate to contact me to discuss any issues.

Regards,

**S47F**  
Assistant Director | Legislation Reform and Justice Policy Section  
Norfolk Island and Mainland Territories Branch | Territories  
Division  
Department of Infrastructure, Transport, Cities and Regional  
Development  
GPO Box 594, Canberra ACT 2601

**t S47F**  
w [www.infrastructure.gov.au](http://www.infrastructure.gov.au)

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**OFFICIAL:Sensitive**

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Re: Norfolk Island - Census briefing for Assistant Minister for Regional Development and Territories [SEC=UNCLASSIFIED]Teresa Dickinson to: Chris Libreri 20/11/2019 10:26 AM  
From: Teresa Dickinson/Staff/ABS  
To: Chris Libreri/Staff/ABS@ABS  
History:  
This message has been forwarded.  
Hi Chris

Thanks for this. Given that we've made the decision that this Census will work hard to get accurate data for Norfolk Island, including ancestry, this is a good outcome. I will file your note in my "special stakeholders" sub-folder.

Cheers

T

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**From:** Chris Libreri <chris.libreri@abs.gov.au>  
**Date:** 20 November 2019 at 9:55:45 am AEDT  
**To:** Teresa Dickinson <teresa.dickinson@abs.gov.au>  
**Subject:** Norfolk Island - Census briefing for Assistant Minister for Regional Development and Territories

Hi this is just FYI.

The Assistant Minister is soon to visit Norfolk and the department asked for a briefing on our visit and the ancestry issue.

**Chris Libreri**

General Manager Census Division

*Head of Brisbane Office*

**Australian Bureau of Statistics**

(P) (02) 6252 5234 (M)  (F) (02) 6252 0000

(E) [chris.libreri@abs.gov.au](mailto:chris.libreri@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

**S22**

----- Forwarded by Chris Libreri/Staff/ABS on 20/11/2019 08:21 AM -----



From: [redacted] /Staff/ABS  
To: [redacted] <[redacted]@infrastructure.gov.au>  
Cc: [redacted] <[redacted]@infrastructure.gov.au>, Chris Libreri/Staff/ABS@ABS, [redacted] /Staff/ABS@ABS, Nick Stathis/Staff/ABS@ABS, Secretariat WDB@ABS, Bindi Kindermann/Staff/ABS@ABS  
Date: 20/11/2019 08:19 AM  
Subject: Re: By noon 20/11/19 - Norfolk Island - census briefing

Dear [redacted],

Please find attached material for your Ministerial briefing regarding Norfolk Island issues. The briefing note has been approved by Chris Libreri, General Manager, Census Division.

Don't hesitate to contact me again should you have any further queries.

Kind regards

[redacted]

*Assistant Director, 2021 Census Field Operations*

Census and Data Services Division | **Australian Bureau of Statistics**

(M) [redacted]

(E) [redacted] [@abs.gov.au](mailto:[redacted]@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

*(See attached file: Norfolk Island Ministerial Briefing Note.docx)*

" [redacted] " --19/11/2019 12:15:41 PM---  
\*\*\*\*\*

From: [redacted] <[redacted]@infrastructure.gov.au>  
To: [redacted] <[redacted]@abs.gov.au> <[redacted]@abs.gov.au>  
Cc: [redacted] <[redacted]@infrastructure.gov.au>  
Date: 19/11/2019 12:15 PM  
Subject: By noon 20/11/19 - Norfolk Island - census briefing [SEC=OFFICIAL:Sensitive]

**CAUTION:** External email. Do not click links or open attachments unless you recognise the sender and know the content is safe.

OFFICIAL:Sensitive

Dear [redacted],

Information requested by noon on 20 November 2019, if possible.

Thank you for your time on the phone just now.

As I explained, we are preparing briefing for the visit by the Assistant Minister for Regional Development and Territories to Norfolk Island in early December.

The Assistant Minister's Office has just recently asked us for a brief on the ancestry issue in the 2016 census and the work the ABS is currently doing on that matter ahead of the next census.

With apologies for the tight timeframe, I would be grateful if you could provide me with a response by noon tomorrow, if possible. There may be a little leeway in the deadline (until COB) but we are unfortunately at the very pointy end of our clearance process.

Do not hesitate to contact me to discuss any issues.

Regards,

S47F

Assistant Director | Legislation Reform and Justice Policy Section  
Norfolk Island and Mainland Territories Branch | Territories  
Division  
Department of Infrastructure, Transport, Cities and Regional  
Development  
GPO Box 594, Canberra ACT 2601

t S47F

w [www.infrastructure.gov.au](http://www.infrastructure.gov.au)

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## Thank you

S22 to: mayor, S47F

20/11/2019 04:25 PM

Cc: Chris Libreri, S22  
This message is digitally signed.

History: This message has been forwarded.

S47F

Mayor, Norfolk Island Regional Council

S47F

Interim General Manager, Norfolk Island Regional Council

Thank you both for taking the time to meet with us last week. We now have a far greater contextual understanding of Norfolk Island and the issues which are important to the community there. Also, hopefully we were able to adequately outline our plans for the 2021 Census.

In particular, we had a number of productive discussions regarding data about ancestry of people on Norfolk Island. Following these discussions, the majority of the community's concerns about ancestry data were alleviated and we agreed to consult on the development of guidance material on the 2021 ancestry question. The ABS also learnt some valuable lessons about educating the community prior to the 2021 Census, and in how we should disseminate ancestry data from that Census.

During the visits, we mentioned that we planned on having ongoing communication with Norfolk Island stakeholders in the lead up to the next Census. Accordingly, I plan to visit Norfolk Island during the week of 27 April 2020 to 1 May 2020. The main focus of that visit will be to update you on planning for the 2021 Census, discuss guidance material to accompany the census form, and meeting with the Youth Council and Womens Action Group, both of whom we missed last week.

Don't hesitate to contact me if you have any questions or further comments.

Kind regards

S22

*Assistant Director, 2021 Census Field Operations*

Census and Data Services Division | **Australian Bureau of Statistics**

(M) S22

(E) S22 [@abs.gov.au](mailto:S22@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)



## Thank you

S22 to: [norfolkisland.coc](mailto:norfolkisland.coc), S47F

20/11/2019 04:28 PM

Cc: Chris Libreri, S22  
This message is digitally signed.

History: This message has been forwarded.

S47F  
Vice-President, Chamber of Commerce

S47F  
President, Council of Elders

S47F  
President, Norfolk Island People for Democracy

Thanks to you and your members for taking the time to meet with us last week. We now have a far greater contextual understanding of Norfolk Island and the issues which are important to the community there. Also, hopefully we were able to adequately outline our plans for the 2021 Census.

In particular, we had a number of productive discussions regarding data about ancestry of people on Norfolk Island. Hopefully these discussions helped the community's understanding of ancestry data and we agreed to consult on the development of guidance material on the 2021 ancestry question. The ABS also learnt some valuable lessons about improving community understanding of census questions prior to the 2021 Census, and in how we should disseminate ancestry data from that Census.

