

## Analysis of submissions

### Education and training

#### 1. Submitters

- Universities NZ – Te Pōkai Tara: [Redacted s9(2)(a)]
- Christchurch City Council: [Redacted - s9(2)(g)(ii)]
- Canterbury Regional Council (Environment Canterbury): [Redacted - s9(2)(g)(ii)]
- Careerforce: [Redacted s9(2)(a)]
- Auckland Council’s Research and Evaluation Unit: [Redacted - s9(2)(g)(ii)]
- Ashburton District Council: [Redacted - s9(2)(g)(ii)]
- Waimakariri District Council: [Redacted - s9(2)(g)(ii)]
- Tauranga City Council: [Redacted - s9(2)(g)(ii)]
- Dunedin City Council: [Redacted - s9(2)(g)(ii)]
- Grey Power: [Redacted s9(2)(a)]
- CERA: [Redacted - s9(2)(g)(ii)]
- Rangitikei District Council: [Redacted - s9(2)(g)(ii)]
- Ministry of Social Development: [Redacted - s9(2)(g)(ii)]
- Ministry of Health: [Redacted - s9(2)(g)(ii)]
- SUPERU: [Redacted - s9(2)(g)(ii)]
- Matamata- Piako District Council: [Redacted - s9(2)(g)(ii)]
- Te Puni Kokiri: [Redacted - s9(2)(g)(ii)]
- NZDep: [Redacted s9(2)(a)]
- Pop Stats (Stats NZ): [Redacted - s9(2)(g)(ii)]

#### 2. General

- Canterbury Regional Council (Environment Canterbury) supports maintaining existing content and the recommended new content. Stated that education and training for a skilled workforce is one of seven programmes in the Canterbury Mayoral Forum’s regional economic development strategy (20 year vision).
- Ashburton District Council stated that it uses education and training data to understand the economic profile of the district. The Council supports improvements to post-school qualification and study participation and would find the type of study by location of study helpful i.e. online, onsite or distance.
- Waimakariri District Council supports collection of this data as well as the possible inclusion of travel to education.
- Tauranga City Council supports the retention of all variables. This data is important to the Council particularly given the public investment in the tertiary campus and Council’s efforts to make Tauranga a place where talent wants to live.
- Dunedin City Council supports the inclusion of highest secondary school qualification, post-school qualification and study participation as the information is

used to understand and monitor progress on educational achievement and study rates in Dunedin.

- Rangitikei District Council uses this information and stated that it would be useful for the data on education to be more in-depth and reflect changing needs for training and re-training
- Ministry of Health supported all recommendations
- Matamata-Piako District Council supported additional information being collected on education and study participation. Training – the Council is involved in various youth development programmes and is considering further supporting youth employment (e.g. through the mayor’s taskforce on jobs). Understanding education and training levels is important for planning and delivering these programmes and understanding skill gaps in our community. It would also assist in understanding why our district has lower than average income levels.
- Southland District Council supportive of the existing content to remain the same, and recommend new inclusions to be added to the education and training section of the 2018 Census

### *3. Highest secondary school qualification*

- Christchurch City Council supports our recommendation for existing content to remain the same
- Ashburton District Council supports the retention of existing content on highest secondary school qualification
- NZDep mainly use highest qualification in analyses either 3 levels: no qual, school qual, post school qual; or level 5. For qualifications that aren’t common, certain people will put down the wrong level if a tick box is used. Where qualifications are obtained is not important. Could supplement the census question with admin data re topics and more details.

### *4. Post-school qualification*

- Universities NZ supports asking whether qualification was gained overseas and asking the type of provider. They use this data to estimate the costs and benefits of obtaining a qualification at a NZ University and the ability to filter the data to remove qualifications obtained overseas and qualifications obtained at organisations other than universities would improve accuracy of estimates.
- Universities NZ strongly supports having a tick box provided this not only indicates the level of qualification but the names commonly used for this qualification.
- Christchurch City Council supports changing from the write in free text field to a tick-box if this method improves data quality. Currently only report this information at a high level and therefore don’t require the subject/ field of study response that is captured by the free text field
- Canterbury Regional Council (Environment Canterbury) stated that data on post-school qualification is used for cross-tab analysis and disaggregation to a TA level which informs the ongoing development, monitoring and review of work

programmes such as education and training for a skilled workforce. Also stated that they support further investigation of options for asking this question.

