

<b>Project name</b>	Sexual Orientation, Gender and Intersex in the General Social Survey (GSS) 2018
<b>Initiated by</b>	Diane Ramsay
<b>Prepared by</b>	Calli Seedall
<b>Document purpose</b>	<p>Given the short timeframe between now and the GSS 2018, there are two options for progressing the work to include Sexual Orientation and Intersex. The purpose of this document is to outline the two options and the opportunity/cost associated with each. The two options are:</p> <ol style="list-style-type: none"> <li>1. Prioritise the inclusion of these topics in the main GSS and commit resource to developing a robust set of topic specifications, questions, (including method of collection), technical solutions and business processes.</li> <li>2. Not to progress a question or collection method for Intersex in the GSS and to use a Sexual Orientation question and methodology similar to the GSS field test, with some simple improvements such as moving the demographic questions.</li> </ol> <p>Note that there is no time to consider a question on Gender Identity for the GSS. This would require a great deal of stakeholder interaction and conceptual thinking, which cannot be undertaken in only a couple of months.</p>
<b>Recommendation</b>	<p>The Enterprise Prioritisation Team identify their preferred option and either:</p> <ol style="list-style-type: none"> <li>1. Approve option one and the prioritisation of 1.5 FTE for 6 months across LMH, QMD and DBS teams to scope, investigate and develop questions on Sexual Orientation and Intersex in the GSS 2018. As this would be new development work, not currently planned, this will mean deprioritising the following projects across the respective units: <ol style="list-style-type: none"> <li>a) In LMH it is likely this will affect development of the Voluntary work supplement to HLFS.</li> <li>b) In QMD, this is likely to impact on the development of other LMH survey developments, such as Voluntary work or HES changes.</li> <li>c) In DBS, in addition to increasing the workload placed on the Blaise developer for the GSS Main Survey, there shall likely be a significant impact on Blaise development for HLFS Q131 and HES Expenditure.</li> <li>d) In DBS, there may also be resourcing contention introduced, albeit to a lesser extent than that stated above, affecting Blaise, .NET, and SAS, development for HLFS Q130, the Voluntary Work and Redundancy supplement, and HES Income.</li> </ol> <p>In addition, if a standard is required for Intersex, C&amp;S may need to prioritise this work over other classifications that are being worked on.</p> <p>Note that, if the Enterprise Prioritisation Team elect Option 1, DBS engagement would necessitate that a request for work complies with their front door policy. In situations where it is not possible to sacrifice planned BAU activity in preference to a task associated with this new development, then all DBS costs incurred against that task shall become chargeable to an appropriate business cost centre.</p> </li> <li>2. Approve option 2 which is the use of the current Sexual Orientation question only.</li> </ol>
<b>Proposed project tolerances</b>	Na

