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Office of the  
21 OCT 2009  
Hon. Maurice Williamson

Statistics  
New Zealand  
TATAURANGA AOTEAROA

**Report to the Minister of Statistics: Information Needs on War Veterans and Options for Meeting Needs**

Date:	21 October 2009	Priority:	High
Security level:	High	File number:	MM904

**Action sought:**

	Action	Deadline
Minister of Statistics	Note the contents of this report and note the contents of the appended briefing to the Minister of Veterans' Affairs	

**Contact details:**

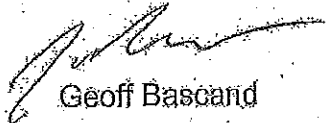
Name	Position	Telephone		First contact
Carol Slappendel	General Manager, 2011 Census	[REDACTED]	[REDACTED]	✓
[REDACTED]	Principal Social Statistician	[REDACTED]		

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**Recommended action**

It is recommended that you:

1. Note the contents of this report.
2. Note the contents of the appended briefing to the Minister of Veterans' Affairs.



Geoff Bascand  
Government Statistician



Hon Maurice Williamson  
Minister of Statistics

Date: 21/10/2009

NOTED

982

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## Report to the Minister of Statistics: Information Needs on War Veterans and Options for Meeting Needs

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### Purpose

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1. This paper provides some Statistics New Zealand specific context for the appended briefing from Veterans' Affairs New Zealand (VANZ) to their Minister, Hon Judith Collins.
2. The briefing outlines information needs relating to war veterans and identifies the most cost-effective approach for meeting needs.
3. Accurate information on the size and age distribution of the veteran population is required for costing options as part of the current review of war pension legislation and for planning veteran services.

### Background

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4. In its Veterans Policy paper *Respecting Veterans, Honouring Service*, published by the National Party in October 2008, one of the policy statements related to the inclusion of a question on war service in the 2011 Census of Population and Dwellings.
5. The Royal New Zealand Returned and Services' Association (RNZRSA) had previously made a submission to Statistics New Zealand asking that a question on war service be included in the 2011 Census. This was rejected by Statistics New Zealand on the grounds that a decision had already been made in May 2008 that there would be no new topics in the census. The RNZRSA also wrote to you on this matter, to which you replied, outlining again the reasons behind the Government Statistician's decision (MIN241 refers).
6. Subsequently Minister Collins sought a review of this decision, or an alternative method of collecting the information required to best meet the needs of this population. The Government Statistician reiterated the reasons for his decision not to include any new topics in the census, and noted that census development had advanced to a stage where it was too late to add any new content.
7. In recognition of the importance of the information needs on veterans, he undertook to have officials from Statistics New Zealand engage with their counterparts from VANZ to explore other options for collecting data on veterans.
8. The appended briefing is the result of that work.

## Preferred options for meeting information needs

9. The briefing identifies four options for meeting VANZ's information needs in relation to the veteran population:
  - (i) compute an estimate using existing data from the 1971 Census, New Zealand Defence Force (NZDF) records and life tables
  - (ii) add supplementary question(s) to the Household Labour Force Survey (HLFS)
  - (iii) add a question(s) to the 2016 Census
  - (iv) develop an electronic administrative system for the service information maintained by NZDF
10. VANZ agrees with Statistics New Zealand that option (i) is the most cost-effective and timely option for meeting immediate information needs. This option is recommended in the paper.
11. However, Statistics New Zealand has not been able to reach agreement with VANZ regarding medium and long-term options. VANZ favours options (ii) and (iii) whereas Statistics New Zealand does not consider that these represent appropriate or cost-effective options in the future. The veteran population is currently estimated to be between 40,000 and 50,000 (around one percent of the total New Zealand population) and is declining. Obtaining information on such a small population through survey and census vehicles is problematic. The Household Labour Force Survey (HLFS) is the only existing survey vehicle which has a sample large enough to produce reliable estimates on the veteran population. Statistics New Zealand's position is that HLFS supplements should be related to the key objectives of the survey, which precludes the addition of questions on the veteran population. Including questions on the veteran population in the census is not considered appropriate as the questions would not be relevant to 99 percent of all New Zealanders who fill in census forms.
12. Statistics New Zealand considers option (iv) to be the preferred option for meeting needs in the medium and longer term. Replacing the current paper-based administrative system with a modern electronic system would enable the timely production of a range of statistics on the veteran population. It would also provide an efficient sample frame for the collection of more detailed information on the veteran population and groups within it. Unfortunately VANZ has not included a cost for this option in their briefing, so we are not yet able to understand the cost implications.
13. Statistics New Zealand will continue to work with VANZ on the costs and benefits of option (iv).

RECEIVED  
Office of the  
26 MAR 2010  
Justice Williamson



**Report to the Minister of Statistics: Information needs on the war veteran population in New Zealand**

Date:	26 March 2010	Priority:	Low
Security level:	Low	File number:	MM952

**Action sought**

	Action	Deadline
Minister of Statistics	Note contents	

**Contact details**

Name	Position	Telephone		First contact
[REDACTED]	Private Secretary to the Minister of Statistics	[REDACTED]	[REDACTED]	✓
[REDACTED]	Manager, Population Statistics	[REDACTED]	[REDACTED]	

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**Recommended action**

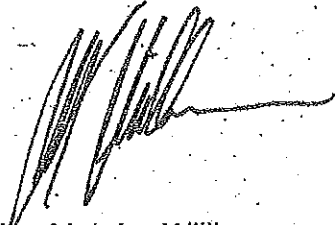
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It is recommended that you:

1. **Note** that the Minister of Veterans' Affairs, Hon Judith Collins, wrote to you on 16 June 2009, seeking to establish the number of veterans in the community by having a question added to the Census or finding "an appropriate way to collect this data through the General Social Survey."  
**NOTED** ✓
2. **Note** that following further discussion and correspondence you asked for an update by 31 March 2010.  
**NOTED** ✓
3. **Note** the contents of this report which proposes how a timely and cost effective estimate of the veteran's population may be achieved.  
**NOTED** ✓
4. **Discuss** this report at our next meeting (7 April 2010), after which you may wish to **discuss** the proposal with the Minister of Veteran's Affairs.

**AGREED/DISAGREED** ✓

  
Geoff Bascand  
Government Statistician

  
Hon Maurice Williamson  
Minister of Statistics

Date: 30/3/2010

## **Report to the Minister of Statistics: Information needs on the war veteran population in New Zealand**

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### **Purpose**

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1. This report provides an update on the options for achieving accurate and timely information on the war veteran population in New Zealand.

### **Background**

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2. In June 2009, the Minister of Veterans' Affairs, Hon Judith Collins, wrote to you seeking to have a question added to the Census to establish the number of war veterans in the community. She was informed that no new questions were being added to the 2011 Census.
3. The Minister wrote a further letter in December 2009, seeking to have a question added to the 2016 Census. In your response to Minister Collins of 16 December, 2009 (MIN272 refers) you noted that "the addition of a question (or questions) to the 2016 Census is one of a number of medium and long-term options that continue to be considered. The development of an electronic administrative system for the service information maintained by the New Zealand Defence Force may provide a better solution."
4. You asked to be updated on progress by 31 March 2010.

### **Alternative measures of veterans numbers**

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5. Officials of Statistics New Zealand and Veterans' Affairs have met to determine the data that is currently available on veteran numbers and whether a fit-for-purpose estimate can be made from this data.
6. There are three groups of veterans to estimate:
  - veterans of World War II, Vietnam, Malaysia and Korea
  - veterans from campaigns in the 1980s and 1990s
  - veterans from modern campaigns - post the 1990s and into the future.

### **Veterans of World War II, Vietnam, Malaysia and Korea**

7. The last time a question on war service was included in the New Zealand Census of Population and Dwellings was in 1971.
8. Most veterans from World War II, Vietnam, Korea and the Malaysia campaign would have been counted in the 1971 Census, although a small number may have still been overseas. Statistics New Zealand has used data from the 1971 Census.

questions on war service as a base to derive an estimate of this veteran sub-population.

9. The estimate produced by Statistics New Zealand is 38,400 (34,000 males and 4,400 females) and compares with 8,000 who are currently receiving war pensions. Figures from Canada suggest that about a third of their veteran numbers are accounted for in their veteran benefit systems. New Zealand Veterans' Affairs consider that the Statistics New Zealand estimate is comparable with the Canadian estimate and is within their expectations. This data is available by 5 year age groups to 90+.

#### **Veterans from campaigns in the 1980s and 1990s**

10. Veterans' Affairs have indicated that there were few deployments immediately following the campaigns above and numbers would be very small from the 1980s and 1990s. Veterans' Affairs estimate 2-3,000 veterans over these two decades and officials are currently obtaining information on this group by age, from the New Zealand Defence Force (NZDF).

#### **Veterans from modern campaigns - post the 1990s and into the future**

11. Veterans' Affairs note that records are available from NZDF to enable the calculation of the number of veterans from campaigns after the 1990s. Officials have obtained this data and have a total of 5,358 people by five-year age groups for these modern deployments. This group is being added to at a rate of 1,000 per year and modern records enable this data to be kept up to date.

#### **Conclusion**

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12. Once Veterans' Affairs have obtained the outstanding information for veterans from campaigns in the 1980s and 1990s an estimate of the total veterans' population (by age groups) will be possible. This estimate should meet the information needs of Veterans' Affairs and can be updated on an on-going basis from existing sources.
13. As this estimate of the veterans' population is 'fit-for-purpose', there is no apparent need for a question in the 2016 Census or other survey vehicle. A 2016 Census question on this topic would therefore require a further information need to be identified that could not be provided from existing sources or other data vehicles.





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08 OCT 2010  
Hon Maurice Williamson

**Report to the Minister of Statistics: Information needs on the war veteran population in New Zealand**

Date:	8 October 2010	Priority:	Low
Security level:	Low	File number:	MM993

**Action sought**

	Action	Deadline
Minister of Statistics	Note contents prior to your meeting with Hon Judith Collins, Minister of Veterans' Affairs	14 October 2010

**Contact details**

Name	Position	Telephone		First contact
[REDACTED]	Private Secretary to the Minister of Statistics	[REDACTED]	[REDACTED]	✓
Cathryn Ashley Jones	Deputy Government Statistician, Social and Population Statistics	[REDACTED]	[REDACTED]	

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**Recommended action**

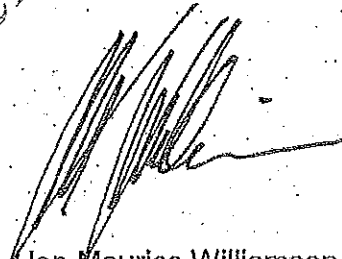
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It is recommended that you:

1. **Note** that you are to meet the Minister of Veterans' Affairs, Hon Judith Collins at 10.00am on Thursday, 14 October 2010. Minister Collins wrote to you on 16 June 2009, seeking to establish the number of veterans in the community by having a question added to the Census or finding "an appropriate way to collect this data through the General Social Survey."
2. **Note** that a report from Statistics New Zealand in March 2010 proposed how a timely and cost effective estimate of the veterans' population may be achieved.
3. **Note** the contents of this report, which outlines that an estimate and projections of the veterans' population has now been produced, and supplied to Veterans' Affairs.
4. **Note** that Cathryn Ashley-Jones, Deputy Government Statistician will attend your meeting with Minister Collins.

NOTED ✓

  
Cathryn Ashley-Jones  
Deputy Government Statistician

  
Hon Maurice Williamson  
Minister of Statistics

Date: 11/10/2010

Released under the Official Information Act 1982

## **Report to the Minister of Statistics: Information needs on the war veteran population in New Zealand**

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### **Purpose**

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1. This report provides an update on estimating and projecting the war veterans' population of New Zealand.

### **Background**

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2. In June 2009, the Minister of Veterans' Affairs, Hon Judith Collins, wrote to you seeking to have a question added to the Census to establish the number of war veterans in the community. She was informed that no new questions were being added to the 2011 Census.
3. The Minister wrote a further letter in December 2009, seeking to have a question added to the 2016 Census. In your response to Minister Collins of 16 December, 2009 (MIN272 refers) you noted that "the addition of a question (or questions) to the 2016 Census is one of a number of medium and long-term options that continue to be considered. The development of an electronic administrative system for the service information maintained by the New Zealand Defence Force may provide a better solution."
4. On 26 March 2010, you were updated on progress by Statistics New Zealand. At this time officials of Statistics New Zealand and Veterans' Affairs had met to determine the data that was currently available on veteran numbers, and whether a fit-for-purpose estimate could be made from this data. Veterans' Affairs needed to obtain outstanding information for veterans from campaigns in the 1980s and 1990s (from the New Zealand Defence Force), after which an estimate of the total veterans' population (by age groups) would be possible.

### **Progress on producing measures of veterans numbers**

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5. The required information on veterans from campaigns in the 1980s and 1990s has been supplied to Statistics New Zealand by the New Zealand Defence Force. An estimate of the total veterans' population (by age groups) has subsequently been produced.
6. Veterans' Affairs had previously indicated that they would like the estimates projected out five years in order to assess their service delivery model. The projected war veteran population living in New Zealand at 30 June each year from 2010–2015 has now been supplied.

## Conclusion

7. Now that an estimate of the veterans' population (by age groups) has been produced, Statistics New Zealand has the capacity to update this information from existing data sources on an on-going basis as required. In addition, projections of this population can also be produced as required. These estimates and projections should meet the information needs of Veterans' Affairs. There have been no new information requests.
8. A 2016 Census question on this topic would therefore require a further significant information need to be identified that could not be provided from existing sources or other data vehicles.

Released under the Official Information Act 1982



**Report to the Minister of Statistics: Questionnaire content for the next census**

<b>Date:</b>	20 May 2011	<b>Priority:</b>	High
<b>Security level:</b>	Budget Sensitive	<b>File number:</b>	MM1069

**Action sought**

	<b>Action</b>	<b>Deadline</b>
<b>Minister of Statistics</b>	Note the contents of this report and agree that a separate Cabinet paper re census content is no longer required	27 May 2011

**Contact details**

<b>Name</b>	<b>Position</b>	<b>Telephone</b>		<b>First contact</b>
Carol Slappendel	General Manager, 2011 Census	[REDACTED]	[REDACTED]	✓
Vince Galvin	Deputy Government Statistician, Social and Population Statistics	[REDACTED]	[REDACTED]	

## Recommended action

It is recommended that you:

1. **Note** that in November 2010, you agreed with the Minister of Veterans' Affairs that a Cabinet paper would be developed after the collection phase of the 2011 Census to consider content options for the 2016 Census.
2. **Note** Cabinet's agreement that the next Census of Population and Dwellings will be held in March 2013 [EGI Min (11) 9/13 refers].
3. **Note** that, because of the shorter lead-in time and the work already done in preparing for the 2011 Census, it is proposed that the 2013 Census be essentially the same as that planned for 2011.
4. **Note** that it is proposed that there be no changes to the census forms developed for the deferred 2011 Census.