During the visits, we mentioned that we planned on having ongoing communication with Norfolk Island stakeholders in the lead up to the next Census. Accordingly, I plan to visit Norfolk Island during the week of 27 April 2020 to 1 May 2020. The main focus of that visit will be to update you on planning for the 2021 Census, and to discuss guidance material to accompany the census form. Of course I would be happy to discuss any other issues of interest.

Don't hesitate to contact me if you have any questions or further comments.

Kind regards

S22  
*Assistant Director, 2021 Census Field Operations*

Census and Data Services Division | **Australian Bureau of Statistics**

(M) S22

(E) S22 [@abs.gov.au](mailto:S22@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

From: Chris Libreri/Staff/ABS  
To: S22 /Staff/ABS@ABS  
Cc: Bindi Kindermann/Staff/ABS@ABS, S22 /Staff/ABS@ABS, S22 /Staff/ABS@ABS, S22 /Staff/ABS@ABS, Mark Harding/Staff/ABS@ABS  
Date: 21/11/2019 05:48 PM  
Subject: Re: The way we present Ancestry Data... and things Norfolk Island

Thanks S22

The inclusion as an example is more about giving them some identity within the form (ie they are a legitimate Ancestry) and to assist those of Pitcairn descent in other parts of Australia who won't get the information sheet. I believe we included South Sea Islanders as an example to also assist their identity and that would need to remain.

In terms of the other examples used I would like some line of sight on this please.

**Chris Libreri**

General Manager Census Division

*Head of Brisbane Office*

**Australian Bureau of Statistics**

**(P) (02) 6252 5234 (M) S22 (F) (02) 6252 0000**

**(E) [chris.libreri@abs.gov.au](mailto:chris.libreri@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)**

S22

From: S22 /Staff/ABS  
To: Chris Libreri/Staff/ABS@ABS  
Cc: Bindi Kindermann/Staff/ABS@ABS, S22 /Staff/ABS@ABS, S22 /Staff/ABS@ABS, S22 /Staff/ABS@ABS, Mark Harding/Staff/ABS@ABS  
Date: 21/11/2019 04:44 PM  
Subject: Re: The way we present Ancestry Data... and things Norfolk Island

Thanks Chris,

S22 will follow up the dissemination aspect of this that we discussed today.

In terms of including Pitcairn as an example ancestry, I believe that it would be more effective if we manage this in our direct communication with people on Norfolk rather than listing it on the form. We will already need to produce instructions around ancestry and not selecting more than two. We reviewed explanatory text as part of the question development work and have made changes to ancestry based on consultation with the Migrants NSC and Dept of Home Affairs. The changes are to make the list more contemporary to include Croatian, Serbian, Tamil and Sinhalese among others. The key use of this data from a policy perspective is when a person's ancestry can't be readily assessed from their country of birth.

cheers,

S22

S22

Director - 2021 Census Content and Dissemination

Census and Data Services Division | **Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 [@abs.gov.au](mailto:S22@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

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From: Chris Libreri/Staff/ABS  
To: S22/Staff/ABS@ABS, S22/Staff/ABS@ABS  
Cc: Bindi Kindermann/Staff/ABS@ABS, Mark Harding/Staff/ABS@ABS, S22/Staff/ABS@ABS, S22/Staff/ABS@ABS  
Date: 21/11/2019 11:39 AM  
Subject: The way we present Ancestry Data... and things Norfolk Island

Hi

I touched base with S22 today and put this on her radar - to be clear we are at the exploratory stage of looking at this, refer to this link for the issue :

<https://www.abs.gov.au/ausstats/abs@.nsf/Lookup/by%20Subject/2900.0~2016~Main%20Features~Understanding%20ancestry%20in%20the%20Norfolk%20Island%20population~10142>

We are down to meet FECCA (Ethnic Community Council) tentatively next week and I am keen to understand their position - this may well be one of those things where the way we have reported something has become the norm and change would be difficult to manage.

S22 will be exploring with the local community the best way to communicate around this for the Census and will also work with them on the information sheet. We also said we would consider including Pitcairn as an example Ancestry (alongside Greek etc.) and look at the way we disseminate ancestry hence S22 exploration.

**Chris Libreri**

General Manager Census Division

*Head of Brisbane Office*

**Australian Bureau of Statistics**

(P) (02) 6252 5234 (M) S22 (F) (02) 6252 0000

(E) [chris.libreri@abs.gov.au](mailto:chris.libreri@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

S22





**Re: NI Visit Report** 

S22 to: S22

26/11/2019 08:34 PM

Cc: Chris Libreri

This message is digitally signed.

History: This message has been forwarded.

Hi S22

Thanks for the opportunity to comment on this. I have made a few minor comments in this version:



Report on Visit to Norfolk Island - November 2019 + S22 comments.docx

Let me know if you have any questions and feel free to discard anything you don't agree with!

Cheers

S22

S22

Director, Household Characteristics and Social Reporting

**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

S22 Hi Chris and S22, Please find attached a dr... 26/11/2019 03:42:50 PM

From: S22/Staff/ABS  
To: Chris Libreri/Staff/ABS@ABS, S22/Staff/ABS@ABS  
Date: 26/11/2019 03:42 PM  
Subject: NI Visit Report

Hi Chris and S22,

Please find attached a draft report of our visit to Norfolk Island. Happy for any feedback, in particular, any omissions. When finalised, I will circulate to relevant stakeholders - any ideas for who to would also be appreciated.

Chris, I think I should reply to the Mayor's email. Can't make any firm promises yet, but wanted to let her know we are looking a number of issues resulting from our visit.

Cheers

S22

*Assistant Director, 2021 Census Field Operations*

Census and Data Services Division | **Australian Bureau of Statistics**

(M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)



Report on Visit to Norfolk Island - November 2019.docx

From: /Staff/ABS  
To: S22 /Staff/ABS@ABS  
Cc: Chris Libreri/Staff/ABS@ABS  
Date: 27/11/2019 09:04 PM  
Subject: Re: Preamble for "Understanding ancestry in the Norfolk Island population"

For sure - that makes sense. I'll let you know when updated.

Cheers

S22

Director, Household Characteristics and Social Reporting

**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

From: S22 /Staff/ABS  
To: S22 /Staff/ABS@ABS  
Cc: Chris Libreri/Staff/ABS@ABS  
Date: 27/11/2019 12:44 PM  
Subject: Re: Preamble for "Understanding ancestry in the Norfolk Island population"

Hi S22,

I prefer option 2 too. I am happy to circulate to NI contacts if you wish. Just let me know when it is ready to go.

Kind regards

S22

*Assistant Director, 2021 Census Field Operations*

Census and Data Services Division | **Australian Bureau of Statistics**

(M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

From: S22 /Staff/ABS  
To: Chris Libreri/Staff/ABS@ABS  
Cc: S22 /Staff/ABS@ABS  
Date: 26/11/2019 09:11 PM  
Subject: Preamble for "Understanding ancestry in the Norfolk Island population"

Hi Chris

I've drafted a couple of options for the text to be added to the "Understanding ancestry in the Norfolk Island population" article. The heading 'Data usage note' aligns with what is used in the other data quality statements within the publication (eg:

<https://www.abs.gov.au/ausstats/abs@.nsf/Lookup/by%20Subject/2900.0~2016~Main%20Features~ANCP%20Ancestry%20Multi%20Response~10040>). I've deliberately kept it short and to the point for maximum impact (too much text and people don't read things - also, there is not much more to say than this I think).