- Careerforce supports the inclusion, in particular whether the qualification was gained overseas. A significant proportion of the workforce they support comes from overseas and noted that it would be useful to understand the post-school qualification profile of that group.
- Auckland Council's Research and Evaluation Unit stated that they acknowledge the time and cost it takes Stats NZ to process this data given the free text entry used to capture the data and would support the inclusion of a tickbox to streamline process, without compromising the use of the data for our purposes.
- Grey Power supports the inclusion and considers this data essential in determining the social and economic drivers for education in the 50+ age group. They anticipate this data will also be useful in evaluating the existence and speed of transition from the conventional three stage life cycle (learning, working and retirement) to an integrated lifestyle where learning and working extend into old age and mid-life sabbaticals become common
- CERA supports the plan to consider alternative ways of collecting post-school qualification data, particularly the tick-box suggestion, and whether the qualification was gained overseas. The latter is important in the rebuild context, given the large number of internationally trained workers.
- MSD use this information to understand subnational and small population educational attainment dynamics. Also supports improvements to the question and moving to a tick-box may provide some advantages however one caution would be around managing continuity of results across time, given the on-going changes to qualification frameworks.
- SUPERU uses this information as one of the indicators to monitor family well-being. Doesn't think changing from a free text-box to a tick box would have an impact. Would be concerned about using administrative data as this may not be able to cover families than gained their qualifications overseas.
- NZDep mainly uses highest qualification in analyses either 3 level: no qualification, school qualification, post school qualification; or level 5. For not so common qualifications, certain people will put down the wrong level if a tick box is used. Where qualifications are obtained is not important. Could supplement the census question with admin data re topics and more details.

### *Loomio*

- 7 comments, only 2 members of the public involved who were both individuals
- One commenter stated that this variable is important for future skills projection which can be used to indicate if people need to up-skill and whether we require increased migration. They also agreed that having a tick box for level of qualification would be useful as people often don't know what level their qualification is.
- There was also one comment that suggested collecting information on continuing education to get more information about people upskilling and retraining.

## 5. *Study participation*

- Christchurch City Council thinks this data would be very useful especially if travel to education is collected. Would like data relating to full time and part-time study to continue to be collected, because the approximate length of time that people are at their place of study is useful (particularly when cross-tabulated with travel to education, to help understand transport patterns and demand) and this is easy to define in the census form. Not as interested in formal vs. informal study or industry training and these types of study may be difficult to define which would affect data quality.
- Canterbury Regional Council (Environment Canterbury) stated that information about full-time and part-time study, and industry training, would be useful. Also stated that collecting information on educational institutions may assist with identification of the level of study.
- Careerforce supports the inclusion of this and strongly recommends that industry training is included, as this will help inform their understanding of training levels across occupations and sectors within Careerforce's coverage.
- Auckland Council's Research and Evaluation Unit considers this important as it informs analysis of work and labour force status and rates of young people who are not in employment, education or training. Auckland Council are currently involved in partnerships with tertiary institutions, funding agencies and businesses to enable people into work through programmes such as the Mayor's Taskforce for Jobs, and Youth Connections. Understanding the study participation rates among Auckland's various population groups such as young people and newly arrived migrants is fundamental to delivering useful and targeted programmes. Information on full time vs. part time study is useful as well as the inclusion of industry training. Whether study participation is formal or informal is not so important.
- Grey Power supports the inclusion and considers this data essential in determining the social and economic drivers for education in the 50+ age group. Anticipate this data will also be useful in evaluating the existence and speed of transition from the conventional three stage life cycle (learning, working and retirement) to an integrated lifestyle where learning and working extend into old age and mid-life sabbaticals become common.
- CERA recommends that industry training be included in study participation data collection, as this is of particular interest given the nature of training for rebuild trade workers (many of whom study via Industry Training Organisations). Formal versus informal training would also be of interest. CERA supports the inclusion of travel to education, which is connected to study participation.
- Ministry of Health agrees with the MoE that the level of study or qualification or subject being studied would be much more useful. Information about the Māori health workforce and contributors to this, which are Māori health/science students, is used regularly by the Ministry's Maori Health team.
- Matamata-Piako District Council supports additional information being collected on study participation
- TPK supports recommendation to include study participation in order to understand the circumstances and environment they live in while studying.