**NOTED**

5. **Note** that, subject to your agreement to the above approach and following your announcement of the decision to hold the next census in March 2013, I will issue a media statement advising that there will be no changes to census forms.

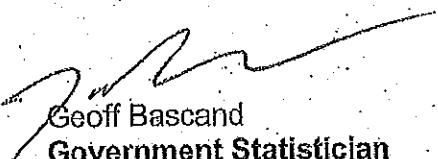
**AGREED / DISAGREED**

6. **Agree** that the requirement to produce a separate Cabinet paper on census content be set aside and removed from the list of action points for the department.

**AGREED / DISAGREED**

7. **Note** the attached draft letter to the Minister of Veterans' Affairs if required.

**NOTED**

  
Geoff Bascand  
Government Statistician

Maurice Williamson  
Minister of Statistics  
Date:

## **Report to the Minister of Statistics: Questionnaire content for the next census**

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### **Purpose**

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1. This report proposes that there be no change to questionnaire content for the next census.
2. It also recommends that the requirement to produce a separate Cabinet paper on census content, as previously agreed with the Minister of Veterans' Affairs, be set aside and removed from the department's list of action points.

### **Background**

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3. The 2011 Census was stopped due to the 22 February Christchurch earthquake. The Government has since agreed that the census be deferred until March 2013. The department is working on drafting instructions to ensure the Statistics Act 1975 is amended accordingly.
4. In November 2010, you agreed with the Minister of Veterans' Affairs that a Cabinet paper would be developed to consider content options for the 2016 Census, and that Statistics New Zealand would prepare the paper after the collection phase of the 2011 Census.

### **No changes for 2013 Census forms**

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5. It is proposed that the 2013 Census be essentially the same as that planned for the 2011 Census.
6. There is insufficient time to consider adding new topics, such as sexual orientation, generational attachment and war service, in which there is known interest. Given the size constraints of the current census forms, adding questions would also require the deletion of other questions already on the forms. Adding and deleting questions is time-consuming and costly because the process requires public consultation, testing of new question formats, and changes to a range of IT systems.
7. Therefore it is proposed that only minor changes will be made to the 2011 forms to update dates and to maintain the data quality of existing questions.

To give early clarity to the public, the Government Statistician is planning to issue the attached media statement shortly after your announcement of the Government's decision to hold a census in 2013.

### **Changes to the content of census forms beyond 2013**

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9. As a result, any significant changes to census content will only be considered beyond the 2013 Census. This would also mean that the Cabinet paper referred to in paragraph 4 would only now be developed after the census in March 2013.

10. In addition to preparing for a 2013 Census, Statistics New Zealand is developing a Stage 2 business case on the future of social and population statistics, including future censuses. This business case is due to be submitted to the Cabinet Expenditure Committee by 31 March 2012.
11. Given the deferral of the census and the timing of the TOPSS Stage 2 Business Case, it is recommended that the requirement to produce a separate Cabinet paper on census content be set aside and removed from the department's list of action points.

#### Next steps

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12. Should you agree to the above approach
  - you may wish to share this information with your colleagues, in particular the Minister of Veterans' Affairs, who has previously expressed interest in the addition of census questions relating to war service. A draft letter is attached for your consideration
  - following your announcement of Cabinet's decision on the holding of the next census, the Government Statistician will issue a media release advising of the decision to make no changes to census forms. A draft media statement is attached for your information.

Released under the Official Information Act 1982



Hon Judith Collins  
Minister of Veterans' Affairs  
Parliament Buildings  
Wellington

Dear Judith

My letter of 8 November 2010 confirmed our agreement to the development of a Cabinet paper considering content options for the 2016 Census after the collection phase of the 2011 Census.

Since then, the 2011 Census was stopped as a result of the 22 February 2011 Christchurch earthquake and Cabinet has agreed to hold the next census in March 2013.

Given the shorter than usual preparation time for a census, the Government Statistician has advised me of his decision to run a 2013 Census that is essentially the same as that planned for the 2011 Census. There is insufficient time to consider adding new topics, such as war service. Given the size constraints of the current census forms, adding questions would require the deletion of other questions already on the forms. Adding and deleting questions is time-consuming and costly because of the impact it has on IT systems and the need to test new question formats.

In addition to preparing for a 2013 Census, Statistics New Zealand is developing a Stage 2 business case on the future of social and population statistics, including the nature and timing of future censuses. This business case is due to be submitted to Cabinet Expenditure Committee by 31 March 2012.

Given the deferral of the census and the timing of the TOPSS Stage 2 Business Case, I propose to not proceed with a separate Cabinet paper considering content options for 2016.

Statistics New Zealand has indicated that it will continue to work with the Ministry of Veterans' Affairs to meet the need for information about war service. Last year, Statistics New Zealand provided the Ministry with a set of robust estimates on the size of the veteran population using a combination of census data and administrative data sources.

Yours sincerely

Hon Maurice Williamson  
Minister of Statistics

## Draft media release re content of 2013 Census

### **Census preparation underway**

Statistics New Zealand has welcomed the Government's decision to hold the next census in March 2013 and has begun planning and work on the project.

The census is the official count of how many people and dwellings there are in New Zealand, and gives a unique snapshot of our communities.

Government Statistician Geoff Bascard said the 2013 Census questions will essentially be the same as in the planned 2011 Census that was called off because of the effects of the 22 February Christchurch earthquake.

"Given the shorter than-usual preparation time until census day, we are keeping to the questions decided on for the 2011 Census. The topics will be the same and we won't be making any major changes to the content. This will mean we get great information and we make good use of all the work that went into developing the 2011 Census forms.

"Information from the census helps determine how government funding is spent in the community. It is used by councils, community groups, iwi, and businesses to plan for the future.

"During our consultation rounds these people made it very clear that they rely on census information to make important decisions about the services they offer. Their support during the decision-making process for the next census has been extremely heartening and underscores how important the census is to New Zealand," he said.

The exact census date is expected to be announced after legislation required to hold a census in 2013 goes to Parliament later this year.

The 8 March 2011 Census was called off following the 22 February Christchurch earthquake. At that time the 2011 Census could not have been successfully completed given the national state of emergency and the probable impact on census results.

Contact:

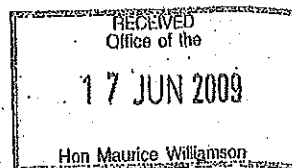
██████████  
Senior Media Advisor  
Statistics New Zealand

or ██████████



## Office of Hon Judith Collins

MP for Papakura  
Minister of Police  
Minister of Corrections  
Minister of Veterans' Affairs



16 JUN 2009

Hon Maurice Williamson  
Minister of Statistics  
Parliament Buildings  
Wellington

Dear Maurice

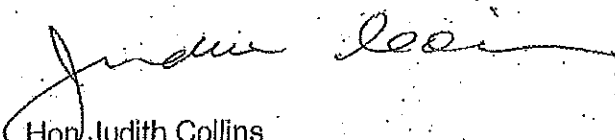
I am writing to you regarding our government's policy to have a question added to the Census to allow us to establish the number of veterans in the community. The collection of this information is critical in the establishment of the base for long term planning in the portfolio and for costing the options as part of the current review of the war pension's legislation.

The lack of up to date data means that the approach that VANZ is forced to use is to estimate the number of veterans in the community based on war pensions payment data. This does not give an accurate picture of the veteran population as a whole and is not a satisfactory base for effective planning.

In addition to establishing the number of World War Two, Korean, Malayan and Vietnam veterans in the population, it is important that we have an understanding of the other veterans in the community. Given that the group of veterans that have been deployed since 1990 is the fastest growing group of veterans and the largest grouping after the World War Two veterans it is critical that we have an accurate base on which to plan for the future. In order to achieve this end, I want to enact this policy and have a question added to the 2011 Census.

I am advised by my officials that a decision has been made not to add additional questions to the 2011 Census. If this is the case, and you are not able to overturn that decision then I would like our officials to work together to find an appropriate way to collect this data through the General Social Survey.

Yours sincerely

  
Hon Judith Collins  
Minister of Veterans' Affairs



## Office of Hon Maurice Williamson

MP for Pakuranga

Minister for Building and Construction

Minister for Small Business

Minister of Customs

Minister of Statistics

Hon Judith Collins  
Minister of Veterans' Affairs  
Parliament Buildings  
Wellington

Dear Judith

Thank you for your letter of 16 June, 2009 seeking a review of the Government Statistician's decision not to include new topics in the 2011 Census, such as a question (or questions) relating to war service as recommended in the National Party's 2008 Veterans Policy Statement.

The long-standing approach to determining the content of the census is that:

1. Parliament have set down specific matters for inclusion in section 24(1) of the Statistics Act 1975, and
2. the Government Statistician decides, on public interest grounds, what additional matters are to be covered from a list of possibilities set out in section 24(2).

The ability to include new questions in the census is limited by the size of the census questionnaire and consideration of the time taken to complete it; the requirement to retain existing core questions; the priority given to improving the quality of existing topics, and the cost of adding a new question. Questionnaire content is central to the processes that are put in place, and changes to content have a flow on effect throughout the work programme.

Following consideration of such matters the Government Statistician made the decision, in mid 2008, that there would be no new topics in the 2011 Census. As a result the 2011 Census content consultation process was limited in scope and concentrated on a small number of changes that would improve existing questions. A small number of submissions requesting new topics, including the submission relating to a new question on war service, were received but were not taken any further for the 2011 Census as they were outside the scope of the consultation.

On previous occasions when a new topic has been proposed its suitability for inclusion has been evaluated against several criteria including: whether the census is the most appropriate way to collect such information; whether there is public acceptance of the topic; and whether the topic will produce quality information.

Adding new questions late in the development of the census would put census timeframes at risk, especially in significant areas such as IT development. Furthermore the significant costs associated with including a new question in the census have not been budgeted for.

The process for deciding on census content is consistent with the general thrust of the Statistics Act 1975, under which the Government determines the mix of official statistics, on advice on priorities from the Government Statistician after user consultation. Once information needs are determined, the Government Statistician has statutory independence on how each of the official statistics is collected and released. The legal support for this in parts II and III of the Statistics Act is critical in providing for the integrity and reputation for independence and objectivity of official statistics.

For that reason I am unable to overturn decisions of the Government Statistician on methodology, including the means by which information of interest to the Government is collected. Although I have a power to direct the Government Statistician to collect statistics that would not otherwise be collected, how that information would be collected is decided by the Government Statistician. Moreover, if additional funding were not provided, then the extra work would be done at the expense of the existing range of statistics.

While the Government Statistician has confirmed his earlier decision to not include any new topics in the 2011 Census, officials from Statistics New Zealand are actively engaged in discussions concerning information needs, policy implications and possible collection options with representatives from Veterans Affairs New Zealand. I have reinforced with them the importance of working closely with your officials.

Yours sincerely

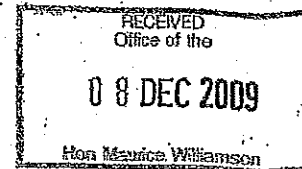


Hon Maurice Williamson  
Minister of Statistics



## Office of Hon Judith Collins

MP for Papakura  
Minister of Police  
Minister of Corrections  
Minister of Veterans' Affairs



08 DEC 2009

Hon Maurice Williamson  
Minister of Statistics  
Parliament Buildings  
Wellington

Dear Maurice

I am writing to confirm our conversation regarding our Government's policy to have a question added to the Census to allow us to establish the number of veterans in the community. While I appreciate the time constraints around adding a question to the 2011 Census, I wish to ensure that we enact this policy and have a question added to the 2016 Census.

The collection of information on the veteran population is critical to future planning in the Veterans' Affairs portfolio. The group of veterans that have been deployed since 1990 is the fastest growing group of veterans and the largest grouping after the World War Two veterans. The information collected in the census is a critical part of gaining an accurate profile of this group of veterans so that Government is in a position to plan to meet their life time needs.

I look forward to my officials in Veterans' Affairs New Zealand working with the officials in Statistics New Zealand to develop an appropriate question for the 2016 Census.

Yours sincerely



Hon Judith Collins  
Minister of Veterans' Affairs



## Office of Hon Maurice Williamson

MP for Pakuranga

Minister for Building and Construction

Minister of Customs

Minister for Land Information

Minister of Statistics

Minister for Small Business

16 DEC 2009

Hon Judith Collins  
Minister of Veterans' Affairs  
Parliament Buildings  
Wellington

Dear Judith

Thank you for your letter of 8 December 2009 seeking to have a question added to the 2016 Census to establish the number of veterans in the community.

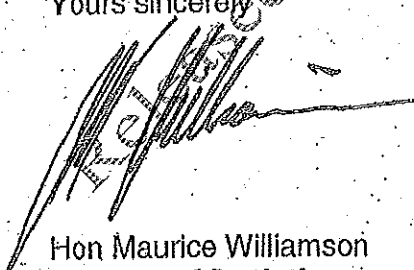
I am pleased that progress has been made towards using existing data to meet immediate information needs relating to the veteran population.

The addition of a question (or questions) to the 2016 Census is one of a number of medium and long-term options that continue to be considered. The development of an electronic administrative system for the service information maintained by the New Zealand Defence Force may provide a better solution.

The Government Statistician is leading a process of consultation to assess the implications, associated costs and trade-offs of the options for achieving accurate and timely information on the veteran population. I have requested to be updated on progress by 31 March 2010.

I understand that Statistics New Zealand officials are due to meet with the Chief Executive of Veterans' Affairs on 17 December 2009 to progress this work.

Yours sincerely

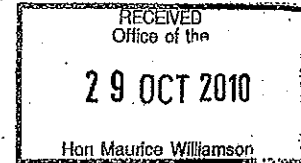


Hon Maurice Williamson  
Minister of Statistics



## Office of Hon Judith Collins

MP for Papakura  
Minister of Police  
(includes responsibility for Serious Fraud Office)  
Minister of Corrections  
Minister of Veterans' Affairs



27 OCT 2010

Hon Maurice Williamson  
Minister of Statistics  
Parliament Buildings  
Wellington

Dear Minister

I am writing to confirm the outcome of our meeting on 14 October 2010.