Let me know your thoughts/suggestions. When you're happy, I'll arrange for it to be added to the article and published. We can then circulate the link to NI contacts.

*Option 1:*

**"Data usage note:**

Ancestry data reported for Norfolk Island from the 2016 Census is not comparable with Pitcairn ancestry data reported from Norfolk Island Censuses (2011 and prior). The following article explains the reasons why."

*Option 2:*

**"Data usage note:**

Ancestry data reported for Norfolk Island from the 2016 Census is not comparable with Pitcairn ancestry data reported from Norfolk Island Censuses (2011 and prior). The ABS cautions against conclusions made on the basis of comparing the two. The following article explains the reasons why."

Cheers

S22

Director, Household Characteristics and Social Reporting

**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 [@abs.gov.au](mailto:S22@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

S22



**Re: Preamble for "Understanding ancestry in the Norfolk Island population"**



S22 to: Chris Libreri

27/11/2019 08:58 PM

Cc: S22

This message is digitally signed.

History: This message has been forwarded.

Thanks Chris,

Yes - will progress with S22 to get updated.

Cheers

S22

Director, Household Characteristics and Social Reporting

**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

Chris Libreri | Thanks S22 - I like option 2. Are you happy... | 27/11/2019 07:37:38 AM

From: Chris Libreri/Staff/ABS  
To: S22 /Staff/ABS@ABS  
Cc: S22 /Staff/ABS@ABS  
Date: 27/11/2019 07:37 AM  
Subject: Re: Preamble for "Understanding ancestry in the Norfolk Island population"

Thanks S22 - I like option 2.

Are you happy to progress this with S22 to get the update made?

**Chris Libreri**

General Manager Census Division

*Head of Brisbane Office*

**Australian Bureau of Statistics**

(P) (02) 6252 5234 (M) S22 (F) (02) 6252 0000

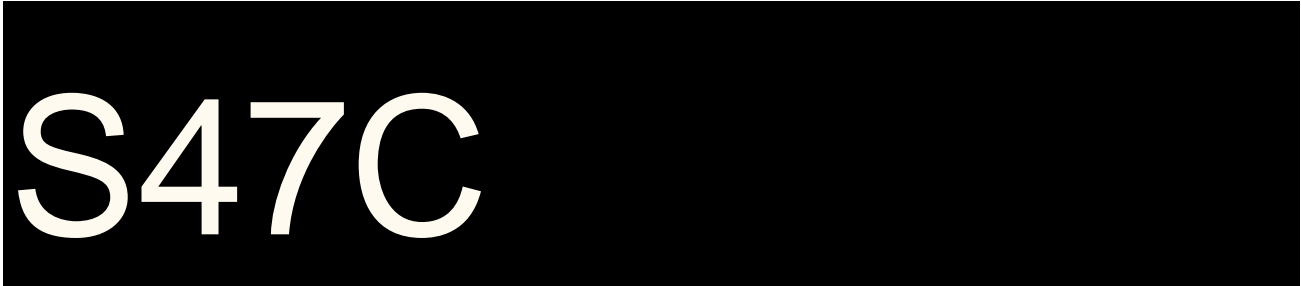
(E) [chris.libreri@abs.gov.au](mailto:chris.libreri@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

S22 | Hi Chris I've drafted a couple of options for th... | 26/11/2019 09:11:28 PM

From: [S22] /Staff/ABS  
To: [S22] /Staff/ABS@ABS  
Cc: [S22] /Staff/ABS@ABS, [S22] /Staff/ABS@ABS  
Date: 28/11/2019 10:10 PM  
Subject: Re: Ancestry on Norfolk Island

Hi [S22],



[S22]

[S22]

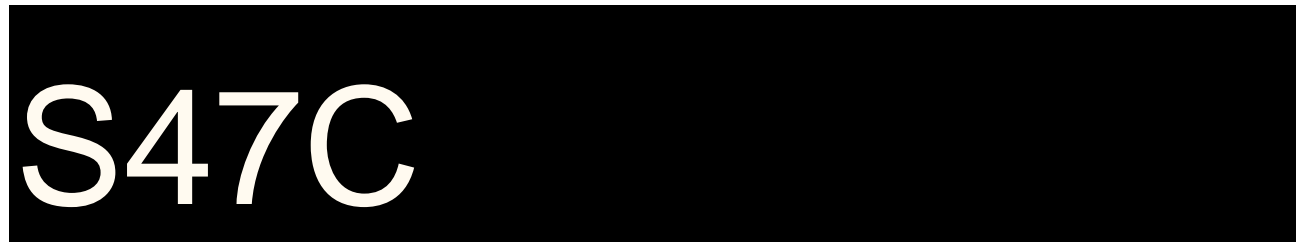
*a/g Director*

Migration and Small Population Insights | Australian Bureau of Statistics

(P) [S22] (M) [S22]  
(E) [S22] @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

From: [S22] /Staff/ABS  
To: [S22] /Staff/ABS@ABS  
Cc: [S22] /Staff/ABS@ABS, [S22] /Staff/ABS@ABS  
Date: 28/11/2019 08:56 PM  
Subject: Re: Ancestry on Norfolk Island

Hi [S22],



[S22]

[S22]