- NZDep stated that it is useful to know whether it is full-time or part time study, also shows if education mainly completed or continuing. Don't need to differentiate between formal and informal or what type of training it is.
- Pop Stats supports retention as this information is important both for student population estimates, and for the analysis of relationship between studying and the labour market. Very important for pop stats because the migration behaviour of students is highly distinctive. Can get much higher quality estimates/projections, especially for young adults, if they are able to separate students out from the rest of the population.

## Population structure

### 1. Submitters

- Christchurch City Council: *[Redacted - s9(2)(g)(ii)]*
- Southland District Council: *[Redacted - s9(2)(g)(ii)]*
- Pop Stats (Stats NZ): *[Redacted - s9(2)(g)(ii)]*
- Canterbury Regional Council (Environment Canterbury): *[Redacted - s9(2)(g)(ii)]*
- Auckland Council's Research and Evaluation Unit: *[Redacted - s9(2)(g)(ii)]*
- NZDep: *[Redacted s9(2)(a)]*
- Ashburton District Council: *[Redacted - s9(2)(g)(ii)]*
- Tauranga City Council: *[Redacted - s9(2)(g)(ii)]*
- Dunedin City Council: *[Redacted - s9(2)(g)(ii)]*
- Southern DHB: *[Redacted - s9(2)(g)(ii)]*
- CERA: *[Redacted - s9(2)(g)(ii)]*
- *[Redacted s9(2)(a)]*
- Waitomo District Council: *[Redacted - s9(2)(g)(ii)]*
- Community and Public Health (Division of the Canterbury District Healthboard): *[Redacted - s9(2)(g)(ii)]*
- MSD: *[Redacted - s9(2)(g)(ii)]*
- Age Concern: *[Redacted s9(2)(a)]*
- MoH: *[Redacted - s9(2)(g)(ii)]*
- SAANZ (AUT): *[Redacted s9(2)(a)]*
- Child & Youth Policy & Research Support Services: *[Redacted s9(2)(a)]*
- TPK: *[Redacted - s9(2)(g)(ii)]*
- University of Waikato: *[Redacted s9(2)(a)]*
- PANZ: *[Redacted s9(2)(a)]*
- Evolve: *[Redacted s9(2)(a)]*

### 2. General

- Christchurch City Council supports Stats NZ recommendation to improve existing content
- Tauranga City Council supports the retention of age, number of occupants and absentees

- Auckland Council's Research and Evaluation Unit don't have a strong objection to the removal of partnership status in current relationship, legally registered relationship status and number of children born alive as they currently don't use the data for policy or planning purposes
- Canterbury Regional Council (Environment Canterbury) supports the retention of existing content, which they use to analyse and understand the population in the region and its TA's – including existing content on sex (male/female).
- Ashburton District Council supports the retention of existing content as the council uses this population data for long-term planning. This data provides an understanding of the needs and requirements on Ashburton District. The Council has no view on the recommended additional information about sex, partnership status in current relationship, legally registered relationship status and number of children born alive.
- Dunedin City Council supports the inclusion of age, name, number of occupants, absentees and partnership status. They use this data to understand Dunedin's current population and to produce projections for a number of population and dwelling groups. Data on population and dwellings numbers at meshblock, census area unit and Dunedin City are critical to planning the cities future land use, infrastructure and service provision.
- CERA supports the retention of the Age, Name, Number of Occupants and Absentee questions. This data provided the first comprehensive picture of structural population changes in greater Christchurch post-earthquakes, and was extensively analysed and used in CERA reporting. CERA holds no view on the proposed inclusion of an intersex sex option. CERA holds no view on the proposed changes to partnership status.
- MoH supports all of the recommendations