At that meeting you indicated that you would be taking a paper to Cabinet to enable Cabinet to set the priorities for inclusion in the 2016 Census.

As the inclusion of a question on war service in the Census was a pre election promise of this Government, can I please have a timeframe for the development of the paper and its presentation to Cabinet.

Yours sincerely

  
Hon Judith Collins  
Minister of Veterans' Affairs





## Office of Hon Maurice Williamson

MP for Pakuranga

Minister for Building and Construction

Minister of Customs

Minister for Land Information

Minister of Statistics

Minister for Small Business

08 NOV 2010

Hon Judith Collins  
Minister of Veterans' Affairs  
Executive Wing  
Parliament Buildings  
WELLINGTON

Dear Judith

Thank you for your letter of 27 October 2010 confirming the outcome of our 14 October meeting in which the information needs of Veterans' Affairs New Zealand was discussed.

I confirm we agreed that a Cabinet Paper would be developed to consider content options for the 2016 Census. Statistics New Zealand's immediate focus, and one of my Ministerial priorities, is to deliver a successful 2011 Census. I am therefore aiming to complete this paper following that event, to be held in March next year.

I will forward a draft of the Cabinet Paper to you for your consideration and comment as soon as it becomes available.

Yours sincerely

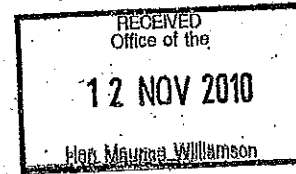


Hon Maurice Williamson  
Minister of Statistics



## Office of Hon Judith Collins

MP for Papakura  
Minister of Police  
(includes responsibility for Serious Fraud Office)  
Minister of Corrections  
Minister of Veterans' Affairs



Ref No: Min 327

11 NOV 2010

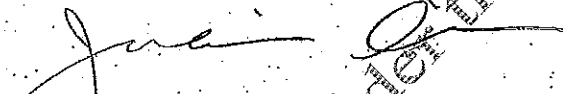
Hon Maurice Williamson  
Minister of Statistics  
Parliament Buildings  
Wellington

Dear Minister

Thank you for your letter of 8 November 2010 regarding the 2016 Census.

I look forward to receiving the Cabinet Paper when it is available.

Yours sincerely

  
Hon Judith Collins  
Minister of Veterans' Affairs

Released under the Official Information Act 1982



## Office of Hon Judith Collins

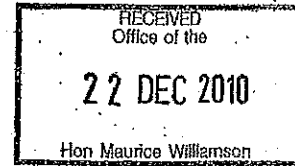
**MP for Papakura**

Minister of Police

(includes responsibility for Serious Fraud Office)

Minister of Corrections

Minister of Veterans' Affairs



22 DEC 2010

Hon Maurice Williamson  
Minister of Statistics  
Parliament Buildings  
Wellington

Dear Minister

Thank you for the opportunity to comment on the draft Cabinet paper on Tier 1 Statistics.

You have advised that you are seeking to develop an agreed list of New Zealand's most import (Tier 1) statistics so that the government can prioritise its statistical investment. Whilst the pre-election promise to include a question on war service falls outside the scope of this particular paper I would like to take the opportunity to re-state the importance of including this question in the 2016 Census.

I look forward to being consulted on the content of the 2016 Census when the content for this is developed after the 2011 Census.

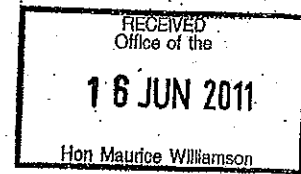
Yours sincerely

**Hon Judith Collins**  
Minister of Veterans' Affairs



## Office of Hon Judith Collins

MP for Papakura  
Minister of Police  
(includes responsibility for Serious Fraud Office)  
Minister of Corrections  
Minister of Veterans' Affairs



16 JUN 2011

Hon Maurice Williamson  
Minister of Statistics  
Parliament Buildings  
Wellington

Dear Minister

You will recall that in late 2010 we discussed the inclusion of a question relating to war service by veterans in the 2011 Census. The inclusion of this question was a pre-election promise of this Government.

In 2010 it was determined by your department that it was too late for the question to be included in the 2011 Census and that an approach should be made for it to be included in the 2016 Census.

With the postponement of the 2011 Census to 2013 it would seem that it is now timely to have the question included in the 2013 Census.

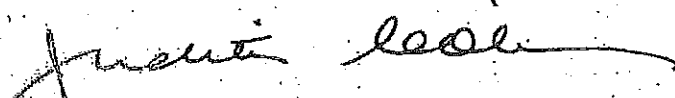
We do not know the exact number of veterans in New Zealand because the most recent data relating to the number of veterans is from the 1971 Census. We need a comprehensive population based assessment of the number of living veterans in the general population and their social and economic status.

This information would make it possible to assess the impact of the benefits and programmes available to veterans.

The fact that we do not have a verifiable number of veterans in the population has made it extremely difficult to cost the Law Commission's recommendations for a new support scheme for veterans.

I request that you have your department examine the process of having it included so that the intent of our pre-election promise is achieved.

Yours sincerely

  
Hon Judith Collins  
Minister of Veterans' Affairs



## Office of Hon Maurice Williamson

MP for Pakuranga

Minister for Building and Construction

Minister of Customs

Minister for Land Information

Minister of Statistics

Minister for Small Business

23 JUN 2011

Hon Judith Collins  
Minister of Veterans' Affairs  
Parliament Buildings  
**WELLINGTON**

Dear Judith

Thank you for your letter regarding inclusion in the next Census of a question on war service veterans.

In consultation with Statistics New Zealand, I am currently preparing a Cabinet paper that addresses the options and implications of adding a new question on war veterans in the 2013 Census. My officials at Statistics New Zealand will be working with officials at Veterans' Affairs New Zealand in the preparation of this paper, and I will forward you a draft prior to submission.

Yours sincerely



Hon Maurice Williamson  
Minister of Statistics



## Office of Hon Judith Collins

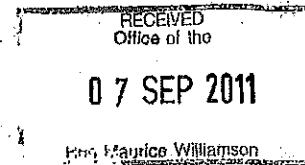
MP for Papakura

Minister of Police

(includes responsibility for Serious Fraud Office)

Minister of Corrections

Minister of Veterans' Affairs



07 SEP 2011

Hon Williamson  
Minister of Statistics  
Parliament Buildings  
WELLINGTON

Dear Minister

Thank you for the opportunity to comment on the Cabinet paper- War Service Question in the 2013 Census.

The fact that there is no reliable data on the veteran population has severely impacted the Government's ability to cost the recommendations in the Law Commission's review of the War Pensions Act.

At our meeting on 9 August 2011 we agreed that your Officials would prepare a paper that proposed including a question on war service provided the funding was clarified. I confirmed that VANZ would cover the costs of the question and seek funding in the 2012 budget. It is therefore disappointing that this paper both argues strongly against the inclusion of a question and excludes my option of VANZ lodging a budget bid to pay for it in 2012.

Yours sincerely

  
Hon Judith Collins  
Minister of Veterans' Affairs



## Office of Hon Maurice Williamson

MP for Pakuranga

Minister for Building and Construction

Minister of Customs

Minister for Land Information

Minister of Statistics

Minister for Small Business

08 September 2011

Hon Judith Collins  
Minister of Veterans' Affairs  
Parliament Buildings  
**WELLINGTON**

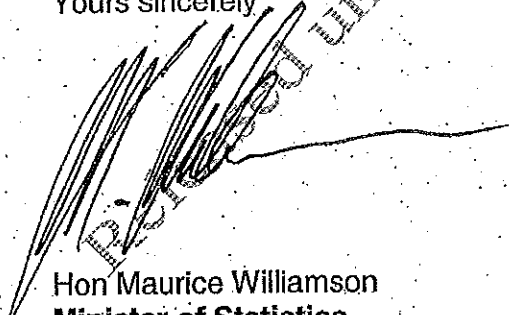
Dear Judith

Thank you for your comment on the Cabinet paper – War Service Question in the 2013 Census.

The paper has been prepared in consultation with officials at Veterans' Affairs New Zealand (VANZ) who confirmed that there is no potential to absorb the \$300,000 cost of a question within Veterans' Affairs baselines. Treasury advised that a VANZ budget bid could not be relied on. The paper was completed in accordance with that advice. Recommendation 8 iii is consistent with Treasury's advice and leaves open the possibility of Statistics New Zealand, in consultation with VANZ, making a budget bid.

In the interests of timely decision making I have lodged the paper for consideration by EGI at its next meeting.

Yours sincerely



Hon Maurice Williamson  
Minister of Statistics

## War Service Question in the 2013 Census

### Purpose

1. This paper seeks Cabinet decision whether to direct the Government Statistician to include a question on war service in the 2013 Census of Population and Dwellings.

### Executive Summary

2. The Minister of Veterans' Affairs has requested that Statistics New Zealand consider the inclusion of a war service question in the 2013 Census. This would give effect to a commitment made by the National Party prior to the 2008 General Election, and provide Veterans' Affairs New Zealand (VANZ) with census data to more accurately project the costs of pensions and other entitlements paid to war veterans.
3. Given limited space on the census forms and time constraints, the only option that could be implemented in the 2013 Census is a single space-constrained question with a short explanatory note in the census guide notes. The cost of such a question would be \$300,000 and this is unfunded.
4. The Government Statistician does not support the inclusion of a war service question in the 2013 Census, based on his consideration of a range of factors including information needs, likely data quality, alternate data sources, costs and overall risk to the success of a census in 2013. Under the Statistics Act 1975, the content of the census is determined either by specific provisions in that Act or by the decision of the Government Statistician based on public interest. However, section 15 of the Act also provides for the Government Statistician to be directed by the Minister of Statistics to collect statistics.
5. This paper asks Cabinet to decide between two recommendations. The first, preferred by Veterans' Affairs, is that a war service question be included in the 2013 Census. If Cabinet agree, this would involve directing the Government Statistician under section 15 of Statistics Act to include the question. The second recommendation, preferred by the Government Statistician, is that a war service question not be included in the 2013 Census.

### Background

6. In October 2008 the National Party published a pre-election Veterans Policy statement which made a commitment to restoring questions relating to war service to the census. The census last included a question on war service in 1971. The question was removed in 1976 because the topic no longer met the inclusion criteria:
  - a) The census must be the most appropriate information source
  - b) There must be public acceptance of the topic
  - c) The question must produce quality information
  - d) The topic must have significant national value or be of major national importance.



7. The long standing approach to determining the content of the census is that:
- Parliament have set down specific matters for inclusion in every census in section 24(1) of the Statistics Act 1975 (the Act);
  - Section 24(2) of the Act also provides that the Government Statistician decides, on public interest grounds, what additional matters are to be covered from a list of possible inclusions which are set out in that section; and
  - Section 15 of the Act provides for the independence of the Government Statistician but also enables the Minister of Statistics to direct the Government Statistician to collect or cease collection of statistics.
8. During public consultation on content for the 2006 Census, VANZ requested inclusion of a topic on the war veterans' population. Statistics NZ decided there was insufficient demand to justify including it.
9. In May 2008, the Government Statistician announced publicly there would be minimal content change for the 2011 Census, with no new topics included. As a result, the 2011 Census content consultation process concentrated on a small number of changes to existing questions to improve data quality. A few submissions requesting new topics (including one from the Royal New Zealand Returned and Services' Association seeking the inclusion of a simple yes/no war service question) were received, but the policy decision not to add any new topics was confirmed.
10. Therefore, in December 2009, the Minister of Veterans' Affairs sought the inclusion of a war service question in the 2016 Census. The Minister was advised that the addition of a war service question in the 2016 Census was one of a number of medium/long term options that were continuing to be considered. Statistics NZ also provided VANZ with projections of the war veteran population.
11. Soon after the rescheduling of the 2011 Census to March 2013, the Government Statistician advised me he did not want to change the 2011 Census forms, other than to update dates, given the shorter than usual development time for this census.
12. Also following the rescheduling, the Minister of Veterans' Affairs requested that Statistics NZ consider the inclusion of a war service question in the 2013 Census so that the intent of the pre-election promise could be achieved.

## **Comment**

### ***The information need***

13. VANZ's primary need for information from the census is to establish a verifiable number of veterans in New Zealand and their social and economic status so that programmes can be developed for veterans based on their needs.
14. VANZ has also advised that costing of recommendations in the Law Commission's review of the War Pensions Act 1954 has been extremely difficult due to a lack of up to date information on the veteran population. Census data would help forecast the cost of war pensions and other entitlements with more certainty. Approximately 40 of the 170 recommendations made by the Law Commission have required detailed costing work to be done. To undertake this work it is necessary in many cases to calculate the number of veterans in different sub-categories like age. Uncertainty in the number of veterans in any age category has created high levels of uncertainty in the estimated costs of the Law Commission proposals.

15. VANZ has access to projections of the size and age distribution of the war veteran population (refer Appendix A). These projections are derived from 1971 Census data, age-specific mortality rates, and administrative data on more recent deployments from the New Zealand Defence Force (NZDF). They can be updated each year for \$5,000 to \$10,000 per annum.
16. VANZ believes that these projections do not provide the accuracy or detail offered by having a question in the census.
17. Inclusion of a census question on war service would also enable counts of war veterans to be cross-tabulated with other key census variables (for example, age, sex, legally registered relationship status, number of dependent children, geographic location).
18. VANZ would be the primary user of information from a census question on war service. Other stakeholders including the NZDF and the Ministry of Social Development have secondary uses for the data.
19. VANZ will not need a question about war service in future censuses (beyond 2013) as records of service and deployments have improved dramatically over the past 8-9 years and the NZDF is working to produce better information in the future.

***A single question is the only feasible option***

20. The English and Maori/English census paper forms and the guide notes given to every household have extremely limited empty space. One small question and a short explanatory note will only just fit on the various forms. To create even more space, Statistics NZ would have to reduce the size of more important questions, particularly educational qualifications. Adding a page to the census forms to accommodate additional war service questions would require major changes to census processes and systems, and greatly increase cost and risk.
21. Given these limitations, the only option that could be implemented in the 2013 Census is a single space-constrained question with a short explanatory note in the census guide notes.
22. Before any question can be added to the census it needs to go through a thorough development process. Statistics NZ would need to work with VANZ and secondary stakeholders to better understand and prioritise the information needs and agree the specific wording of the question and explanatory notes. The development work would need to start from early October 2011 to ensure Statistics New Zealand can meet the forms printing deadline of 1 June 2012.