2021 Census Content | Australian Bureau of Statistics

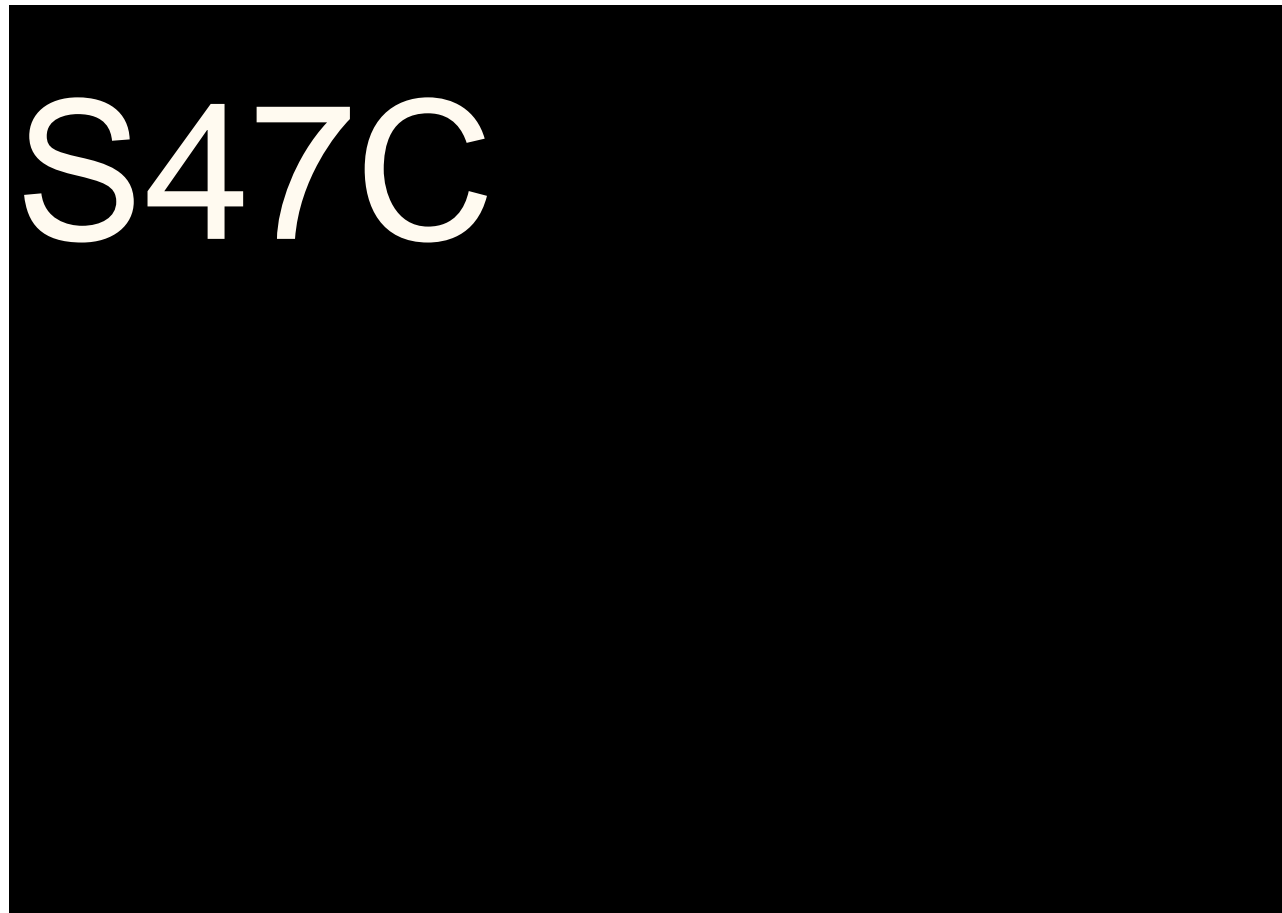
(P) [S22] (F) [S22]  
(E) [S22] @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

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From: [REDACTED] /Staff/ABS  
To: [REDACTED] /Staff/ABS@ABS  
Cc: [REDACTED] /Staff/ABS@ABS, [REDACTED] /Staff/ABS@ABS  
Date: 28/11/2019 07:31 PM  
Subject: Re: Ancestry on Norfolk Island

Hi [REDACTED]



[REDACTED]

Director, Household Characteristics and Social Reporting  
**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

From: S22 /Staff/ABS  
To: S22 /Staff/ABS@ABS, /Staff/ABS@ABS  
Cc: S22 /Staff/ABS@ABS  
Date: 28/11/2019 05:00 PM  
Subject: Ancestry on Norfolk Island

Hi S22 and S22,

I was hoping you both be able to read the following email I have drafted for Chris Libreri regarding Pitcairn ancestry data. I would welcome and feedback/comments/corrections!

Thanks,

S22

---

Hi Chris,



S47C



# S47C

Cheers,

S22

S22

2021 Census Content | **Australian Bureau of Statistics**

(P) S22 (F) S22

(E) S22 [@abs.gov.au](mailto:S22@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

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**Re: Ancestry and Norfolk Island** 

**Chris Libreri** to: S22

29/11/2019 12:19 PM

2021 Census Content Development WDB, S22  
 Cc: S22, S22, S22, S22,  
 S22

Thanks S22 - please copy in S22 on future Comms (he is our NI Manager) and it would be good if you two could touch base.

I have appended some comments below.

**Chris Libreri**

General Manager Census Division

*Head of Brisbane Office*

**Australian Bureau of Statistics**

**(P) (02) 6252 5234 (M) S22 (F) (02) 6252 0000**

**(E) [chris.libreri@abs.gov.au](mailto:chris.libreri@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)**

**S22**

S22 Good morning Chris, I was able to catch up a... 29/11/2019 07:04:29 AM

From: S22 /Staff/ABS  
 To: Chris Libreri/Staff/ABS@ABS  
 Cc: S22 /Staff/ABS@ABS, S22 /Staff/ABS@ABS, 2021 Census Content Development WDB@ABS  
 Date: 29/11/2019 07:04 AM  
 Subject: Ancestry and Norfolk Island

Good morning Chris,

I was able to catch up and discuss your recent trip to Norfolk Island with S22 while I was in Canberra earlier this week. It sounds like you had a great trip, and were able to meet with a range of key stakeholders.

It is my understanding that there were a number of stakeholders that were dissatisfied with the difference between the population identifying as Pitcairn decent in the 2011 Norfolk Island Census in comparison to proportion of respondents that indicated Pitcairn in the 2016 ancestry Census question. The understanding Ancestry on Norfolk Island paper (linked in your email to S22) did a fantastic job at looking at ancestry as a proportion of the population, rather than a proportion of respondents which is what I think caused some confusion. S22 mentioned a number of stakeholders were unaware this paper existed prior to your visit, but once you had a conversation, they were more at ease with the data collected in 2016. **This is correct but we also found that engaged discussions were vital. There is also a group on the island that are Norfuk (Norfolk) but not Pitcairn and they were also keen to be identified.**

I've had a chat with multiple people across the Census program, and I believe there are a number opportunities available to us to improve ancestry data for the Pitcairn population on Norfolk Island.

*Form design:*

As you suggested, we can look to include Pitcairn as an example for the ancestry question. **I am keen to progress this but there needs to be a wider discussion with Inclusive Strategies about what examples we use**

but in my mind it is a bit like South Sea Islanders.

*Pre-enumeration engagement:*

There is a need to educate the community about how to answer the ancestry question - if identifying as Pitcairn is important to the respondent, then we need to make sure they don't tick more than one box in the response list as this will negate use of the write in text box. This is one of [S22] tasks and he will be consulting widely on the material we deliver with forms - I have also left it open to print a version (perhaps the reverse) in Norfolk language.

*Dissemination:*

I think we also have some opportunity in the dissemination space; the ancestry multi variable is only available in Table Builder Pro (not basic), as it is thought to be too complex for an inexperienced user to understand. The ancestry multi variable has the total population listed, but the row totals are total responses, so the total rows do not equate to the total population. For experienced data users who have access to Table Builder Pro, and likely have a better statistical knowledge, we haven't heard any dissatisfaction specifically to ancestry variables. Certainly our engagement with key ancestry data users, such as the Department of Home Affairs, has demonstrated that the current data set is fit for their purposes. I want to consult more widely about how we present Ancestry data because our current method is open to misinterpretation - for instance our current 'Ancestry' table would show ~20% Pitcairn when in fact (if you read the article) the absolute number is closer to ~30% whereas the ~20% number is an indication of the Ancestral Mix (my interpretation). I am wondering whether we could represent both the mix and absolute numbers in our main releases but I am keen to not upset existing users who have been used to this format for a long time. I will be meeting with the Chair of FECCA next week and I will (gently) start the conversation.