## Section A – Strategic context for the investment proposal and case for change

<b>Drivers for change/problem/opportunity</b>	<p><b>Drivers/opportunity:</b> Following the decisions made by the Government Statistician about the final content for the 2018 Census, Labour Market and Household Statistics Unit (LMH) were asked to add one or more of Sexual orientation, Gender, and Intersex to the 2018 General Social Survey (GSS). The GSS is an interviewer-</p>
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	<p>administered survey which means that more development in these areas is required than what was tested for Census.</p> <p>Due to time constraints, LMH were not able to develop questions on Gender or Intersex for the GSS field test to be conducted in September 2017, however the question tested for Census 2018 on Sexual Orientation has been included in the field test.</p> <p>There is a well-documented need from stakeholders for data on these three topics. This information need can be broken down into three key objectives:</p> <ul style="list-style-type: none"> <li>• To allow individuals to see themselves in the data, and with regards to intersex adults, to allow a valid answer to the sex question which currently only accounts for male and female responses.</li> <li>• To identify overall prevalence.</li> <li>• To identify specific population groups within the wider LGBTIQ population.</li> </ul> <p>Inclusion in the GSS would also allow some comparison of well-being outcomes between the heterosexual and non-heterosexual populations within New Zealand (it is estimated that all other sub-population groups would be too small to output).</p> <p>Key stakeholders: The Human Right’s Commission LGBTIQ community Ministry of Health Research groups</p> <p><b>Problem:</b> The GSS goes into the field in April 2018 which leaves very little time to develop a robust set of questions for these topics. Prioritisation and additional resource is needed to complete this work.</p>				
<p><b>Investment proposal</b></p>	<p>To prioritise the investigation and development of robust topic specifications, questions, (including method of collection), technical solutions and business processes needed in order to include questions on Sexual Orientation and Intersex in the GSS 2018 main collection (April 2018 – March 2019).</p> <p>In situations where it is not possible to sacrifice planned BAU activity in preference to a task associated with this new development, then all DBS costs incurred against that task shall become chargeable to an appropriate business cost centre.</p>				
<p><b>Outcomes expected</b></p>	<ul style="list-style-type: none"> <li>• To enable the collection and output of robust data on these topics.</li> <li>• To ensure that due consideration and process has been followed to represent stakeholder requirements.</li> <li>• To learn more about the collection of these topics in order to scope a larger development plan going forward.</li> </ul>				
<p><b>Alignment to strategies</b></p>	<p>This investment proposal will contribute to:</p> <table border="1" data-bbox="379 1641 1522 1767"> <thead> <tr> <th colspan="2" style="text-align: center;">Results</th> </tr> </thead> <tbody> <tr> <td>Customer defined statistical relevance is driving the focus of the maintenance and prioritisation of statistics for critical decision making.</td> <td style="text-align: center;">2.7</td> </tr> </tbody> </table>	Results		Customer defined statistical relevance is driving the focus of the maintenance and prioritisation of statistics for critical decision making.	2.7
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<p><b>Expected benefits</b></p>	<ul style="list-style-type: none"> <li>• To allow individuals to see themselves in the data, and with regards to intersex adults, to allow a valid answer to the sex question which currently only accounts for male and female responses.</li> <li>• To help mitigate the risk to Census</li> </ul>				

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<b>Change Impact</b>	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="background-color: #f2f2f2;">Area impacted</th> <th style="background-color: #f2f2f2;">Change impact</th> <th style="background-color: #f2f2f2;">Impact</th> <th style="background-color: #f2f2f2;">FY/QTR</th> </tr> </thead> <tbody> <tr> <td>External stakeholders</td> <td> <ul style="list-style-type: none"> <li>Being seen to be doing something for the communities</li> <li>Protecting census</li> </ul> </td> <td>High</td> <td>2017/18</td> </tr> <tr> <td>Labour Market &amp; Household Statistics,</td> <td> <ul style="list-style-type: none"> <li>Increased knowledge of these topics to aid with future development work in this area</li> <li>Leading stakeholder communication for this project</li> <li>Coordination of the project</li> </ul> </td> <td>Medium</td> <td>2017/18</td> </tr> <tr> <td>Questionnaire Methodology and Development</td> <td> <ul style="list-style-type: none"> <li>Increased knowledge of these topics</li> <li>Cognitive testing requirements</li> <li>Includes the development of an IT solution for delivery of the questions</li> </ul> </td> <td>Medium</td> <td>2017/18</td> </tr> <tr> <td>Population Statistics</td> <td> <ul style="list-style-type: none"> <li>Understanding of impact (specifically around changes to the current sex question)</li> </ul> </td> <td>Low</td> <td>2017/18</td> </tr> <tr> <td>Statistical Methodology</td> <td> <ul style="list-style-type: none"> <li>Understanding of impact (specifically around changes to the current sex question)</li> </ul> </td> <td>Low</td> <td>2017/18</td> </tr> <tr> <td>Classifications and Standards</td> <td> <ul style="list-style-type: none"> <li>Timelines for development of a classification and standard for Sexual Orientation will be affected</li> </ul> </td> <td>Low</td> <td>2017/18</td> </tr> <tr> <td>Census 2018</td> <td> <ul style="list-style-type: none"> <li>Being seen to be doing something for the communities</li> <li>Protecting census</li> </ul> </td> <td>Low</td> <td>2017/18</td> </tr> <tr> <td>Field Interviewers</td> <td> <ul style="list-style-type: none"> <li>Learning to work with a potentially difficult question and a new methodology</li> </ul> </td> <td>Medium</td> <td>2017/18</td> </tr> <tr> <td>DBS</td> <td> <ul style="list-style-type: none"> <li>Implementation of an IT solution for delivery of the questions</li> <li>Prioritisation ahead of other Blaise development (other Household surveys)</li> </ul> </td> <td>Medium</td> <td>2017/18</td> </tr> <tr> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>				Area impacted	Change impact	Impact	FY/QTR	External stakeholders	<ul style="list-style-type: none"> <li>Being seen to be doing something for the communities</li> <li>Protecting census</li> </ul>	High	2017/18	Labour Market & Household Statistics,	<ul style="list-style-type: none"> <li>Increased knowledge of these topics to aid with future development work in this area</li> <li>Leading stakeholder communication for this project</li> <li>Coordination of the project</li> </ul>	Medium	2017/18	Questionnaire Methodology and Development	<ul style="list-style-type: none"> <li>Increased knowledge of these topics</li> <li>Cognitive testing requirements</li> <li>Includes the development of an IT solution for delivery of the questions</li> </ul>	Medium	2017/18	Population Statistics	<ul style="list-style-type: none"> <li>Understanding of impact (specifically around changes to the current sex question)</li> </ul>	Low	2017/18	Statistical Methodology	<ul style="list-style-type: none"> <li>Understanding of impact (specifically around changes to the current sex question)</li> </ul>	Low	2017/18	Classifications and Standards	<ul style="list-style-type: none"> <li>Timelines for development of a classification and standard for Sexual Orientation will be affected</li> </ul>	Low	2017/18	Census 2018	<ul style="list-style-type: none"> <li>Being seen to be doing something for the communities</li> <li>Protecting census</li> </ul>	Low	2017/18	Field Interviewers	<ul style="list-style-type: none"> <li>Learning to work with a potentially difficult question and a new methodology</li> </ul>	Medium	2017/18	DBS	<ul style="list-style-type: none"> <li>Implementation of an IT solution for delivery of the questions</li> <li>Prioritisation ahead of other Blaise development (other Household surveys)</li> </ul>	Medium	2017/18				
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<b>Key stakeholders</b>	<p style="background-color: yellow;">The key stakeholders that have an interest in the expected outcomes or can influence the investment proposal have been identified as follows:</p> <p>From C&amp;S:</p> <ul style="list-style-type: none"> <li>Our key stakeholders (in our working group) are SSC, MSD and MOH.</li> </ul>																																															