***The question may not produce quality information***

23. Statistics NZ considers it likely that data from a small question on war service will be of low data quality, due to false positives and negatives distorting the population counts for the very small group of interest (estimated currently at approximately 37,300 people or about 0.08% of the population). Statistics New Zealand cannot fully test the actual performance of the question as no field test or full dress rehearsal is planned for the 2013 Census. The accuracy of the data may be no better than available projections.
24. The definition of war veteran used by VANZ is relatively complex (see Appendix B), making it difficult to collect data in a census that will align closely with that definition. To improve data quality, Statistics NZ would add an explanatory note in the census

guide notes given to every household. As space in the guide notes is very limited the explanatory note would have to be restricted to a few lines of text rather than the full list of recognised deployments. The explanatory note may not improve data quality sufficiently, however. Many people do not read the guide notes and a very short guide note may not help people understand the question.

25. Given the complexity of the definition and the small size of the war veteran population, there is a risk that the data from a single question would be assessed by Statistics NZ as not being fit for purpose and therefore would be withheld and not published. This would mean no information on war veterans would be publicly available, including to VANZ.
26. An analogy is the civil union tick box in the census "legal marital/civil union status" question. Some members of the public confuse registry office marriages with civil unions. Counts of civil union relationships in the 2006 Census were ten times higher than the number of registered civil unions, and were therefore not published.

#### **Implementation costs**

27. Including one space-constrained question in the 2013 Census with a short explanatory note in the census guide notes will increase the cost of the 2013 Census by \$300,000. The additional cost is for additional questionnaire and guide note development, required changes to the internet collection and processing systems, additional data evaluation and the cost of producing additional outputs (war veteran information) post census.
28. There are also significant opportunity costs. Implementing a major change to the census forms at this stage will redirect staff and management time away from other important activities and is likely to increase the overall risk profile of the census programme.

#### **The Government Statistician does not support inclusion of the question**

29. The Government Statistician decided not to have any new topics and questions in the 2011 Census now deferred to 2013. In addition to wishing to adhere to this policy, the Government Statistician has considered the merits of including a war service question in the 2013 Census against public interest criteria. Having considered a range of factors, including information needs, likely data quality, alternate data sources, costs, and overall risk to the success of a census in 2013, he does not think it should be included.
30. If Cabinet clearly prefers adding a question, I can, under section 15 of the Statistics Act 1975, direct the Government Statistician to collect statistics. The instruction will assist the department in managing its stakeholders, some of whom will be concerned that a question was added without the usual consultation process and ahead of other contenders.
31. Although the use of Ministerial directive is an option, its use in the history of the census is believed to be unprecedented. It could undermine the credibility of Statistics NZ's consultation processes and the Government Statistician's independence in making decisions on statistical methodology. Usually public policy views on census content are expressed into a submission and decision-making process where the Government Statistician can weigh up statistical viability with public interest.

## Financial Implications

32. As noted in paragraph 27, the addition of a question on war service will increase the cost of the 2013 Census by \$300,000.

33. The following funding options have been considered:

a. **VANZ Budget Submission in Budget 2012:** The Minister of Veterans' Affairs has instructed VANZ to make a Budget Submission in Budget 2012 to obtain \$300,000 to meet the costs of including a war service question in the 2013 Census. This funding option is not included in the recommendations for the reasons set out in The Treasury's comment in paragraph 40.

b. **Funding from existing baselines:**

1. **VANZ:** VANZ is a small agency with a small operating budget totalling \$8.07m. The budget has been fixed for three years and a number of new costs have been absorbed into baselines over that period. Notably for 2011/12 and out-years additional costs of \$180,000 associated with the provision of support services for the annual Gallipoli ANZAC commemorations have been absorbed. This additional cost came about due to a new support contract being awarded in conjunction with Australia. There is no potential to absorb the \$300,000 associated with the inclusion of the census question in the 2013 Census.

2. **Statistics NZ - census appropriation:** If Cabinet agrees to include a war service question, Statistics NZ, in consultation with Veterans' Affairs New Zealand, will make a submission in Budget 2012 to increase the 2013 Census Multi-year Appropriation by \$300,000. Without additional funding in Budget 2012, Statistics NZ will reduce the number of information products and services currently planned for the 2013 Census by 25 percent, thereby making census data less accessible to many users. The department has prioritised its products and services mix for the 2013 Census, and will not deliver those of lowest priority: a data visualisation product; several tabular products including Classification Counts, Electoral Boundary tables, and a Table Builder module on transport and communication; QuickStats and Tables about transport and communication; Confidentialised Unit Record File (CURE) Introduction to the Census; and promotional seminars. In May 2011, Statistics NZ estimated that a 2013 Census would cost \$72m. Collection and processing operations account for 94 percent of total budget and Statistics NZ cannot divert budget from these phases without putting the accuracy of census data at risk. The remaining 6 percent is for output and dissemination activities and this is the only area in which the department has some discretion.

## Human Rights, Treaty of Waitangi and Privacy Considerations

34. There are no inconsistencies with the New Zealand Bill of Rights Act 1990, the Human Rights Act 1993, the Privacy Act 1993, and the Treaty of Waitangi.

## Regulatory Impact Statement

35. No regulatory impact assessment is required as there are no legislative implications in this paper.

## Publicity

36. Stakeholders will need to be informed of any decision, whether this is to include a war service question or not to include it. There is always significant interest from data users and the general public in decisions relating to census content and the National Party policy statement will have also created expectations in some quarters.
37. Statistics NZ will work closely with my office to determine what publicity is required. The department will develop and implement a communications plan.

## Consultation

38. VANZ, The Treasury, State Services Commission, New Zealand Defence Force, the Ministry of Social Development, and the Officials' Committee for the Cabinet Economic Growth and Innovation Committee (OEGI) were consulted in the development of this paper. The Department of Prime Minister and Cabinet was kept informed.

## VANZ comment

39. VANZ provided the following comment:

"Inclusion of a war service question in the census would enable VANZ to improve its understanding of how the well-being of veterans compares to their contemporaries. This would provide better information about the impact of current support arrangements. In particular, a war service question will help improve the accuracy of the cost estimates of the Law Commission recommendations, enabling more informed policy choices to be made. The one-off inclusion of a war service question in the 2013 Census would update the current 1971 base data and, combined with improvements in the way that younger veterans are monitored, would enable the understanding of the veterans' population to be put on a sustainable basis. In VANZ's view these benefits justify the \$300,000 expenditure."

## The Treasury comment

40. The Treasury provided the following comment:

"If Cabinet agrees to include a war service question, the Treasury's view is that any related Budget 2012 submission should be made by Statistics NZ, in consultation with VANZ, given the funding would be appropriated into Vote Statistics baselines. Provision also needs to be made for the costs of the war service question to be funded from existing appropriations if the Budget 2012 submission is not successful, because Statistics NZ will be required to finalise the 2013 Census forms before Budget 2012 decisions have been made."

## Recommendations

41. It is recommended that the Committee:

1. **note** that the National Party published a Veterans Policy in October 2008 which made a commitment to verify the number of war veterans in New Zealand through restoring questions related to war service in the census;
2. **note** that under the Statistics Act 1975, the content of the census is determined either by specific provisions in that Act or by the decision of the Government Statistician based on public interest. Section 15 of the Act also provides for the Government Statistician to be directed by the Minister of Statistics to collect

statistics;

3. **note** that, in May 2008, the Government Statistician announced that no new topics would be added to 2011 Census;
4. **note** that with the rescheduling of the 2011 Census to 2013, the Minister of Veterans' Affairs has now requested the inclusion of a war service question in the 2013 Census;
5. **note** that one space-constrained question with a short explanatory note in the census guide notes is the only option that could be implemented in the 2013 Census, given time constraints, limited space on the census forms, and cost;
6. **note** that Veterans' Affairs New Zealand would use data from a war service question in the 2013 Census primarily to project the costs of pensions and other entitlements paid to war veterans;
7. **note** that the Government Statistician, having considered a range of factors including information needs, likely data quality, alternate data sources, costs and overall risk to the success of a census in 2013, does not consider that the inclusion of a war service question in the 2013 Census is in the public interest;

8. **EITHER (Veterans' Affairs preference)**

- i. **note** that the costs of including a question on war service in the 2013 Census are \$300,000, which is currently not provided for within the funding set aside for 2013 Census;
- ii. **agree** that a question on war service be included in the 2013 Census, and invite me to direct the Government Statistician to include the question and fund the additional work from the 2013 Census Multi-year Appropriation;
- iii. **note** that, subject to recommendation ii) being agreed, Statistics New Zealand, in consultation with Veterans' Affairs New Zealand, will make a submission in Budget 2012 to increase the 2013 Census Multi-year Appropriation by \$300,000;
- iv. **note** that, without additional funding in Budget 2012, Statistics New Zealand will reduce significantly the number of information products and services currently planned for the 2013 Census, thereby making census data less accessible to many users;

**OR (Government Statistician's preference)**

- v. **agree** that a question on war service not be included in the 2013 Census;
- vi. **agree** that Statistics New Zealand work with Veterans' Affairs New Zealand to provide updated annual estimates and projections of the war veteran population by age group.

Hon Maurice Williamson  
Minister of Statistics

Date:

## Appendix A

### Projected war veteran population in New Zealand, 2011-2020

Assuming 1971 Census counts (1), estimated war veterans since 1971 (2), estimated deaths (3) and zero net migration(4). Age group breakdowns are also available.

Year	Projected Population
2011	37,300
2012	35,200
2013	33,200
2014	31,200
2015	29,100
2016	27,100
2017	26,400
2018	25,600
2019	24,900
2020	24,200

(1) Census night population counts of war service veterans from 1971 Census (held 23 March) include those mobilised in New Zealand during World War 2, and those serving overseas for New Zealand, Commonwealth or Allied Forces in World War 2, Japan, Korea, Malaya and Vietnam. (Source: New Zealand Population and Dwellings 1971)

(2) Estimate of war veterans since 1971 provided by New Zealand Defence Force.

(3) Using survivorship rates from five-yearly New Zealand complete period life tables, 1970-72 to 2005-07. Survivorship rates for 2005-07 are used to project the population beyond 2006.

(4) Net overseas migration of war veterans after 1971 Census is assumed to be zero.

## Appendix B

### Definition of war veteran

A veteran is defined as someone who served in any of the following four areas:

- as member of New Zealand Armed Forces and actively deployed (even if for a day) in any of the recognised wars and emergencies in Table 1;
- as member of the NZ Armed Forces before 1 April 1974 (prior to the introduction of ACC) but were not deployed in any war or emergency - referred to as "Routine Service" veterans;
- as member of the commonwealth forces who were a resident of New Zealand and who served in those forces in connection with any recognised war or emergency; and
- as member of the Emergency Reserve Corps.

**Table 1: List of recognised wars and emergencies**

War and Emergency	Dates covered
World War I	4 August 1914 to 11 November 1918
World War II	3 September 1939 to 14 August 1945
Occupation Force of Japan (J Force)	14 August 1946 to 28 April 1952
Mercantile Marine (Merchant Navy)	3 September 1939 to 14 Aug 1945
Korean War (K Force)	23 August 1950 to 27 July 1957
United Nations Military Observer Group in India and Pakistan (UNMOGIP) and United Nations India-Pakistan Observation Mission (UNIPOM)	January 1952 and 31 March 1974
United Nations Truce Supervision Organisation (UNTSO), and its detachments; the United Nations Yemen Observer Mission (UNYOM), the United Nations Observation Group in Lebanon (UNOGIL) or the United Nations Operation in the Congo (UNOC)	July 1954 and 31 March 1974
Operation Grapple (Christmas & Malden Islands)	Pukaki 15 May 1957 to 8 November 1957 and Rotoiti 15 May 1957 to 8 November 1957 and 28 April 1958 to 23 September 1958
The Malayan Emergency	18 June 1948 to 31 July 1960
Thai/Malay Border	31 July 1960 to mid June 1964
Indonesian Confrontation (including Borneo)	1 August 1964 to 31 December 1966
Vietnam	29 May 1964 to 31 December 1972
41 Squadron RNZAF - Vietnam	1 January 1973 to 21 April 1975
Vietnam - Service with civilian surgical team at the Qui Nhon Provincial State Hospital in Vietnam	December 1963 to March 1975
Mururoa (Nuclear Testing)	22 July 1973 on HMNZS Otago and 28 July 1973 on HMNZS Canterbury
Gulf Conflict	20 December 1990 to 13 April 1991
Angola (UNAVEM II & III - United Nations Verification Missions in Angola) or United Nations Observer Mission in Angola (MONUA) or the National Institute for the Removal of Obstacles and Explosive Ordinance in Angola (INAROOE)	July 1991 to June 1999
Bosnia (UNPROFOR - United Nations Protection Force)	23 March 1992 to present
Sierra Leone (UNOMSIL - United Nations Observers Mission in Sierra Leone) or UNAMSIL - United Nations Mission Sierra Leone	11 August 1998 to present
East Timor (UN peacekeeping)	30 August 1999 to present
Afghanistan, Deployed outside the territory of New Zealand as part of Operation Enduring Freedom	12 December 2001 to present
Iraq	1 September 2003 to present
Solomon Islands	July 2003 to present

Act 1982





# Cabinet Economic Growth and Infrastructure Committee

EGI Min (11) 20/14

Copy No:

## Minute of Decision

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

### War Service Question in the 2013 Census

#### Portfolio: Statistics

On 14 September 2011, the Cabinet Economic Growth and Infrastructure Committee (EGI):

- 1 **noted** that the National Party published a Veterans Policy in October 2008 which made a commitment to verify the number of war veterans in New Zealand through restoring questions related to war service in the census;
- 2 **noted** that under the Statistics Act 1975:
  - 2.1 the content of the census is determined either by specific provisions in that Act or by the decision of the Government Statistician based on public interest;
  - 2.2 section 15 provides for the Government Statistician to be directed by the Minister of Statistics to collect statistics;
- 3 **noted** that in May 2008, the Government Statistician announced that no new topics would be added to 2011 Census;
- 4 **noted** that:
  - 4.1 on 11 May 2011, EGI agreed that the next Census of Population and Dwellings will be conducted in March 2013 [EGI Min (11) 9/13];
  - 4.2 with the rescheduling of the 2011 Census, the Minister of Veterans' Affairs has now requested the inclusion of a war service question in the 2013 Census;
- 5 **noted** that one space-constrained question with a short explanatory note in the census guide notes is the only option that could be implemented in the 2013 Census, given time constraints, limited space on the census forms, and cost;
- 6 **noted** that Veterans' Affairs New Zealand would use data from a war service question in the 2013 Census primarily to project the costs of pensions and other entitlements paid to war veterans;

- 7 **noted** that the Government Statistician, having considered a range of factors, including information needs, likely data quality, alternate data sources, costs and overall risk to the success of a census in 2013, does not consider that the inclusion of a war service question in the 2013 Census is in the public interest;
- 8 **agreed** that a question on war service not be included in the 2013 Census;
- 9 **agreed** that Statistics New Zealand work with Veteran's Affairs New Zealand to provide updated annual estimates and projections of the war veteran population by age group.