However I think we have an opportunity ahead of 2021 to ensure Norfolk Islanders are returned data that is both accessible and meaningful. I have suggested to [S22] that we could do this in an analytical article whereby we could personalise data and present it in a way which makes sense to those on Norfolk Island, much like the article you included below. I'm not quite sure of the level of detail at this stage, but I was thinking it would certainly cover ancestry and language spoken at home, internal migration as well as other key variables. If a topic on long-term health conditions is included in 2021, we have also an opportunity to present this in a way that is innovative and useful for those on Norfolk Island. Whatever happens with the way we disseminate Ancestry an article or report on what the Census says about Norfolk is worthwhile but I believe it needs to come out very proximate to main release. I will be talking with [S22] on how to best progress this interesting piece of work.

I hope this information is of use Absolutely!; I'm happy to have chat about it if you like. [S22] will reach out to you.

Cheers,

[S22]  
[S22]

2021 Census Content | **Australian Bureau of Statistics**

(P) [S22] (F) [S22]

(E) [S22] [@abs.gov.au](mailto:[S22]@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

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From: [S22]/Staff/ABS  
To: Chris Libreri/Staff/ABS@ABS  
Cc: [S22]/Staff/ABS@ABS, [S22]/Staff/ABS@ABS  
Date: 11/12/2019 11:31 AM  
Subject: Re: FOR INFO: Updated preamble for "Understanding ancestry in the Norfolk Island population"

Hi Chris,

I will advise stakeholders when it appears on the ABS website on Friday.

[S22]

*Assistant Director, 2021 Census Field Operations*

Census and Data Services Division | **Australian Bureau of Statistics**

(M) [S22]

(E) [S22] [@abs.gov.au](mailto:[S22]@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

From: Chris Libreri/Staff/ABS  
To: [S22]/Staff/ABS@ABS  
Cc: [S22]/Staff/ABS@ABS, [S22]/Staff/ABS@ABS  
Date: 11/12/2019 09:48 AM  
Subject: Re: FOR INFO: Updated preamble for "Understanding ancestry in the Norfolk Island population"

Hi [S22] I have no access to the link so could you arrange that and also copy in [S22].

[S22] - once this has been done it would be worthwhile advising key stakeholders on Norfolk of this update.

**Chris Libreri**

General Manager Census Division

*Head of Brisbane Office*

**Australian Bureau of Statistics**

(P) (02) 6252 5234 (M) [S22] (F) (02) 6252 0000

(E) [chris.libreri@abs.gov.au](mailto:chris.libreri@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

From: S22 [redacted]/Staff/ABS  
To: S22 [redacted]/Staff/ABS@ABS  
Cc: S22 [redacted]/Staff/ABS@ABS, S22 [redacted]/Staff/ABS@ABS  
Date: 19/12/2019 10:56 AM  
Subject: New releases of the ASCCEG and Year of Arrival in Australia

Hi S22 [redacted],

When you're contacting your Norfolk stakeholders about the update to the Census preamble tomorrow, it may be worth bringing to their attention this change to add Norfolk Islander to the ethnicity classification. This came out of the investigations post 2016 which I think I copied you in on when you started in the role.

S22 [redacted] in the migrants section was responsible for preparing the report and consulting internally to getting this change actioned. I'm not sure if it was mentioned during your last visit there.

[Notes Link](#) (Subject: New releases of the ASCCEG and Year of Arrival in Australia; Database: NewsPoint; Author: S22 [redacted] Created: )

cheers,

S22 [redacted]

S22 [redacted]

*Director - 2021 Census Content and Dissemination*

Census and Data Services Division | **Australian Bureau of Statistics**

(P) S22 [redacted] (M) S22 [redacted]

(E) S22 [redacted] [@abs.gov.au](mailto:S22[redacted]@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

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From: [S22] /Staff/ABS  
To: [S22] /Staff/ABS@ABS  
Cc: Chris Libreri/Staff/ABS@ABS, [S22] /Staff/ABS@ABS  
Date: 13/12/2019 01:20 PM  
Subject: Re: FOR INFO: Updated preamble for "Understanding ancestry in the Norfolk Island population"

Hi [S22],

It appears that the additional text has not yet been added at the top of the Norfolk Island ancestry publication. Do you know when it will be done, as I'm keen to circulate to relevant stakeholders?

Thanks

[S22]

*Assistant Director, 2021 Census Field Operations*

Census and Data Services Division | **Australian Bureau of Statistics**

(M) [S22]

(E) [S22] [@abs.gov.au](mailto:[S22]@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

From: [S22] /Staff/ABS  
To: Chris Libreri/Staff/ABS@ABS  
Cc: [S22] /Staff/ABS@ABS, [S22] /Staff/ABS@ABS  
Date: 11/12/2019 09:55 AM  
Subject: Re: FOR INFO: Updated preamble for "Understanding ancestry in the Norfolk Island population"

Hi Chris,  
Sorry it's still restricted access until publication. The additional text is:

**Data usage note**

Ancestry data reported for Norfolk Island from the 2016 Census is not comparable with Pitcairn ancestry data reported from Norfolk Island Censuses (2011 and prior). The ABS cautions against conclusions made on the basis of comparing the two. The following article explains the reasons why.

This will be available on the website from Friday at the top of the existing '[understanding ancestry in the Norfolk Island population](#)'. [S22], you can use this link to notify key stakeholders.

cheers,

[S22]

[S22]

*Director - 2021 Census Content and Dissemination*

Census and Data Services Division | **Australian Bureau of Statistics**

(P) [S22] (M) [S22]

(E) [REDACTED] [@abs.gov.au](mailto:[REDACTED]@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

The [ABS Privacy Policy](#) outlines how the ABS will handle any personal information that you provide to us.

From: Chris Libreri/Staff/ABS  
To: [REDACTED] /Staff/ABS@ABS  
Cc: [REDACTED] /Staff/ABS@ABS, [REDACTED] /Staff/ABS@ABS  
Date: 11/12/2019 09:48 AM  
Subject: Re: FOR INFO: Updated preamble for "Understanding ancestry in the Norfolk Island population"

Hi [REDACTED] I have no access to the link so could you arrange that and also copy in [REDACTED].

[REDACTED] - once this has been done it would be worthwhile advising key stakeholders on Norfolk of this update.

**Chris Libreri**

General Manager Census Division

*Head of Brisbane Office*

**Australian Bureau of Statistics**

(P) (02) 6252 5234 (M) [REDACTED] (F) (02) 6252 0000

(E) [chris.libreri@abs.gov.au](mailto:chris.libreri@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

From: [REDACTED] /Staff/ABS  
To: Chris Libreri/Staff/ABS@ABS  
Cc: [REDACTED] /Staff/ABS@ABS  
Date: 11/12/2019 09:33 AM  
Subject: FOR INFO: Updated preamble for "Understanding ancestry in the Norfolk Island population"

Hi Chris,  
We will be releasing the update to the NI ancestry page on Friday.

cheers,

[REDACTED]

[REDACTED]

*Director - 2021 Census Content and Dissemination*

Census and Data Services Division | **Australian Bureau of Statistics**

(P) S22 (M) S22  
(E) S22 @abs.gov.au (W) www.abs.gov.au

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----- Forwarded by S22 /Staff/ABS on 11/12/2019 09:32 AM -----

From: S22 /Staff/ABS  
To: S22 /Staff/ABS@ABS  
Cc: S22 /Staff/ABS@ABS  
Date: 11/12/2019 09:14 AM  
Subject: Re: ACTION: Request for assistance to publish preamble for "Understanding ancestry in the Norfolk Island population"

Hi S22

The addition of the preamble to 'Understanding ancestry in the Norfolk Island population' is scheduled for release on the 20 December.