### 3. Sex

- Southland District Council recommends Stats NZ recognise the importance of LGBTI. Including this in the census will produce information necessary for Council and local organisations to provide services and seek to fill documented service gaps for this group as suggested by The Rainbow People Report (2013) which advises LGBTI peoples are subject to a shortage of health related and services in general. They recommend the inclusion of gender as a connected question to sex.
- Pop Stats don't state anything specific about the sex variable however in their paragraph about not supporting gender identity they stated "Population Statistics would ask that Census ensure that we are part of that conversation since any effect on the sex data is likely to have significant consequences for the whole OSS."
- NZDep understands the comments about sex - possibly investigate it more in other surveys. Sex is needed for their broad-sweep age/sex standardisation of the proportions of people in a small area having a certain deprivation characteristic. The data are also used in the composition of the various age-restricted markers of deprivation, and in the equivalisation of two markers.
- Dunedin City Council supports allowing an option for intersex citizens to be recognised as such
- *[Redacted s9(2)(a)]* suggests to improve the question on sex, there should be two questions: the first asking for the person's biological sex (M, F, Other, Prefer not to

say) and the 2nd asking for their identified gender (M, F, Other, Prefer not to say) both providing a space to write what other means to the person. It is important to recognise transgender people, transsexual people, intersex people & other variations from binary male or female options. These differences are important for research of mental health and discrimination

- Child& Youth Policy & Research Support Services thinks it is important to have an additional category in the 'sex' question for New Zealanders who do not identify as male or female as intersex is too restrictive as this is a biological term. Most appropriate alternative option would be to align with NZTA and DIA and allow for the option of "indeterminate/ unspecified ('X')". This will cater to biologically intersex individuals as well as other non-binary individuals. Agree that further testing is necessary, however it seems that the 2013 census led to a 'protest' action using the 'two ticks for sex' which also arguably affected accuracy. While there is a theoretical distinction between sex and gender, the reality is that these are conflated for most New Zealanders.
- PANZ strongly against any changes to the sex question. "Sex with age is one of the most crucial variables collected in any population census. Any change to the response categories may severely undermine data quality and usability for population estimates and projections which underpin policy and planning."
- Evolve supports greater clarification around the 'sex' question. If sex is included, then Stats NZ needs to acknowledge the non-binary nature of sex (for instance, the existence of intersex people) and allow for statistics to be counting data that reflect peoples real lives and bodies. While intersex conditions may be rare, and many do not know of their intersex status - there needs to be a way of compiling data on this population, particularly due to the discrimination around health procedures

Further contact with users when asked about the sex variable:

- Canterbury District Health Board: "Our recommendation for inclusion of the third sex option reflects the value we see in providing a lead on openness and inclusiveness. While we recognise that there are a range of public policy implications understanding the size of the intersex population, for example in health education planning, training of health professionals, and public toilet signage, these are not issues which would have a large impact on our own service provision."
- MsD: "Firstly, while they are different concepts the sex question is closely tied with the gender question and the recently introduced gender standard. In this context the two concepts need to be addressed together, when making decisions around census content and question design. As noted in the preliminary views, and specifically related to sex, introduction of a more complex question could impact on how the census is answered and the overall quality of census results. It is difficult to gauge the impact without testing. My view would be to err on the side of caution, even though as a Ministry we likely have an interest in this subject area. As such I would support retaining the current question"
- Dunedin City Council: "As with other demographic information collected in the Census, information on a third category, e.g. indeterminate/ unspecified sex, would enable the Council to better understand the needs of the community and may be of use to other organisations in the city working with vulnerable groups."