Committee Secretary

Reference: EGI (11) 198

Released under the Official Information Act 1982



Topic by Carol Slappendel  
Database: Census 2011 Discussion DB

**Subject:**            ➤ Briefing to Statistics New Zealand Board Offsite, 26/27 March 2008  
**Status :**            Public ↓  
**Categories:**        ➤ Administration\Briefings\Statistics New Zealand Board  
**Attention:**         Carol Slappendel    [Notify]  
**Other Editors:**     Carol Slappendel, [REDACTED]

PRINT IN PORTRAIT

## Census Programme Budget and Decision Criteria: Briefing to the Statistics New Zealand Board March 2008 Offsite

Prepared by Carol Slappendel and Christine Bycroft, 19 March 2008.

### 1. Introduction

At its Offsite meeting on 26/27 March 2008 the Board is requested to:

1. **Note** the scenarios in this paper
2. **Note** that the scenarios will be presented again to the Board for decision after some further refinement
3. **Agree** a set of decision criteria to screen and assess the scenarios
4. **Set** the level of overhead charges that the Census Programme should contribute from within its five-year budget allocation
5. **Determine** the best approach for managing budget contingency for the Census Programme
6. **Determine** the overall five-year budget allocation for the Census Programme from 2007/08 to 2011/12, based on current knowledge of likely census revenue and historical corporate cross-subsidisation patterns.

Decisions are required soon. See Appendix A for key milestones.

### 1. Five-year Budget Allocation for the Census Programme

The Census Programme needs a clear indication from the Board on the overall five-year budget envelope available to the Programme and whether this will be the same as, more than, or less than the total census revenue to be received by Statistics New Zealand from the government appropriation and cost-recovery (see Appendix B for revenue detail).

In particular, a decision needs to be made about any additional funding contribution from Statistics New Zealand's base funding. Some base funding has been used to top up the

Census Programme budget, and/or meet the corporate overhead charges, for at least the last three censuses (see Appendix B, section B3).

Table 1 includes three budget options. There may be others.

Table 1: Budget options

Budget allocation	Assumption	Funding shortfall still to be addressed through descoping	Impacts
\$80 million	<ul style="list-style-type: none"> <li>• Census Programme budget allocation is close to census revenue</li> <li>• Census Programme will pay \$5 million overheads from its budget allocation</li> </ul>	\$13.5 million	<ul style="list-style-type: none"> <li>• Severe pruning (17%) required</li> <li>• Wide range of descoping options will need to be employed including freezing questionnaire, and reliance on high internet uptake in order to heavily reduce collector numbers</li> <li>• Coverage, data quality and relevance will deteriorate to unacceptable levels</li> <li>• Dissatisfied stakeholders (users and respondents)</li> </ul>
\$85 million	<ul style="list-style-type: none"> <li>• Census budget allocation equals census revenue plus amount of overhead charge</li> <li>• Census Programme pays \$5 million overheads from its budget allocation</li> </ul>	\$8.5 million	<ul style="list-style-type: none"> <li>• Heavy pruning (10%) required</li> <li>• Coverage and quality will be less than in 2006 but most likely still within acceptable levels</li> <li>• Dissatisfied stakeholders (users and/or respondents)</li> </ul>
\$80 + X million	<ul style="list-style-type: none"> <li>• Census budget allocation equals census revenue plus amount of overhead charge</li> <li>• Census programme pays \$X million overheads from its budget allocation (see section 2 below)</li> </ul>	\$8.5 million	<ul style="list-style-type: none"> <li>• Heavy pruning (10%) required</li> <li>• Coverage and quality will be less than in 2006 but most likely still within acceptable levels</li> <li>• Dissatisfied stakeholders (users and/or respondents)</li> </ul>

\* between budget allocation, and cost estimate to implement 2011 Census Strategy

## 2. Level of overhead charges

The 2006 Census Programme paid a \$4.9 million overhead charge. This equated to:

- 20.3% of permanent and fixed-term staff salaries (i.e. excluding temporary collection and processing staff), or
- 6.4% of total expenditure on the 2006 Census (\$77.9 million, which was \$3 million higher than census revenue).

The above excluded lease and building service costs for the Princess Street building deducted as direct expenses from the 2006 Census Programme budget. These costs totalled \$1.3 million for 2006 Census and will increase to \$2.7 million for the current five-year period because we now need to cover a full five-year lease period, whereas 2006 Census only started to use the building in 2004.

The Board is asked to set an appropriate level of overhead charge for the Census Programme from 2007/08 to 2011/12.

The current agreement between the General Manager 2011 Census and the Chief Financial Officer is that the overhead charge for 2011 should be similar to that applied for the 2006 Programme, i.e. 20% of the permanent and fixed-term staff salaries. However, this agreement was made prior to knowledge of the serious funding shortfall.

The Census Programme needs to know up-front what corporate expectations are regarding overhead charges, as this affects budgeting and decision making regarding programme descopeing.

## 3. Contingency

The Board also needs to consider the management of contingency funds for the Census Programme. A project of this size should have some contingency factored into its budget. No contingency was included in the budget for the 2006 Census Programme and \$1 million was held at corporate level for Census Year only.

An internal audit report conducted on the "overspend" in the 2006 Census Programme included the following recommendation "contingencies must be included in the Census programme budget (held partially at the Corporate level, and partially at the Census level)".

In the search for savings to address the funding shortfall there is a real risk that we will once again fail to include any contingency within the Census Programme budget.

Note that some of the scenarios presented in this paper do not allow for any contingency.

## 4. Decision criteria

The Census Programme has been analysing descopeing options. Because no one option will generate the required level of overall savings, and the options are highly interdependent, scenarios need to be developed based around bundles of descopeing options. An initial set of scenarios is included in this paper. These will be refined and presented again to the Board for a decision after the March Offsite meeting.

At this point, it would be helpful to get some feedback from the Board on the most important decision criteria.

Table 2 includes possible key decision criteria. See Appendix C for criteria which are either covered by the above, or of secondary importance.

Each decision criterion in Table 2 has one or more proposed constraints.

**Table 2: Key decision criteria**

Criterion	Why this is important	Proposed constraint	2006 Result
Accuracy	Key quality dimension - OSS Quality Principles  Overall goal of 2011 Census Strategy	National response rate of at least 94%	94.8%
		Item non-response rates (received forms only) maintained at least at 2006 levels	Less than 1% for all foremost variables. About 7.5% - 9% for personal income, study, Maori descent, post-school quals. Less than 5% for remainder.
		PES sample error similar to 2006	0.4%
Accessible statistics	Corporate strategic objective	Similar level to 2006	Reduced product range compared to 2001 but Meshblock Dataset provided free
	Key quality dimension - OSS Quality Principles		
Relevance	Key quality dimension - OSS Quality Principles	Strictly minimal content change - Adjustments to only a very small number of prioritised topics. No new topics.	Extensive change to the questionnaire. 2 new questions. Change to at least 31 questions that were in the 2001 questionnaire (14 significant, 17 minor)
Consistency	Key quality dimension - OSS Quality Principles	Similar level to 2006	All foremost variables comply with NZ Standards. 7 of 8 foremost variables with consistent time series
Timeliness	Key quality dimension - OSS Quality Principles	Reduced performance - up to 12 month lag	9 month lag between census day and first release
Respondent burden	Corporate strategic objective	Questionnaire length and complexity similar to 2006	Dwelling form - 4 pages/ 22 questions Individual form - 4 pages /48 questions
		Same as 2006	Respondent choice - paper and internet response option

available

## 5. Scenarios

### 5.1 Predicted Total Savings Required

The 2006 Census cost just under \$78 million and it has been estimated that an additional \$18 million would be required to run an equivalent census in 2011. See Appendix B, section B6 for more details.

To meet a budget allocation of \$80 million dollars, total **savings of \$13.5 million are required** (or \$8.5 million savings for an \$85 million budget allocation). Note that the savings required are less than the original \$18 million since price increase is not applied to staff not employed or items not purchased.

Table 3. Predicted total savings required

	\$000s
2006 Census total cost	78,000
Volume and price increases	18,000
Cost for equivalent census in 2011	96,000
Savings required for a \$80 million budget allocation	13,500
Savings required for a \$85 million budget allocation	8,500

### 5.2 Scenarios

Three scenarios are presented in Tables 4 to 6. All scenarios assume a fixed level of savings from re-use of existing IT systems, strictly minimal content change and tighter financial management. In assessing options for further cost savings we are looking for feasible solutions within the constraints of budget allocation, the decision criteria in section 4 and the fixed census date.

Please note that all total cost figures are uncertain to around +/- \$1 to \$2 million dollars.

All scenarios assume that an overhead charge of around \$5 million is paid from within the budget.

**Table 4. Scenario One**

<b>Implement 2011 Census Strategy with efficiencies</b>						
<b>Description</b>			<b>Impacts and risks</b>			
1. Total budget allocation \$88 million 2. Content: Strictly minimal content change 3. Collection: implement current strategy - maximise internet - introduce Regional Managers - increased time in field for District Supervisors (DS) - 10% reduction in collector and DS numbers - collector pay increase reduced to 10% (from 20%) 4. IT Systems: re-use of systems with modest development, prioritised within budget constraints to - implement content change - fix major failure in FMS - achieve cost efficiencies - improve quality - work towards 2016 - fix other key outstanding issues			<b>Impacts</b> 1. Cost efficiencies in the field enabled through reduced workload from internet and mailback returns 2. Increased funds for senior field staff to maintain coverage  <b>Risks</b> 1. Assumes efficiency gains from new processes (eg centralised mailback) which may not be realised 2. Cost estimates prove to be inaccurate 3. Volume and price forecasts prove to be inaccurate 4. Inadequate budget contingency			
	<b>Accuracy</b>	<b>Accessible Statistics</b>	<b>Relevance</b>	<b>Consistency</b>	<b>Timeliness</b>	<b>Respondent burden</b>
<b>X means outside envelope</b>	✓		✓	✓	✓	✓
<b>Overall assessment:</b> <ul style="list-style-type: none"> <li>• Meets all decision criteria/constraints</li> <li>• Budget/cost is \$8 million higher than total census revenue</li> <li>• Medium confidence</li> <li>• Medium risk</li> </ul> <p>This scenario implements the proposed 2011 Census Collection Strategy to maximise use of the internet and maintain or improve national coverage and reduce non-response of key groups. The increased focus on senior field staff allows us to address key issues from 2006. It implements the ICT Strategy and Processing Strategy by promoting re-use of existing systems. The scenario allows some development to promote cost efficiencies, improve quality and allows some limited work towards 2016.</p>						



Table 5. Scenario Two

Reduced 2011 Census Strategy with efficiencies							
Description		Impacts and risks					
1. Total budget \$85 million  2. Content: Strictly minimal content change  3. Collections: reduce current strategy to save \$3 million  <b>EITHER A:</b> - NO internet - No reduction in collector numbers - introduce Regional Managers - increase time in field for District Supervisors - collector pay increase reduced to 10% (from 20%)  <b>OR B:</b> - maximise internet - NO extra funding for senior field staff - 10% reduction in collector and DS numbers - collector pay increase reduced to 10% (from 20%)  4. IT Systems: re-use of systems with modest development, prioritised within cost constraint (as for Scenario 1).		<ul style="list-style-type: none"> <li>No contingency funding</li> </ul> <p><u>Option A: No internet</u></p> <ol style="list-style-type: none"> <li>Not consistent with egovt strategy</li> <li>Reduced responsiveness to Maori language</li> <li>Reduced options for public participation in the census</li> <li>Lost opportunity to progress towards 2016</li> <li>Lost opportunity for field savings</li> <li>Potential media backlash</li> </ol> <p><u>Option B: No increased funding for senior field staff</u></p> <ol style="list-style-type: none"> <li>Lost opportunity to reduced field collector numbers</li> <li>More resources required for Stats NZ staff</li> <li>Higher risk of crisis management</li> <li>Reduced engagement with communities of interest in field</li> <li>Intense pressure on DSs remains</li> <li>Limited ability to apply regional solutions where needed</li> <li>Decreased coverage and variable accuracy</li> </ol>					
		Accuracy	Accessible Statistics	Relevance	Consistency	Timeline	Respondent burden
X means outside envelope	Option A	✓	✓	✓	✓	✓	x
	Option B	?	✓	✓	✓	✓	✓
<b>Overall assessment:</b> <ul style="list-style-type: none"> <li>Budget cost is \$5 million greater than total census revenue</li> <li>Option A does not meet respondent burden criteria/constraint</li> <li>Option B may not meet Accuracy criteria/constraint</li> <li>Meets all other decision criteria/constraints</li> <li>Medium confidence</li> <li>Medium risk</li> </ul> <p>Scenario 2 presents a trade off for reducing costs to \$85 million. The choice is either to remove the Internet option, or remove extra funding for senior field staff. Both options maintain our ability to achieve the Relevance criteria through minimum changes to content and allow some modest development of IT systems. We retain the ability to achieve other cost efficiencies.</p>							

**Table 6. Scenario Three**

<b>Drastic cost cutting</b>						
<b>Description</b>		<b>Impacts and risks</b>				
1. Total budget \$80 million 2. Content: NO content change, freeze questionnaire 3. Collections: heavy reduction in field force - maximise internet and rely on high internet uptake - NO Regional Managers - NO increased time in field for District Supervisors (DS) - 20 - 25% reduction in collector and DS numbers - collector pay increase reduced to 10% (from 20%) 4. IT Systems: Strict re-use of systems - systems upgrade - fix major failure in FMS		<b>Impact</b> 1. Relies on achieving internet uptake of at least 50% 2. Reduced response rate puts Population Estimates at risk; requires increased funding for larger PES sample (not included)  <b>Risks</b> 1. Risks as for option B, <i>plus</i> 2. Reaction from key user groups due to no content change 3. Dissatisfied respondents 4. No contingency funding 5. Lost opportunity for efficiency savings 6. Very high risk of budget overspend 7. Reduced ability to recruit quality field staff due to perceived workload and pay 8. High non-response where collectors fail to adapt 9. Internet uptake fails to achieve target				
	<b>Accuracy</b>	<b>Accessible Statistics</b>	<b>Relevance</b>	<b>Consistency</b>	<b>Timeliness</b>	<b>Respondent burden</b>
<b>X means outside envelope</b>	x	✓	x	✓	✓	✓
<b>Overall assessment:</b> <ul style="list-style-type: none"> <li>• Budget/cost equals total census revenue</li> <li>• Does not meet Accuracy or Relevance criteria/constraint</li> <li>• Very high risk</li> <li>• Very low confidence</li> </ul> <p>This scenario presents maximum savings achieved through strict enforcement of "no change" to content, almost complete re-use of systems and a heavily reduced field force based on reliance on high Internet uptake. It represents a very high risk, and we have no confidence that this scenario is achievable.</p>						

## Appendix A: Key milestones

Milestone/Schedule Event	Date
External consultation process begins	April 08
ROIs for FMS and Internet systems on GETS	Jun 08
End of consultation	Oct 08
Questionnaires (paper and internet) finalised for Dress Rehearsal	Jun 09
Collection systems and processes ready for Dress Rehearsal	Jun 09
Non-collection systems and processes ready for Dress Rehearsal	Dec 09
Dress Rehearsal	March 2010
2016 Census Strategy approved	Jun 2010
Census Day	March 2011
Processing complete ('clean' dataset delivered)	October 2011
First release of products	December 2011
Final product release	June 2012

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## Appendix B: Census Revenue

### B1. Introduction

Some Board members have already seen the information in this appendix as it was included in a report to the March 2008 meeting of the Census Programme Board.