	<ul style="list-style-type: none"> <li>Others that attended the kick off workshop in July: MOE, HRC, MVCOT, MOJ, DIA, Tiwhanawhana Trust</li> </ul>								
<b>Scope</b>	<p><b>Already delivered as part of this mandate (see appendix A):</b></p> <ul style="list-style-type: none"> <li>Decisions made for including a question on Sexual Orientation in the GSS 2018 field test.</li> </ul> <p><b>In scope</b></p> <ul style="list-style-type: none"> <li>Communication with stakeholders on data requirements and question development for the GSS 2018. Will need to include discussion about outputs.</li> <li>Detailed design of topic specifications including how these questions will address stakeholder requirements.</li> <li>Question development including delivery methodology and any testing as required.</li> <li>Creation / build of the Blaise solution.</li> <li>Agreement on outputs and use of the data between LMH, Population Statistics, Statistical Methodology.</li> </ul> <p><b>Out of scope</b></p> <ul style="list-style-type: none"> <li>Development of a statistical standard and/or classification for Sexual Orientation (although this is a dependency) or Sex/Intersex.</li> <li>Wider stakeholder communications not specifically addressing the GSS 2018 development.</li> <li>Any future development of these topics not specifically for the GSS 2018.</li> </ul>								
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## Section B - Proposed governance and approach

<b>Proposed governance</b>	
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## Section C: Draft timeline, costs, duration and other information

<b>Draft timeline and high level key milestones</b>	<table border="1"> <thead> <tr> <th>Key milestones</th> <th>Estimated Timeline</th> </tr> </thead> <tbody> <tr> <td>GSS 2018 field test debrief</td> <td>9 October 2017</td> </tr> <tr> <td>GSS 2018 Collection Start</td> <td>1 April 2018</td> </tr> </tbody> </table>	Key milestones	Estimated Timeline	GSS 2018 field test debrief	9 October 2017	GSS 2018 Collection Start	1 April 2018
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GSS 2018 Collection Start	1 April 2018						
<b>Estimated:</b> - project costs (\$k) - duration - NPV - IRR - discounted payback period	Na						
<b>Duration</b>	The proposed duration of this initiative is 6 months (September 2017 – February 2018)						