- MoJ: “discussed this with the Sector Information & Analysis team I am in. None of us have anything firm to add from a justice perspective with respect to decisions on this for the Census”
- Ministry of Corrections: “We have decided we don’t feel strongly one way or another. We collect our own information on sex, and the numbers of “other” offenders are too small to compare nationally”
- [Redacted s9(2)(a)]: “In terms of analysis from census data the number/proportion of children or young people identifying in census as ‘other’ would be noted. This would be very relevant statistical information in any report or policy related to child and youth sexuality/sexual development. We also report to DHBs on demography in their area: if numbers warranted (we suppress numbers <3), it would be helpful for each DHB to know the number/proportion of ‘other’ children and young people in their catchment area, as this will have implications for staff development and service delivery. I do understand the distinction between sex and gender – however for respondents I think this is less clear. It is better to have options that get as accurate a response as possible from the majority. Presumably even with only male/female there would be respondents who enter a gender-based response e.g. transitioning trans children and young people.”
- MoH “The Ministry is beginning to look at some policy development for transgender and intersex groups so greater data on numbers would be of some assistance to us. The Ministry of Health fund gender reassignment surgery at a rate of 2 per annum (the operations are currently done overseas). There is a waiting list of 72 and the Health Select Committee has expressed concern about this. I'm not sure whether a question that captured intersex would also accurately capture transgender numbers. The ideal outcome for us would be to have data on both sex and gender identity. Having data on both the sex and wider gender diversity within NZ would enable Health to have a clearer picture of the population diversity and be in a better position to understand potential need for services in relation to the known sexual health, mental health, abuse, suicide and gender reassignment impacts faced in gender diverse communities and also for the services that DHBs fund and provide - paediatric care, mental health services, hormone treatment, more 'general' surgery, such as breast/chest surgery, etc., etc. Some countries - (I believe India?) are starting to do this. <http://gender.wikia.com/wiki/Non-binary> Asking both a sex and gender identity question would allow for someone assigned a sex at birth (say female) but identifying as a male to indicate this via two questions. Including a non-binary gender identity option allows someone who identifies as both male or female, is gender fluid, is gender queer etc. to not have a binary specific gender. Transsexual and transgender people can be found at all parts of the gender identity continuum and are likely to answer these questions in a variety of ways. By structuring the questions this way the data would be the most useful for better understanding the gender diversity of the NZ population.

**Loomio – Add a third response category**

- 40 comments and 10 votes from 10 members of the public – 1 person from Age Concern, 1 person from Rainbow Youth and the rest individuals
- 1) Does the proposed change add value to the NZ society and economy?
- Crucial for analysis of employment, health and education ([Redacted s9(2)(a)] - individual)
  - Allowing real data to emerge on an area in which we as a society need to vastly improve and acknowledging that intersex people are real rather than



- further institutionally discriminating against them ([Redacted s9(2)(a)] – individual)
- Important step towards a more equal society as people stated that currently this is an abuse of human rights ([Redacted s9(2)(a)]).
  - Need to know where our gaps in service currently are and need accurate figures to be able to know this ([Redacted s9(2)(a)]).
- 2) Is census the most appropriate source?
    - Need an accurate population count of this group as currently there are no concrete figures
  - 3) Does the proposed change reflect an enduring information need?
    - No discussion
  - 4) Will the proposed change produce quality information?
    - People stated that it is currently not clear that we are collecting sex and not gender so adding a third response option would make that clearer
  - 5) Is the data consistent with other data collections?
    - People mentioned the fact that NZ passports and drivers licences now have a third response option which is “X/ indeterminate” so the census should allow people to put what they put on their other legal documents. It was then pointed out though that NZTA collects gender and passports ask sex/gender identity.
  - 6) Is there continuity with other censuses?
    - No – a third response category has never been an option
  - 7) Is there general acceptance of the proposed change?
    - Yes everyone in the discussion agreed that there should be a third category with most people agreeing that intersex or indeterminate are the best options
  - 8) Would the proposed change be easy to answer?
    - Would depend how the question is worded – if it was sex assigned at birth, transgender people would have difficulty answering this
    - It was noted that currently the question probably collects gender identity rather than sex so adding a third category for “sex” might make it confusing for people

#### 4. Age

- NZDep need age for their broad-sweep age/sex standardisation of the proportions of people in a small area having a certain deprivation characteristic. The data are also used in the composition of the various age-restricted markers of deprivation, and in the equalisation of two markers. Knowing age of absentees necessary for Household calculations
- Waitomo District Council recommend that the 65+ age bracket be broken down as the number of people in this age group is anticipated to increase throughout NZ and will have a significant impact on local authority planning. They stated that the needs of someone who is 65 years old compared to someone who is 85 are very different for the purposes of planning for their community.
- Age Concern support the inclusion as age is a key variable for all their activities, services and advocacy. Recommend that the 65+ age bracket be broken down as this age group has huge diversity and 65 should no longer be assumed to be “retirement age”. Want to see at least three age groups beyond 65. Also stated that the significance of age 65 relates to current policy settings especially the age of eligibility

for NZ Superannuation and if this changes the age groupings will need to be adjusted.