### B2. Sources of revenue

The three main sources of revenue for the Census Programme are:

- the government appropriation for the census
- costs recovered from the Representation Commission (approx \$346,000 for the 2006 Census)
- Statistics New Zealand base funding.

### B3. Revenue from Statistics New Zealand base funding

The government appropriation has not been sufficient to fully meet the cost of running a census for some time.

For at least the last three censuses Statistics New Zealand's base funding has been a key source of revenue (see Table A1).

Table B1: Statistics New Zealand base funding contributions to the last three censuses

Census	What Statistics New Zealand base funding paid for
1996	<ul style="list-style-type: none"><li>• overheads</li></ul>
2001	<ul style="list-style-type: none"><li>• \$1.2 million overspend</li><li>• overheads</li></ul>
2006	<ul style="list-style-type: none"><li>• \$3.0 million overspend</li><li>• Salary for General Manager, 2006 Census for most of the 5-year cycle</li></ul>

At this stage the current five-year Census Programme is being expected to:

- make an overhead contribution of approximately 20% of permanent and fixed term salaries
- absorb the salary of the General Manager, 2011 Census, and
- not overspend its five-year budget allocation.

This will be a challenge within a constrained budget and will require corresponding savings to be made.

### B4. What did it cost to run the 2006 Census?

The total cost of running the last census (including overhead contribution) was \$77.9 million. This was just over \$3.0 million more than the total census revenue (appropriation and cost-recovery) for the same period.

**Table B2: Expenditure versus revenue for the 2006 Census**

	2002/03	2003/04	2004/05	2005/06	2006/07	Total
	\$000s	\$000s	\$000s	\$000s	\$000s	\$000s
<b>Expenditure</b>						
Personnel	1878	3558	8096	28333	5295	47160
Operating	548	1668	4967	16756	1846	25785
Overhead	0	100	1558	1635	1661	4954
<b>Total Expenditure</b>	<b>2426</b>	<b>5326</b>	<b>14621</b>	<b>46724</b>	<b>8802</b>	<b>77899</b>
<b>Revenue</b>						
Appropriation	2468	4213	14996	43959	8802	74438
Cost-recovery					346	346
<b>Total Revenue</b>	<b>2468</b>	<b>4213</b>	<b>14996</b>	<b>43959</b>	<b>9148</b>	<b>74784</b>

**B5. Total census revenue**

Table B3 shows the government appropriation for the next five-year cycle of the Census Programme plus costs expected to be recovered from the Representation Commission in 2011/12.

The appropriation for 2007/08 is higher than for 2008/09. Last year the Chief Financial Officer used the MYA flexibility to bring forward \$2.3 million into 2007/08.

**The total census revenue is only \$2 million more than the cost of running the last census (\$77.9 million including overhead contribution).**

**Table B3: Total government appropriation and cost-recovery 2007/08 - 2011/12**

	2007/08 (\$)	2008/09 (\$)	2009/10 (\$)	2010/11 (\$)	2011/12 (\$)	Total (\$)
Output Class D2	1452					1452
Multi Year Appropriation	3458	4355	15139	41660	8581	73193
Additional appropriation subject to Cabinet approval			2000	3000		5000
<b>Total Appropriation</b>	<b>4910</b>	<b>4355</b>	<b>17139</b>	<b>44660</b>	<b>8581</b>	<b>79645</b>
Cost-recovery					400	400
<b>Total Census Revenue</b>	<b>4910</b>	<b>4355</b>	<b>17139</b>	<b>44660</b>	<b>8981</b>	<b>80045</b>

All figures are GST exclusive.

## B6. Budget bid for additional revenue

A bid was submitted in the 2008 Budget round for additional funding to offset projected volume and price pressures in the Census Programme. A total of \$18.716 million was requested.

### Volume impacts

Approximately \$3.3 million was requested to meet additional costs associated with delivering, collecting and processing more forms (see Table B4).

#### assumptions

- 5% increase in population
- 7% increase in dwellings

Population volume assumptions are based on the 2006-base National Projections. Dwelling assumptions are based on assessment of census counts, dwelling estimates and 2001-base national family and household projections (released 1 June 2005).

Table B4: Volume impacts

Item	Volume impact (\$000)	% of Total Bid
Temporary field staff costs	\$1,781	
Field operational costs	\$811	
Temporary processing staff	\$512	
Questionnaire related costs	\$234	
<b>SUB-TOTAL</b>	<b>\$3,338</b>	<b>17.8</b>

### Price impacts

A total of \$15.4 million was requested to offset price pressures, mainly associated with actual and projected increases in wage and salary costs (see Table B5).

Note that the largest single area of price pressure facing the Census Programme is the large upward shift in salaries in permanent and fixed term staff over the past five years. This reflects the corporate trend.

#### assumptions

- 3.5 to 4% annual wages increases over all staff, equating to a 20% increase in wages over 5 years
- 14% inflation over 5 years on other expenses such as field staff expenses and questionnaires
- 14% inflation over 5 years on mileage costs
- 16% inflation on field office accommodation

Wage increases include new legislative requirements for Kiwisaver and the Holidays Act.

**Table B5: Price impacts**

<b>Item</b>	<b>Price Impact (%000)</b>	<b>% of Total Bid</b>
Permanent and fixed term staff costs*	\$6,059	
Temporary field staff costs	\$4,932	
Field operational costs	\$1,313	
Temporary processing staff costs	\$1,015	
Data Management Centre	\$1,332	
Community collection initiatives	\$230	
Questionnaire related costs	\$33	
Census performance evaluation*	\$464	
<b>SUB-TOTAL</b>	<b>\$15,378</b>	<b>82.2</b>

\* about \$743k of the above is not strictly price related (\$330k overheads associated with permanent/fixed term staff costs, and \$413k for performance evaluation).

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## Appendix C: Decision criteria "discarded" due to overlap or secondary importance

Criterion	Where from	Why discarded
Accessibility	Quality dimension - OSS Quality Principles	covered by Accessible Statistics
Interpretability	Quality dimension - OSS Quality Principles	not as critical as other quality dimensions
Overall goal: The strategy for 2011 Census is to focus on conducting the census more effectively and efficiently, including improving census processes and addressing problems of non-response and undercount of segments of the population.	Overall Goal in 2011 Census Strategy	non-response and undercount covered by Accuracy, and efficiency is implicit in descoping process
Strategic Goal 1: Content (minimal content change, integration with POSS)	2011 Census Strategy	covered by Relevance constraint
Strategic Goal 2: Operational (collection effectiveness and operational efficiency, promote internet, reuse systems)	2011 Census Strategy	efficiency and reuse of systems is implicit in descoping process, promotion of internet is covered by reduce respondent burden criterion
Strategic Goal 3: Corporate (mutual leverage between census and rest of organisation)	2011 Census Strategy	not as critical as other criteria
Strategic goal 4: Infrastructure (standardisation, better links to corporate statistical infrastructure)	2011 Census Strategy	covered to a large extent by Consistency
Strategic Goal 5: Products and services	2011 Census Strategy	covered by Accessible statistics
Sustainable organisation (efficiency, ROI, investment in people)	Corporate strategic objective	efficiency and ROI should be addressed by implementation of descoping options
Deliver fit for purpose statistics	Corporate strategic objective	covered by Relevance, Accuracy and Timeliness
National statistical resource	Corporate strategic objective	covered by Relevance, Accuracy and Consistency

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 Modified: 05/06/2008 11:40 AM  
 Keywords: J

Importance: Routine

By: Carol Slappendel





# Comment by Carol Slappendel

Database: Census 2011 Discussion DB

Log of key decisions required/made during Programme Set Up

**Key Thought:**

Decision relating to census content and public consultation

**Status :**

Public ↓

**Attention:**

Carol Slappendel [Notify](#)

**Other Editors:**

Carol Slappendel

Carol Slappendel

To: Census All Staff

[Redacted]

cc

Sent by: [Redacted]

Subject: Census Content and Consultation

28/03/2008 11:07 AM

Hello

The Statistics New Zealand Board held its March Offsite meeting this week and considered a wide range of matters including census. At the meeting the Board made two firm decisions about census content and consultation. They are:

- no new topics for 2011
- no public consultation (including no submission process)

At this stage, the Board is still open to a few critical changes being made to existing content. Any content change would need to be agreed through a strict 'change control' process. The Board priorities for this very minimal change would be some classification changes and the ethnicity question. The Board is of the view that decisions about these few changes do not require a specific census public consultation process; rather they can be informed by consultations around classification reviews and the cultural identify statistics review. Note that this is the Board's interim position, which could still shift toward no change to the questionnaire.

Gareth has just informed the Census Statistics team of these decisions, so this email is aimed at informing everyone else in the Census Programme. Gareth's team will now establish the communications approach we will need to use with our internal and external stakeholders. Until this plan has been developed and the messages we will be using are clear, please do not discuss the Board's above decisions beyond staff working on the Census Programme.

Carol Slappendel  
General Manager 2011 Census  
Statistics New Zealand

[Redacted signature block]

**Retained until:**

Indefinite

**Importance:**

Routine

**Composed:**

27/03/2008 09:04 AM

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28/03/2008 04:50 PM

**By:** Carol Slappendel

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↓

INFORMATION ACT 1982



Topic by Carol Slappendel  
Database: Census 2011 Discussion DB

**Subject:** Report to Census Programme Board, 8 April 2008  
**Status:** Private  
**Readers:** [Redacted]  
**Categories:** Programme Management\Reports\Ad hoc Reports  
**Attention:** Carol Slappendel, [Redacted]  
[Notify](#)  
**Other Editors:** Carol Slappendel,



## Programme Manager Report

**Programme:** Census

**Programme Sponsor:** Cathryn Ashley-Jones

**Programme Manager:** Carol Slappendel

**Date:** 3 April 2008

### 1. Introduction

This report updates the Census Programme Board on actions arising out of recent decisions made by the Statistics New Zealand Board. It sets out some information for discussion as to what is most important about the census. It also provides some initial thinking on a future budget bid strategy.

### 2. Actions resulting from decisions made by the Statistics New Zealand Board

The Statistics New Zealand Board made the following decisions on 26 March 2008:

- The budget envelope for the 5 year Census Programme is \$75 million plus \$5 million overheads.
- No new topics in 2011 questionnaire
- No public consultation on census content.

Resulting actions:

1. Communication with census staff and the Minister around decisions
2. Development of communications approach and key messages to mitigate risks around the no public consultation decision. We are working closely with the corporate communications team.
3. More detailed planning around options for conducting a census within the agreed budget envelope, including top-down allocations across the programme and bottom-up budgeting at project level.
4. Drafting of a paper for the Statistics New Zealand Board to provide further information on options for implementing the Census Programme within the agreed budget envelope.

as well as implications and risks.

5. Some initial thinking about a future budget bid strategy.
6. Further thinking about the purpose of the census and sharpening the focus on what is most important.

### 3. Focus on what is most important

#### 3.1 Focus on overall goal and purpose of the census

The agreed budget envelope for the Census Programme requires tradeoffs. These should be based on a clear view of the overall goal and purpose of the census. As the 2011 Census Strategy is silent on the purpose of the census, the following statement has been included in the Census Programme Plan.

**"The overall goal of the Census Programme is to produce the best possible count of the population and dwellings in New Zealand every five years and deliver this, along with other related statistical information, to users through a useful and accessible range of products and services." (Census Programme Plan - Phase One)**

The "best possible count" is about achieving the highest possible response rate and coverage with the resources and budget available to the Census Programme.

#### 3.2 Focus on accuracy, above other decision criteria

We will give greatest priority to **accuracy** when we make tradeoff decisions. Other key criteria are shown in Table 1.