Below is the replacement WCA page. If you would like any further changes to this page please let me know prior to Wednesday 18 Dec.

[Notes Link](#) (Subject: Understanding ancestry in the Norfolk Island population; Database: Website Content Approvals; Author: S22; Created: 02/12/2019)

Kind regards

S22

Assistant Director (Ag)  
Support and Dissemination Engagement | 2021 Census  
**Australian Bureau of Statistics**

(T) S22  
(E) S22 @abs.gov.au (W) www.abs.gov.au

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From: S22 /Staff/ABS  
To: S22 /Staff/ABS@ABS  
Cc: S22 /Staff/ABS@ABS  
Date: 01/12/2019 11:14 PM  
Subject: Re: ACTION: Request for assistance to publish preamble for "Understanding ancestry in the Norfolk Island population"

Thanks S22 and S22

S22 - could you please notify me when this is live?

Thanks

S22



Director, Household Characteristics and Social Reporting

**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

From: S22 /Staff/ABS  
To: /Staff/ABS@ABS  
Cc: S22 /Staff/ABS@ABS  
Date: 01/12/2019 07:12 PM  
Subject: Re: ACTION: Request for assistance to publish preamble for "Understanding ancestry in the Norfolk Island population" [SEC=UNCLASSIFIED]

Thanks S22. Seems like a good addition.

S22, could you please organise for this to be published.

**From:** S22 <S22@abs.gov.au>

**Date:** 1 December 2019 at 5:21:54 pm AEST

**To:** S22 <S22@abs.gov.au>

**Subject:** ACTION: Request for assistance to publish preamble for "Understanding ancestry in the Norfolk Island population"

Hi S22

Following the recent visit to Norfolk Island, Chris and I undertook to write and publish a pre-amble to [Understanding ancestry in the Norfolk Island population](#).

In your role as Census Dissemination Director, I wanted to bring this to your attention, but also ask your assistance to get this text added to the page.

The agreed text to add is this:

**Data usage note:**

Ancestry data reported for Norfolk Island from the 2016 Census is not comparable with Pitcairn ancestry data reported from Norfolk Island Censuses (2011 and prior). The ABS cautions against conclusions made on the basis of comparing the two. The following article explains the reasons why.

The below email trail shows Chris's approval.

Please let me know if you have any questions on this.

Cheers

S22

Director, Household Characteristics and Social Reporting

**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 @abs.gov.au (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

----- Forwarded by S22 /Staff/ABS on 01/12/2019 06:15 PM -----

From: Chris Libreri/Staff/ABS  
To: S22 /Staff/ABS@ABS  
Cc: S22 /Staff/ABS@ABS  
Date: 27/11/2019 07:37 AM  
Subject: Re: Preamble for "Understanding ancestry in the Norfolk Island population"

Thanks S22 - I like option 2.

Are you happy to progress this with S22 to get the update made?

**Chris Libreri**

General Manager Census Division

*Head of Brisbane Office*

**Australian Bureau of Statistics**

(P) (02) 6252 5234 (M) S22 (F) (02) 6252 0000

(E) [chris.libreri@abs.gov.au](mailto:chris.libreri@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

S22 ---26/11/2019 09:11:28 PM---Hi Chris I've drafted a couple of options for the text to be added to the "Understanding ancestry in

From: S22 /Staff/ABS  
To: Chris Libreri/Staff/ABS@ABS  
Cc: S22 /Staff/ABS@ABS  
Date: 26/11/2019 09:11 PM  
Subject: Preamble for "Understanding ancestry in the Norfolk Island population"

Hi Chris

I've drafted a couple of options for the text to be added to the "Understanding ancestry in the Norfolk Island population" article. The heading 'Data usage note' aligns with what is used in the other data quality statements within the publication (eg: <https://www.abs.gov.au/ausstats/abs@.nsf/Lookup/by%20Subject/2900.0~2016~Main%20Features~ANCP%20Ancestry%20Multi%20Response~10040>). I've deliberately kept it short and to the point for maximum impact (too much text and people don't read things - also, there is not much more to say than this I think).

Let me know your thoughts/suggestions. When you're happy, I'll arrange for it to be added to the article and published. We can then circulate the link to NI contacts.

*Option 1:*

**"Data usage note:**

Ancestry data reported for Norfolk Island from the 2016 Census is not comparable with Pitcairn ancestry data reported from Norfolk Island Censuses (2011 and prior). The following article explains the reasons why."

*Option 2:*

**"Data usage note:**

Ancestry data reported for Norfolk Island from the 2016 Census is not comparable with Pitcairn ancestry data reported from Norfolk Island Censuses (2011 and prior). The ABS cautions against conclusions made on the basis of comparing the two. The following article explains the reasons why."

Cheers

S22

Director, Household Characteristics and Social Reporting

**Australian Bureau of Statistics**

(P) S22 (M) S22

(E) S22 [@abs.gov.au](mailto:S22@abs.gov.au) (W) [www.abs.gov.au](http://www.abs.gov.au)

S22

## Report on Visit to Norfolk Island: 12-15 November 2019

### Attendees and Purpose

Chris Libreri, General Manager Census Division

S22, Director, Housing Characteristics and Social Reporting

S22, Field Manager Norfolk Island

The primary purposes of the visit were to discuss progress with planning for the 2021 Census, and to identify any emerging issues specific to Norfolk Island, which may impact the upcoming Census.

This early engagement with the Norfolk Island community aligns with recommendations of the Norfolk Island Community Engagement Framework produced by the Department of Infrastructure, Transport, Cities and Regional Development.

### Background

The ABS conducted the population census in Norfolk Island for the first time in 2016. Prior to then, censuses were conducted locally. The primary issue arising from the 2016 Census related to ancestry of the Norfolk Island population, particularly an apparent decrease since 2011 in the number of persons indicating they had Pitcairn ancestry.

In the 2011 Norfolk Island Census, a single question relating to ancestry was asked, namely “is this person of Pitcairn descent”. In contrast, the 2016 Census asked respondents to identify up to two ancestries, using either a tick box list or by writing in text fields. The two questions were fundamentally different in their format, design, and intent.

Despite the release of the supplementary publication [“Understanding ancestry in the Norfolk Island population”](#), the conceptual and other differences in Norfolk Island ancestry data between 2011 and 2016 were not well understood by the ~~user~~ community and resulted in a low level of trust in [ancestry data produced by](#) the ABS [from the 2016 Census](#). This was against a background of resentment within [some parts of](#) the Norfolk community towards the Australian Government and [by default](#) it’s representatives.

### Stakeholders

The ABS met with the following stakeholders:

The Norfolk Island Administrator and the Executive Officer

Norfolk Island Regional Council

Chamber of Commerce

Council of Elders

Norfolk Island People for Democracy

Accommodation and Tourism Association

Norfolk Radio

2016 Census Area Supervisor

During the visit, two other community groups were identified, but visits with them couldn't be arranged at short notice. These were the Youth Council and the Women's Action Group of Norfolk Island (WAGNI). They were both contacted via phone, and advised that they will be included in future visits.