Loomio

- 7 comments from 3 people – one person from NZNO and one from Age Concern
- The age group 65+ is not an adequate breakdown and due to our ageing population the older age groups need to be differentiated. Census data is needed for these older groups as sample surveys do not allow such breakdowns (Age Concern NZ and Senior associate of the Institute for Governance and Policy Studies at Victoria University of Wellington and [Redacted s9(2)(a)] - Geriatric Department of Medicine at Auckland University).
- NZNO would have a real interest in questions as found on the US National Longitudinal Survey that would allow us to see responsibility (financial or care related) for children and/or elderly parents: including co-residence)
- Disaggregation of data for the people aged between 15 and 20 would be helpful and this information would help with assessing success or otherwise of work and training incentives and programmes over time, and with planning for future assistance for this age group

#### 5. Name

- NZDep noted that name is important for matching census info including absentees and tying back to usual residence

#### 6. Number of occupants on census night

- No specific comments about this variable

#### 7. Absentees

- NZDep noted that knowing age (and possibly sex) of absentees are necessary for household calculations
- Tauranga City Council uses this information to help derive household composition, family type and other family and household variables which is very useful for local authorities

#### 8. Partnership status in current relationship

- Pop Stats recommend no change
- NZDep often use legal status, could use social status in relationship – asked if it possible to more categories so that they can calculate either

#### 9. Legally registered relationship status

- NZDep often use legal status
- Southern DHB stated that relationship status is associated with many health and social outcomes and use this information for planning, delivery and monitoring public health services.
- MSD have recently used information on nuptiality rates for research and modelling purposes and consider this information to have continued use. The impact of not having this information needs careful consideration given the possible unforeseen impacts of this information becoming unavailable. MSD consider caution is needed in removing legally registered relationship status and support retaining this

information for use in associated collections such as producing marital rates, ex-nuptial births and other associated statistics.

- MoH stated that they are not experts on which categories are required for data production on relationship status and prefer that information on marital status continues to be collected.
- PANZ view is that recommendations related to social and legal marital status, step families and sexual orientation are hugely interrelated, and need to be considered together. Distinguishing same-sex and opposite-sex relationships coupled with de facto relationship and marriages have an important role in understanding couple relationships, family and household composition, and step families.

#### Loomio

- 3 comments only 2 members of the public involved who were both individuals
- One commenter recommended continuing with current categories (married/ civil union partners/ single/ ....) but also adding categories recognised by Government agencies. E.g. a two year or more de facto relationship is recognised by Government for property ownership purposes
- The other commenter noted how complicated this area is and it is not clear what 'relationship' means and therefore recommended that we be careful in this area (Age Concern NZ and Senior associate of the Institute for Governance and Policy Studies at Victoria University of Wellington)

### *10. Number of children born alive*

- Pop Stats strong support for retention due to NZ's changing ethnic composition, large flows in and out of NZ and our ageing population which makes fertility a continually important component of population change. Noted that fertility behaviour changes rapidly in environments with large scale international migration. Crucial for information on childlessness and child bearing which have important consequences for labour market participation, health resourcing, social well-being and aged care planning. Would also recommend extending this to ask males as well as paternity is of growing interest.
- NZDep noted that they should've used number of children born alive more as they have only used it in a small amount of census related research however social status is now more important
- Southern DHB said to retain the status quo and subsequently review in the future to determine whether current trends are retained
- MoH would like to see this collected. Noted that Stats NZ has data to explore whether inclusion every 10 years is sufficient and if Stats NZ concludes that it is sufficient then they support the question being excluded in 2018 and included in the following census.
- SAANZ (AUT) stated that [Redacted s9(2)(a)] provided a convincing case for the retention of this item (LOOK INTO?)
- [Redacted s9(2)(a)] (University of Waikato) supports the inclusion as this information helps to be able to conduct detailed analysis of fertility behaviour, particularly by ethnicity and this will assist in future projections of ethnicity counts.
- PANZ strongly recommends this question be included in order to track changes in family formation. Important for flows in and out of Aotearoa and migration-driven

ethnic diversification. Noted that we can't assume stability in previous patterns of ethnic differentials will persist in the future, particularly if the selectivity of migrants shifts. This is the only question which can provide a robust basis for examining parity and childlessness. There is no way to robustly model childlessness in other data sources, including linked administrative data.

Loomio

- Only 1 comment from a member of the public and the other 3 were from Stats staff
- The commenter stated that the question currently doesn't capture the full picture of modern fertility issues as surrogacy and paternity are not reflected