<b>Other information for consideration and risks</b>	<p>If this initiative is not approved, LMH will not be able to develop questions on Gender or Intersex for the GSS 2018. However, assuming there are no issues presented in the September field test, the Census question on Sexual Orientation could be included using the decisions made for the field test (i.e. with no further development of the question or methodology).</p> <p><b>Risks</b></p> <p>There are some risks associated with including questions on Sexual Orientation, Gender and Intersex in the GSS:</p> <ul style="list-style-type: none"> <li>• There may be a negative impact on the response rate because respondents are not happy answering these questions.</li> <li>• There may be a negative reaction from stakeholders if we cannot output anything meaningful.</li> <li>• There may be a negative reaction from stakeholders because we are not intending to include the full suite of questions including Gender Identity.</li> <li>• Due to the mode of the survey, there are some concerns for health and safety, both of the respondent and the interviewer.</li> <li>• There is a risk to not developing a statistical standard for Intersex at the same time as including the question. These may end up unaligned.</li> </ul>
<b>For information only:</b>	
<ol style="list-style-type: none"> <li>1. <i>Contact Enterprise Portfolio Office (EPO) for assistance if required.</i></li> <li>2. <i>Circulate to stakeholders for review – refer to Document Development table.</i></li> <li>3. <i>Delete all instructions in blue italics &lt;like this&gt;.</i></li> </ol>	

### Document development

Business Group/Unit	Role	Name
Enterprise Portfolio Office (EPO)	Manager Investment Governance & Support	
Finance – Management Accounting	Senior Management Accountant	
Digital Business Services (DBS)	Manager Development Operations	Robin Smith
Population statistics	Senior Manager	Peter Dolan
Field Collections	Senior Manager	Kat Keelan
Standards & Design	Senior Manager	Becky Collett
Statistical Methods	Manager	Penny Barber
Census 2018	Senior Manager	Gareth Meech

### Project Executive sign-off/endorsement:

Title	Name/Signature	Sign-off date
Senior Manager, Labour Market and Household statistics	Diane Ramsay	dd/mm/yy

**Appendix A****GSS 2018 Field Test: Sexual orientation, Gender and Intersex**

Following the decisions made by the Government Statistician about the final content for the 2018 Census, Labour Market and Household Statistics Unit were asked to do a quick investigation into the feasibility of adding one or more of Sexual Orientation, Gender, and Intersex to the 2018 General Social Survey (GSS).

At the time that we were asked to investigate the inclusion of these topics into the GSS field test, development of the 2018 GSS content including its supplement on Housing and Physical Environment was well advanced. For this reason some quick, pragmatic decisions had to be made about inclusion in the field test. This paper sets out those decisions:

1. There was not enough time to include questions on either Intersex or Gender Identity in the GSS field test. These two topics require a lot more development work. However, a question was included on Sexual Orientation.
2. The Sexual Orientation question used will be the same as tested in the 2018 Census test i.e.

Which of the following options best describe how you think of yourself?

- Heterosexual or straight
  - Gay or lesbian
  - Bisexual
  - Other (please state)
  - Choose not to answer
3. The classification will follow the draft classification developed for the Census test and may change once the final classification is completed.
  4. We plan to only ask this question of respondents aged 18 and over. (The GSS is asked of 15 year-olds and over).
  5. The Sexual Orientation question will be asked at the end of interview to mitigate against a risk that respondents will end the interview at this point.
  6. The question will allow the respondents to identify a code on a showcard rather than reading the response aloud. This, along with the “choose not to answer” option will minimise confidentiality concerns.
  7. We have implemented an option that allows interviewers to skip the question if they feel this might impact on their personal safety or the safety of the respondent.
  8. An additional set of prompt questions has been developed to gain further information from the field test. These will be answered by interviewers after completion of each interview and training will be provided on why this question is important and what we hope to learn through the field test.