Table 1: Decision Criteria

Criterion	How measured	Why this is important
Accuracy (most important)	<ul style="list-style-type: none"> <li>• National coverage rate</li> <li>• National response rate</li> <li>• Item non-response rates</li> <li>• PES sample error</li> </ul>	<ul style="list-style-type: none"> <li>• Overall goal of 2011 Census Strategy</li> <li>• Key quality dimension - OSS Quality Principles</li> </ul>
Accessible statistics	<ul style="list-style-type: none"> <li>• Product range</li> <li>• User charges</li> </ul>	<ul style="list-style-type: none"> <li>• Corporate strategic objective</li> <li>• Key quality dimension - OSS Quality Principles</li> </ul>
Relevance	<ul style="list-style-type: none"> <li>• Range of topics</li> <li>• Change to questionnaire</li> </ul>	<ul style="list-style-type: none"> <li>• Key quality dimension - OSS Quality Principles</li> </ul>
Consistency	<ul style="list-style-type: none"> <li>• Consistency of time series</li> <li>• Compliance with standards</li> </ul>	<ul style="list-style-type: none"> <li>• Key quality dimension - OSS Quality Principles</li> </ul>
Timeliness	<ul style="list-style-type: none"> <li>• Lag between census day and first release</li> </ul>	<ul style="list-style-type: none"> <li>• Key quality dimension - OSS Quality Principles</li> </ul>
Respondent burden	<ul style="list-style-type: none"> <li>• Questionnaire length and complexity</li> <li>• Respondent choice of modal option</li> </ul>	<ul style="list-style-type: none"> <li>• Corporate strategic objective</li> </ul>

#### 3.3 Focus on the core variables

Variables in the 2011 Census will be prioritised and placed into different levels based on the uses of census data and the constraints of the census process. The most important variables (Level 1) are the "foremost variables", followed by "defining variables" (Level 2) and supplementary variables (Level 3).

"Foremost variables are core census variables that are output and are the key reason for conducting a census. In broad terms, the foremost variables are final counts of population and dwellings, age, sex, ethnicity and location. Some of these (eg usual residence by age by sex) are the key outputs used for maintaining the accuracy of population estimates. These variables are given the highest priority in terms of quality (ie accuracy, relevance, timeliness, consistency and coherence), time and resources across all phases of the census." (2006 Census Quality Management Strategy)

"Level 1 - Foremost topics/variables/outputs

- Count of the population (final)
- Count of dwellings (final)
- Meshblock location of each dwelling in New Zealand
- Age of all respondents in New Zealand on census night
- Sex of all respondents in New Zealand on census night
- Location of all respondents in New Zealand on census night to meshblock level
- Usual residence to meshblock level of all usually resident in New Zealand
- Ethnicity of all respondents in New Zealand on census night" (2006 Census Quality Management Strategy)

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#### 4. Future budget strategy options - initial thoughts

Table 2: Two budget strategy options

Option	Possible focus of the bid	Advantages	Disadvantages
<p>1. Seek additional funding in 2009 Budget round (decision would be known around March 2009 - one year ahead of DR).</p>	<ul style="list-style-type: none"> <li>• Increase field staff pay in 2011 (from 10% to 15 or 20%)</li> <li>• Expand community collection initiatives</li> <li>• Increase publicity around census day collection</li> <li>• Expand range of outputs</li> <li>• PES - increase sample size</li> </ul>	<ul style="list-style-type: none"> <li>• Could capitalise on Treasury recommendation of a \$8 million increase</li> <li>• Could build on any publicity arising from no public consultation decision</li> </ul>	<ul style="list-style-type: none"> <li>• In a post-election budget round a new government might want to fund its new policy agenda rather than the census</li> <li>• There could be significant competition from other bids submitted by Stats NZ, or from other agencies who were unsuccessful in the 2008 round</li> <li>• Timing could be too soon after last bid, if prevailing view among ministers is that census is overfunded</li> </ul>
<p>2. Seek additional funding in the 2010 Budget round (decision would be known around March 2010 - DR time)</p>	<ul style="list-style-type: none"> <li>• Increase field staff pay in 2011 (from 10% to 15 or 20%)</li> <li>• Expand community collection initiatives</li> <li>• Increase publicity around census day collection</li> <li>• Expand range of outputs</li> </ul>	<ul style="list-style-type: none"> <li>• Budget round would be mid-term for the government of the day</li> <li>• Less likely to be competing with other major Stats NZ bids</li> <li>• Will have better understanding of expenditure to date - may be able to demonstrate savings</li> <li>• Will have better understanding of actual inflation impacts</li> </ul>	<ul style="list-style-type: none"> <li>• Timing of the bid could disadvantage a future bid for the 2016 Census</li> <li>• Timing will be too late for PES (decisions about sample size needed by March 2009)</li> </ul>

## 5. Allocation of budget across the Census Programme

Table 3 shows the distribution of expenditure across all the phases of the 2006 Census. To achieve the best possible coverage we will need to divert funding in particular toward **Collection Operations** from other areas of the census. Allocations will be developed for several scenarios at the \$80 million budget level.

Table 3: Expenditure/budget across census projects/phases

Project/Phase	2006 Census (Actual) \$000 %	2011 Census (Budget) Scenario 1	2011 Census (Budget) Scenario 2	2011 Census (Budget) Scenario 3			
Programme Administration	6,924 8.9	allocations are currently being developed for a small number of scenarios					
Outputs - previous census	593 0.8						
Subject Matter & Content	1,754 2.3						
Communication	3,408 4.4						
Collection Operations	26,613 34.4						
Collection Systems	12,731 16.4						
Testing and Integration	2,405 3.1						
Processing	11,187 14.4						
Outputs - current census	4,677 6.0						
PES	874 1.1						
C06 (Princess St Building)	1,342 1.7						
Overheads	4,954 6.4				5,000 6.0	5,000 6.0	5,000 6.0
Contingency							
<b>Total</b>	<b>77,464</b> <b>100</b>	<b>80,000</b> <b>100</b>	<b>80,000</b> <b>100</b>	<b>80,000</b> <b>100</b>			

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 Composed: 31/03/2008 02:18 PM  
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Importance: Routine  
 By: Carol Slappendel

## 2013 Census options to meet information needs of Veterans Affairs

This document aligns with the impact assessment undertaken across the Census programme of various options

### Options

	1A. Add one war deployment question to all individual forms (IF)	1B. Add one war deployment partially self-validating question to all individual forms (IF)	2. Add multiple questions to all individual forms by adding extra paper (e.g. side flap, insert, additional page)	3. Add one war deployment question to all individual forms (either 1A or 1B) and use existing question 47 to gather info to run a post-censal survey (either by Stats NZ or Veterans Affairs)
<b>Description</b>	<ul style="list-style-type: none"> <li>1 yes / no question fits within the space constraints of the existing English and Maori / English forms</li> <li>1 additional guide note that fits within the space constraints of the existing guide notes</li> </ul>	<ul style="list-style-type: none"> <li>write-in response question</li> <li>1 additional question that fits within the space constraints of the existing English and Maori / English forms</li> <li>1 additional guide note that fits within the space constraints of the existing guide notes</li> </ul>	<ul style="list-style-type: none"> <li>Multiple question(s)</li> <li>Extra paper required for English and Maori / English forms to accommodate more questions</li> <li>No space constraints - plenty of room for translated questions</li> </ul>	<ul style="list-style-type: none"> <li>Either 1A or 1B is used as a filter question to draw the sample for a post-censal survey on war service</li> <li>The post-censal survey would not be a complete survey (ie Census) of the veterans' population, but would enable further exploration of VANZ' information needs in a more detailed way</li> </ul>
<b>Meets political need to include a question(s) in the Census</b>	Yes	Yes		Yes
<b>Census operational feasibility</b>	High	High	Low Due to high cost, change to form size	Low Due to high cost
<b>Data quality / fitness for use</b>	Low Data not fit for use according to Stats NZ standards due to small size of veterans' population and potential for even a small	Low Data may not be fit for use according to Stats NZ standards due to small size of veterans' population and potential for even a small	Medium Data may not be fit for use according to Stats NZ standards - but more likely to be fit for use than options 1A or 1B	High Census data used as filter question may not be fit for use according to Stats NZ standards - but post-censal survey gives opportunity to

gather information from population of interest		number of outside scope responses and/or respondent misunderstandings to affect the data captured from this question	number of outside scope responses and/or respondent misunderstandings to affect the data captured from this question	
<b>High</b> Number of war veterans AND place and year of operation	<b>High</b> - assuming data is fit for use Number of war veterans AND place and year of operation	<b>Medium</b> - assuming data is fit for use Number of war veterans AND place and year of operation	<b>Low</b> - assuming data is fit for use Number of war veterans only (not place or year of operation)	<b>How well information needs are met</b>
<b>Low</b>	<b>High</b>	<b>Medium</b>	<b>Medium</b>	<b>Risk profile</b>

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Updated 26 July 2011 with additional info for QD costings relating to guidenotes & extra paper for option 1b for English guidenotes

This document draws together the info from the impact assessment across the Census Projects and from the post-censal survey costings

	Option 1a Approx \$300,000	Option 1b Approx \$850,000	Option 2 Approx \$2.6 million	Option 3 Approx between \$2 and 3.5 million, dependent on: sample size, desired response rate, collection and processing methodology, questionnaire length
Cost	Approx \$300,000	Approx \$850,000	Approx \$2.6 million	Approx between \$2 and 3.5 million, dependent on: sample size, desired response rate, collection and processing methodology, questionnaire length
Time / milestones	<p>Projects have identified the following milestones as being affected OR milestones which cannot change (and therefore any additional work would need to be completed by these dates):</p> <ul style="list-style-type: none"> <li>• Output and Dissemination project:</li> <li>• Indicative form of question (e.g. yes / no, free-text) delivered to Collection Systems by <b>Jan 2012</b> for ICS requirements</li> <li>• Final question by <b>March 2012</b> to enable ICS development (see below)</li> <li>• Classification changes / edits / derivations need to have been started by <b>April 2012</b> to be delivered to Processing by 1 June 2012</li> <li>• Collection Systems -</li> </ul>	<p>Projects have identified the following milestones as being affected OR milestones which cannot change (and therefore any additional work would need to be completed by these dates):</p> <ul style="list-style-type: none"> <li>• Output and Dissemination project:</li> <li>• Indicative form of question (e.g. yes / no, free-text) delivered to Collection Systems by <b>Jan 2012</b> for ICS requirements</li> <li>• Final question by <b>March 2012</b> to enable ICS development (see below)</li> <li>• Classification changes / edits / derivations need to have been started by <b>April 2012</b> to be delivered to Processing by 1 June 2012</li> <li>• Collection Systems -</li> </ul>	<p>Projects have identified the following milestones as being affected OR milestones which cannot change (and therefore any additional work would need to be completed by these dates):</p> <ul style="list-style-type: none"> <li>• Output and Dissemination project:</li> <li>• Indicative form of question (e.g. yes / no, free-text) delivered to Collection Systems by <b>Jan 2012</b> for ICS requirements</li> <li>• Final question by <b>March 2012</b> to enable ICS development (see below)</li> <li>• Classification changes / edits / derivations need to have been started by <b>April 2012</b> to be delivered to Processing by 1 June 2012</li> <li>• Collection Operations -</li> </ul>	<p>2 - 3 years BUT dependent on scale of development required - so would have to start immediately</p>

	<p>changes will be need to be confirmed by <b>Jan 2012</b> at the latest for the Internet Collection System development</p> <ul style="list-style-type: none"> <li>• Processing - may require changes to IT development timings/milestones</li> </ul>	<p>changes will be need to be confirmed by <b>Jan 2012</b> at the latest for the Internet Collection System development</p> <ul style="list-style-type: none"> <li>• Processing - may require changes to IT development timings/milestones</li> </ul>	<p>could take longer to do handover, delivery/collection because of the size or heaviness of forms but don't know that</p> <ul style="list-style-type: none"> <li>• Collection Systems - changes will be need to be confirmed by <b>Jan 2012</b> at the latest for the Internet Collection System development</li> <li>• Processing - may require changes to IT development timings/milestones AND may need to delay milestones for handover of raw census data to post censal surveys for them to draw their sample frames, which in the case of the Maori Social Survey (MSS) would be problematic.</li> </ul>	
<p><b>Scope</b></p>	<p>Increases scope of the following projects:</p> <ul style="list-style-type: none"> <li>• Output and Dissemination: <ul style="list-style-type: none"> <li>- Additional questionnaire and guide notes development</li> <li>- Additional variable specification development</li> </ul> </li> <li>- Additional output systems development and UAT</li> <li>- Additional published tables and metadata in 2013 products and services (assuming data is fit for use)</li> <li>- Additional issues management and</li> </ul>	<p>Increases scope of the following projects:</p> <ul style="list-style-type: none"> <li>• Output and Dissemination: <ul style="list-style-type: none"> <li>- Additional questionnaire and guide notes development</li> <li>- Additional variable specification development</li> </ul> </li> <li>- Additional classification development</li> <li>- Additional output systems development and UAT</li> <li>- Additional published tables and metadata in 2013 products and services (assuming data is fit for use)</li> </ul>	<p>Increases scope of the following projects:</p> <ul style="list-style-type: none"> <li>• Output and Dissemination: <ul style="list-style-type: none"> <li>- Additional questionnaire and guide notes development</li> <li>- Additional variable specification development, including specification of edits and derivations</li> </ul> </li> <li>- Additional classification development</li> <li>- Additional published tables and metadata in 2013 products and services (assuming data is fit for use)</li> </ul>	<p>Increases scope of the following projects:</p> <ul style="list-style-type: none"> <li>• Output and Dissemination - as for option 1A or 1B</li> <li>• Collection Systems - as for option 1A or 1B</li> <li>• Processing - as for option 1A or 1B</li> <li>• Post-censal survey project would need to be established within / outside Census Programme - as outside the scope of current Census Programme</li> </ul>