### Discussion Outcomes

The initial meeting was conducted with the Norfolk Island Administrator and their Executive Officer. They ~~provided a potted~~ summarised the history of Norfolk Island, which provided a useful political context to current attitudes towards the Australian Government. Between this and the meeting with the Regional Council, we gained a better understanding of the complex legal and statutory arrangements under which Norfolk Island is governed.

At all meetings, the ABS outlined a number of steps it had taken to improve the quality and usefulness of data from the next Census. These included the appointment ~~ofed~~ a Field Manager with specific responsibility for Norfolk Island, ~~the~~ the retention of Norfolk Island in the Classification of Countries, and the inclusion of a new category for Norfolk Island in the Classification of Cultural and Ethnic Groups.

These initiatives were very well received by all stakeholders. In particular, stakeholders appreciated the fact that the ABS had already commenced engagement with the Norfolk Island community to improve understanding of, and participation in the 2021 Census, and that this engagement would continue right up to census night in August 2021, and post census when data are released.

### Ancestry

~~By far, t~~ The most contentious issue raised during discussions was differences in the perceived drop in reported Pitcairn ancestry between 2011 and 2016. It resulted in some quite robust discussions. During meetings, considerable time was spent explaining to community leaders the differences in ancestry data between 2011 and 2016. Following these discussions, the majority of stakeholder concerns were alleviated and we agreed to consult on the development of guidance material on the 2021 ancestry question. The ABS also ~~learnt some valuable lessons about~~ undertook to invest in education sessions for the Norfolk Island ~~educating the~~ community prior to the 2021 Census, and in exploring how it should disseminate ancestry data from that Census.

### Field Operations

Whilst there were some logistical issues during the collection phase of the 2016 Census, there was an overwhelming view that this phase was extremely well managed by the Area Supervisor, and it would be beneficial if the ABS could maintain continuity with this phase. The main logistical issues were:

- Slow internet resulting in slow logging of forms. Also, following the geoblocking, Norfolk Island residents were unable to participate
- Shipping of documents to and from Norfolk Island was slow and irregular. For example, publicity material didn't arrive in Norfolk Island until after Census night. The slow mailing of forms back to Australia created difficulties in identifying households who had not returned complete forms.
- Access to internal website was intermittent.
- There were a lot of empty houses.
- The tent city caused some problems.
- Will need to check if any ships are going to be in dock on Census night.

In addition to the above Census-related issues, the following statistical issues arose.

The Norfolk Island Regional Council enquired about restarting a Retail Price Index (RPI) for Norfolk Island. We undertook to discuss this issue with the specialist Prices area within the ABS, but gave no promises about a possible recommencement.

During the meeting with the Accommodation and Tourism Association, they mentioned that the Australian Border Force had discontinued providing [detailed](#) statistics from immigration cards due to confidentiality concerns. This left them with virtually no tourism statistics for Norfolk Island. They asked whether the same thing had happened on the mainland. Accommodation properties are required to register with the Regional Council. Subsequent to our meeting, the Association provided the ABS with a list of Tourist Accommodation Properties.

The Regional Council and a number of organisations asked about the possibility of collecting more data relating to business activity. Whilst there was no GST on Norfolk Island, we were advised that businesses were required to register with the ATO for an Australian Business Number (ABN). We were also advised that businesses on Norfolk Island were required to register with ASIC.

### Summary of Ongoing Actions

#### Ancestry:

1. ABS to consult with Norfolk Island stakeholders on the content of explanatory material to accompany 2021 Census forms.
2. ABS to work with community groups in educating the Norfolk Island on the meaning of ancestry questions [and implications of reporting more than one ancestry](#).
3. ABS to consider including Pitcairn as an example in the ancestry question. It is worth remembering that Pitcairn and Norfolk Island were not migrants to Australia.
4. ABS to reconsider how it presents ancestry data from the 2021 Census.
- 4.5. [ABS to add opening statement to the "Understanding ancestry in the Norfolk Island population" publication to add clarity up front about the inability to make comparisons between 2011 and 2016 data on ancestry.](#)

#### Field operations

1. If possible, maintain some continuity of local field staff for the enumeration phase.
2. Ensure all Census material is in place in Norfolk Island well in advance of Census night. (Logistics)
3. Review visit phase procedures. Consider collecting forms rather than mailing back, due to delays with mail. Commence pick-up of completed Census forms on the day after Census night.
4. Work with local media channels and social media to publicise Census. (Census Comms).
5. Find out if any ships are going to be docked in Norfolk Island on Census night.
6. Determine if a homeless strategy is required (consult with Anglicare).

#### Retail Price Index (RPI)

Discuss with the Prices Branch about what advice they may be able to give.

#### Tourism Statistics

ABS to investigate if it still gets statistics from completed immigration documents.

## Business Activity Statistics

Investigate how well Norfolk Island businesses are reflected on the ABS Business Register. This may lead to some tax based modelling of business activity. It may also have benefits for industry coding during Census processing.

## **Report on Visit to Norfolk Island: 12-15 November 2019**

### Attendees and Purpose

Chris Libreri, General Manager Census Division

S22, Director, Housing Characteristics and Social Reporting

S22, Field Manager Norfolk Island

The primary purposes of the visit were to discuss progress with planning for the 2021 Census, and to identify any emerging issues specific to Norfolk Island, which may impact the upcoming Census.

This early engagement with the Norfolk Island community aligns with recommendations of the Norfolk Island Community Engagement Framework produced by the Department of Infrastructure, Transport, Cities and Regional Development.

### Background

The ABS conducted the population census in Norfolk Island for the first time in 2016. Prior to then, censuses were conducted locally. The primary issue arising from the 2016 Census related to ancestry of the Norfolk Island population, particularly an apparent decrease since 2011 in the number of persons indicating they had Pitcairn ancestry.

In the 2011 Norfolk Island Census, a single question relating to ancestry was asked, namely “is this person of Pitcairn descent”. In contrast, the 2016 Census asked respondents to identify up to two ancestries, using either a tick box list or by writing in text fields. The two questions were fundamentally different in their format, design, and intent.

Despite the release of the supplementary publication “Understanding ancestry in the Norfolk Island population”, the conceptual and other differences in Norfolk Island ancestry data between 2011 and 2016 were not well understood by the community and resulted in a low level of trust in ancestry data produced by the ABS from the 2016 Census. This was against a background of resentment within some parts of the Norfolk community towards the Australian Government and by default its representatives.

### Stakeholders

The ABS met with the following stakeholders:

The Norfolk Island Administrator and the Executive Officer

Norfolk Island Regional Council

Chamber of Commerce

Council of Elders

Norfolk Island People for Democracy

Accommodation and Tourism Association

Norfolk Radio

2016 Census Area Supervisor



During the visit, two other community groups were identified, but visits with them couldn't be arranged at short notice. These were the Youth Council and the Women's Action Group of Norfolk Island (WAGNI). They were both contacted via phone, and advised that they will be included in future visits.

### Discussion Outcomes

The initial meeting was conducted with the Norfolk Island Administrator and their Executive Officer. They summarised the history of Norfolk Island, which provided a useful political context to current attitudes towards the Australian Government. Between this and the meeting with the Regional Council, we gained a better understanding of the complex legal and statutory arrangements under which Norfolk Island is governed.

At all meetings, the ABS outlined a number of steps it had taken to improve the quality and usefulness of data from the next Census. These included the appointment of a Field Manager with specific responsibility for Norfolk Island, the retention of Norfolk Island in the Classification of Countries, and the inclusion of a new category for Norfolk Island in the Classification of Cultural and Ethnic Groups.

These initiatives were very well received by all stakeholders. In particular, stakeholders appreciated the fact that the ABS had already commenced engagement with the Norfolk Island community to improve understanding of, and participation in the 2021 Census, and that this engagement would continue right up to census night in August 2021, and post census when data are released.

### Ancestry

The most contentious issue raised during discussions was in the perceived drop in reported Pitcairn ancestry between 2011 and 2016. It resulted in some quite robust discussions. During meetings, considerable time was spent explaining to community leaders the differences in ancestry data between 2011 and 2016. Following these discussions, the majority of stakeholder concerns were alleviated and we agreed to consult on the development of guidance material on the 2021 ancestry question. The ABS also undertook to invest in education sessions for the Norfolk Island community prior to the 2021 Census, and in exploring how it should disseminate ancestry data from that Census.

### Field Operations

Whilst there were some logistical issues during the collection phase of the 2016 Census, there was an overwhelming view that this phase was extremely well managed by the Area Supervisor, and it would be beneficial if the ABS could maintain continuity with this phase. The main logistical issues were:

- Slow internet resulting in slow logging of forms. Also, following the geoblocking, Norfolk Island residents were unable to participate electronically.
- Shipping of documents to and from Norfolk Island was slow and irregular. For example, publicity material didn't arrive in Norfolk Island until after Census night. The slow mailing of forms back to Australia created difficulties in identifying households who had not returned complete forms.
- Access to internal website was intermittent.
- There were a lot of empty houses.
- The tent city caused some problems.
- Will need to check if any ships are going to be in dock on Census night.

In addition to the above Census-related issues, the following statistical issues arose.

The Norfolk Island Regional Council enquired about restarting a Retail Price Index (RPI) for Norfolk Island. We undertook to discuss this issue with the specialist Prices area within the ABS, but gave no promises about a possible recommencement.

During the meeting with the Accommodation and Tourism Association, they mentioned that the Australian Border Force had discontinued providing detailed statistics from immigration cards due to confidentiality concerns. This left them with virtually no tourism statistics for Norfolk Island. They asked whether the same thing had happened on the mainland. Accommodation properties are required to register with the Regional Council. Subsequent to our meeting, the Association provided the ABS with a list of Tourist Accommodation Properties.

The Regional Council and a number of organisations asked about the possibility of collecting more data relating to business activity. Whilst there was no GST on Norfolk Island, we were advised that businesses were required to register with the ATO for an Australian Business Number (ABN). We were also advised that businesses on Norfolk Island were required to register with ASIC.

### Summary of Ongoing Actions

#### Ancestry:

1. ABS to consult with Norfolk Island stakeholders on the content of explanatory material to accompany 2021 Census forms.
2. ABS to work with community groups in educating Norfolk Island households on the meaning of ancestry questions and implications of reporting more than one ancestry.
3. ABS to consider including Pitcairn as an example in the ancestry question. It is worth remembering that Pitcairn and Norfolk Island were not migrants to Australia.
4. ABS to reconsider how it presents ancestry data from the 2021 Census.
5. ABS to add opening statement to the "Understanding ancestry in the Norfolk Island population" publication to add clarity up front about the inability to make comparisons between 2011 and 2016 data on ancestry.

#### Field operations

1. If possible, maintain some continuity of local field staff for the enumeration phase.
2. Ensure all Census material is in place in Norfolk Island well in advance of Census night. (Logistics)
3. Review visit phase procedures. Consider collecting forms rather than mailing back, due to delays with mail. Commence pick-up of completed Census forms on the day after Census night.
4. Work with local media channels and social media to publicise Census. (Census Comms).
5. Find out if any ships are going to be docked in Norfolk Island on Census night.
6. Determine if a homeless strategy is required (consult with Anglicare).

#### Retail Price Index (RPI)

Discuss with the Prices Branch about what advice they may be able to give.

#### Tourism Statistics

ABS to investigate if it still gets statistics from completed immigration documents.

#### Business Activity Statistics

Investigate how well Norfolk Island businesses are reflected on the ABS Business Register. This may lead to some tax based modelling of business activity. It may also have benefits for industry coding during Census processing.

## Norfolk Island Briefing Note

The ABS conducted the population census in Norfolk Island for the first time in 2016. Prior to then, censuses were conducted locally.

On 12-14 November 2019, the ABS General Manager for the Census, the Norfolk Island Field Manager for 2021 Census and an expert Director in Social Statistics visited Norfolk Island to discuss issues arising from the 2016 Census, and to discuss plans for the 2021 Census. The ABS met with the Administrator, the Norfolk Island Regional Council and a number of community groups, including the Chamber of Commerce, Council of Elders, Norfolk Island People for Democracy, and the Accommodation and Tourism Association.

The primary issue arising from the 2016 Census related to ancestry of the Norfolk Island population, particularly an apparent decrease since 2011 in the number of persons indicating they had Pitcairn ancestry.

In the 2011 Norfolk Island Census, a single question relating to ancestry was asked, namely “is this person of Pitcairn descent”. In contrast, the 2016 Census asked respondents to identify up to two ancestries, using either a tick box list or by writing in text fields. The two questions were fundamentally different in their format, design, and intent.

The 2011 Census reported that 38.4% of the population reported Pitcairn descent. For the 2016 census, data relating to the ancestry mix on Norfolk Island showed a proportion of 20% with Pitcairn ancestry. Due to the differences in the way the question was asked, these figures were not directly comparable. In fact, more detailed data from the 2016 Census showed that 29.6% of usual residents indicated they had Pitcairn ancestry. Shortly following the release of 2016 Census data, the ABS published a supplementary publication entitled “Understanding ancestry in the Norfolk Island population”.

Despite the release of the supplementary publication, the conceptual and other differences in Norfolk Island ancestry data between 2011 and 2016 were not well understood by the user community. During our visit, the ABS spent considerable time explaining these differences to community leaders. Following these discussions, the majority of their concerns were alleviated and we agreed to consult on the development of guidance material on the 2021 ancestry question. The ABS also learnt some valuable lessons about educating the community prior to the 2021 Census, and in how it should disseminate ancestry data from that Census.

The ABS has undertaken a number of steps to improve the quality and usefulness of data from the next Census. It has appointed a Field Manager with specific responsibility for Norfolk Island. They have already commenced engagement with the Norfolk Island community to improve understanding of, and participation in the 2021 Census. This engagement will continue right up to census night in August 2021, and post census when data are released. This early and continuous engagement aligns with recommendations of the Norfolk Island Community Engagement Framework produced by the Department of Infrastructure, Transport, Cities and Regional Development.

Also, the ABS has retained Norfolk Island in the Classification of Countries, and included a new category for Norfolk Island in the Classification of Cultural and Ethnic Groups.

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