<p>stakeholder management</p> <ul style="list-style-type: none"> <li>Collection Systems - increases scope of change to the Internet Collection System application</li> <li>Processing - Additional topic for data evaluation</li> </ul>	<p>- Additional issues management and stakeholder management</p> <ul style="list-style-type: none"> <li>Collection Systems - increases scope of change to the Internet Collection System application</li> <li>Processing - Additional topic for data evaluation</li> </ul>	<p>- Additional issues management and stakeholder management</p> <ul style="list-style-type: none"> <li>Collection Systems - increases scope of change to the Internet Collection System application</li> <li>Processing - Additional topic for data evaluation</li> </ul>	<p>- Additional issues management and stakeholder management</p> <ul style="list-style-type: none"> <li>Collection Systems - increases scope of change to the Internet Collection System application</li> <li>Printing and logistics - scope is same - just the underlying tasks would be larger</li> <li>Processing: <ul style="list-style-type: none"> <li>Would require addition processing operators</li> <li>Additional topic for data evaluation</li> <li>Would probably need to go back to full forms prep on every form if the English IFs were anything other than a single sheet.</li> <li>All forms except English DFs may (depending on paper option taken ) require guillotining.</li> </ul> </li> </ul>	<p>Additional resources</p> <ul style="list-style-type: none"> <li>Additional IT development resources, UAT testers, Additional Census resource - questionnaire and content development, and data evaluation</li> <li>Additional SMA resource</li> <li>Additional translation, travel and testing operating expenditure</li> </ul>	<p>Additional resources</p> <ul style="list-style-type: none"> <li>Additional IT development resources, UAT testers, Additional Census resource - questionnaire and content development, and data evaluation</li> <li>Additional SMA resource</li> <li>Additional translation, travel and testing operating expenditure</li> </ul>	<ul style="list-style-type: none"> <li>Additional IT development resources, UAT testers, Additional Census resource - questionnaire and content development, and data evaluation</li> <li>Additional SMA resource</li> <li>Additional C&amp;S resource</li> <li>Additional translation, travel and testing operating expenditure</li> </ul>	<ul style="list-style-type: none"> <li>Additional IT development resources, UAT testers, Additional Census resource - questionnaire and content development, and data evaluation</li> <li>Additional SMA resource</li> <li>Additional C&amp;S resource</li> <li>Additional translation, travel and testing operating expenditure</li> </ul>	<ul style="list-style-type: none"> <li>Additional IT development resources, UAT testers, Additional Census resource - questionnaire and content development, and data evaluation</li> <li>Additional SMA resource</li> <li>Additional C&amp;S resource</li> <li>Additional processing operators</li> <li>Additional scanners</li> </ul>	<ul style="list-style-type: none"> <li>Same as 1a or 1b + Post-censal survey project would need to be established and resourced within / outside Census Programme - as outside the scope of current Census Programme</li> </ul>
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<p><b>Risks</b></p>	<p>Content / subject matter:</p> <ul style="list-style-type: none"> <li>Lack of topic knowledge to adequately prepare topic specification.</li> <li>Creates a precedence for inclusion of other topics in Census.</li> <li>Other information needs of higher priority not included - stakeholder dissatisfaction and Stats NZ / Census reputation affected - not meeting user needs.</li> <li>Increased respondent burden (to all respondents) with additional question.</li> <li>Differing expectations of data quality between Census and VANZ.</li> <li>Short form and guidenote development timeframes - would need to start work</li> </ul>	<p>Content / subject matter:</p> <ul style="list-style-type: none"> <li>Translation length issues - we don't know how long the translation may have to be - terms like "NZ Armed forces" and "Commonwealth" are going to be quite long (and not able to be abbreviated like we can with NZ) eg the "NZ Defence force" is translated at "Te Ope Kātua o Aotearoa"; commonwealth = "huihuinga o nga iwi", or, "here ki Ingarangi". It's possible we won't actually be able to fit this question format in on the Māori side. (Applicable to 1a also, though there will be a bit more wriggle room with typesetting 1a)</li> </ul>	<p>Content / subject matter:</p> <ul style="list-style-type: none"> <li>Lack of topic knowledge to adequately prepare topic specification (but this would be built up over time, so less of an issue than for 1A or 1B)</li> <li>Creates a precedence for inclusion of other topics in Census.</li> <li>Other information needs of higher priority not included - stakeholder dissatisfaction and Stats NZ / Census reputation affected - not meeting user needs.</li> <li>Increased respondent burden with larger forms.</li> <li>Short form and guidenote development timeframes - would need to start work immediately.</li> </ul>	<p>Additional guillotines</p> <ul style="list-style-type: none"> <li>Would require a bigger warehouse space due to the increase amount of paper handling and number of scanners.</li> <li>Would require additional processing operators</li> <li>Would require additional warehouse staff, including scanning operators, guillotine operators and forms prep staff</li> <li>Would require additional data evaluation analyst resource</li> </ul>	<p>Data processing and data evaluation:</p> <ul style="list-style-type: none"> <li>If 1a was chosen it would mitigate the risks associated with false positives and false negatives.</li> <li>If 1b was chosen it would mitigate the risk associated with fitness for use, as it would probably be fit to use as a filter question (just not as an output question).</li> <li>Communications: <ul style="list-style-type: none"> <li>Negative publicity from users or interest groups who have in the past campaigned for changes to the census forms and have been told that it is not</li> </ul> </li> </ul>
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immediately.

Data processing and data evaluation:

- Data quality will probably be poor, with no way of validating it.
- The impact of false positives and false negatives will be significant with such a small expected veteran population.
- Highly unlikely the data from this as a stand alone question would be assessed as fit for use by the data evaluation operation (like the disability question).
- If released (in spite of Stats concerns), creates precedence for release of other data generally withheld for the same data quality concerns (disability, civil unions (legal and social marital status))

Communications:

- Negative publicity from users or interest groups who have in the past campaigned for changes to the census forms and have been told that it is not possible for 2006 or 2011.
- Negative coverage in the media around the

- Impact on number of births question ie removal of some of 'object to answering this question' text. This may require consultation? Likewise removal of Cook Island Maori guide note.

Data processing and data evaluation:

- Would pose a significant risks to the scanning operation, both in terms of meeting the overall scanning timeline (with knock on risks to post censal surveys)
  - Would pose a significant risk to our ability to receipt forms received in the mailroom to the field in a timely fashion.
  - Data quality risk caused by having DFs separated from IFs - more difficult to balance households in field and in processing, more loose forms, more chance for error. More difficult to track missing forms.
  - The risk of making such a significant form type change to the IPS is unknown, but given our knowledge of how difficult changes are to make to the system the risk is likely to be high.
- Communications:
- Negative publicity from users or interest groups who have in the past campaigned for changes to the census forms and have been told that it is not

possible for 2006 or 2011.

- Negative coverage in the media around the reasoning for including any new questions in the forms for one interest group and not considering others.
- Negative comment from other members of parliament or of political parties who represent constituents or groups who believe they should be offered the chance to have questions included in the forms or to have questions or outputs altered.
- Potential impact on overall count if this issue is used by anticensus campaigners to gain publicity they may not have previously attained.

Collections:

- If post-censal survey need to review how to obtain sample whether it had an impact on collections as for Maori Social Survey with priority meshblocks OR like PES with field interviewers going out after

reasoning for including any new questions in the forms for one interest group and not considering others.

- Negative comment from other members of parliament or of political parties who represent constituents or groups who believe they should be offered the chance to have questions included in the forms or to have questions or outputs altered.
- Potential impact on overall count if this issue is used by anticensus campaigners to gain publicity they may not have previously attained.

work well from a data quality and data processing point of view as too much is being asked wrapped up in one question.

- Having so much information collected in one question will mean we would be not be able to set up edit checks (eg year of conflict compared to dob)
- We probably would not be able to rely on the recognition of text responses so we would bring up every text response up to an operator to code. The simpler the code the better, eg "served in a recognised conflict", not served in a recognised conflict".
- The space available for text responses looks like it will be too small to collect multiple responses. If responses are highly abbreviated they will be even harder to code.
- The impact of false positives and false negatives will be significant with such a small expected veteran population. Highly unlikely the data from this as a stand alone question would be assessed as fit for use by the data evaluation

possible for 2006 or 2011.

- Negative coverage in the media around the reasoning for including any new questions in the forms for one interest group and not considering others.
- Negative comment from other members of parliament or of political parties who represent constituents or groups who believe they should be offered the chance to have questions included in the forms or to have questions or outputs altered.
- Potential impact on overall count if this issue is used by anticensus campaigners to gain publicity they may not have previously attained.

Collections:

- Would be concerned if DF and IFs were different sizes as at collection stage they are packaged up in the meshblock boxes and quality checked at handover stage. Different sizes could mean DFs could be missed amongst the IFs.
- If bigger or heavier need to ensure that still manageable size for field staff to cart around safely

Census - this could have a bigger impact

- If like MSS ability to get all the priority boxes to Processing on time for them to meet their hand-over dates

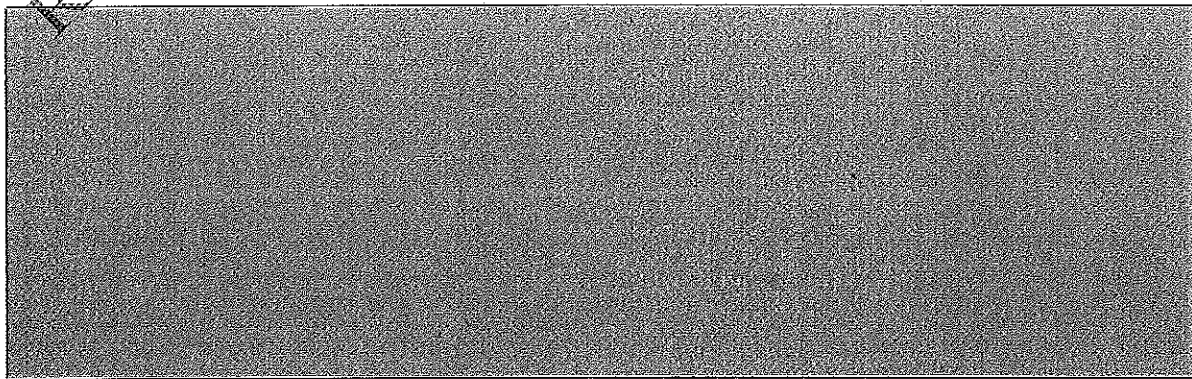
operation (like the disability question).

- If released (in spite of Stats NZ fitness for use concerns), creates precedence for release of other data generally withheld for the same data quality concerns (disability, civil unions (legal and social marital status))

Communications:

- Negative publicity from users or interest groups who have in the past campaigned for changes to the census forms and have been told that it is not possible for 2006 or 2011.
- Negative coverage in the media around the reasoning for including any new questions in the forms for one interest group and not considering others.
- Negative comment from other members of parliament or of political parties who represent constituents or groups who believe they should be offered the chance to have questions included in the forms or to have questions or outputs altered.
- Potential impact on overall count if this issue is used by anticensus campaigners

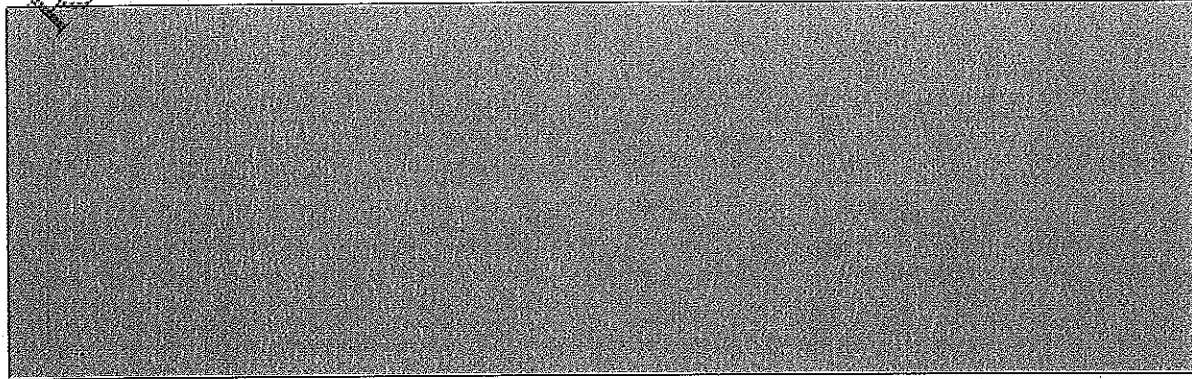
- either in blue bags or meshlock boxes
- End to end integration and system load shouldn't be affected, although timeliness could be of getting text info of receipted mailed forms to the field to balance households - this is a business risk, rather than a direct impact on FT project. Delays in receipting in mailroom would likely spread load over longer timeframe rather than cause failure.



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Assumptions you've made	to gain publicity they may not have previously attained.	Data from question is fit for use according to Stats NZ quality standards	Data from question(s) is fit for use according to Stats NZ quality standards	Filter questions same as Option 1a Option 1b
<ul style="list-style-type: none"> <li>Data from question is fit for use according to Stats NZ quality standards</li> <li>Topic spec already developed could be used as the basis for the variable spec and question development</li> <li>C&amp;S and SMA are available to develop new classification(s) and for consultation on variable spec / products / output content</li> <li>Same size paper forms as 2011</li> <li>No impact to other questions, except question numbering.</li> <li>Additional guide note will mean removal of an existing guide note in the bilingual Individual form</li> <li>Paper questionnaire is same printing specs as 2011</li> <li>Only changes is quantities due to growth</li> <li>Additional variable would be incorporated into existing 2013 products - no new / specific products on war service</li> <li>VANZ detailed data needs would need to be met by a customised request</li> </ul>	<ul style="list-style-type: none"> <li>Data from question is fit for use according to Stats NZ quality standards</li> <li>Topic spec already developed could be used as the basis for the variable spec and question development</li> <li>C&amp;S and SMA are available to develop new classification(s) and for consultation on variable spec / products / output content</li> <li>Same size paper forms as 2011</li> <li>No impact to other questions, except question numbering.</li> <li>Additional guide note will mean removal of an existing guide note in the bilingual Individual form</li> <li>Paper questionnaire is same printing specs as 2011</li> <li>Only changes is quantities due to growth</li> <li>Additional variable would be incorporated into existing 2013 products - no new / specific products on war service</li> <li>VANZ detailed data needs would need to be met by a customised request</li> </ul>	<ul style="list-style-type: none"> <li>Data from question(s) is fit for use according to Stats NZ quality standards</li> <li>Topic spec already developed could be used as the basis for the variable spec and question development</li> <li>C&amp;S and SMA are available to develop new classification(s) and for consultation on variable spec / products / output content</li> <li>Individual form is either bigger than 2011 or multiple pages (English version).</li> <li>With additional paper we won't need separate English guide notes (will be able to accommodate on form)</li> <li>Additional variable would be incorporated into existing 2013 products - no new specific products on war service</li> <li>VANZ detailed data needs would need to be met by a customised request (uncosted)</li> <li>Paper handling by field staff either heavier multiple pages or more awkward if larger. Impacts</li> </ul>	<ul style="list-style-type: none"> <li>Filter questions same as Option 1a Option 1b</li> <li>Sample most likely to be drawn in same way as for Disability (Using a pre selected sample as for MSS wouldn't get desired result so have not costed this).</li> <li>ICS will not be affected by a post censal survey</li> </ul>	





(uncoasted)  
 • No inter field edits  
 • No further work required by field staff  
 • Data from this question would not flow from scanned mailed forms or from Internet forms into RMS and out to texts so no impact on integration or load of FCS with other systems.

(uncoasted)  
 • A standard classification will be created and available in the CCS coder  
 • No further work required by field staff  
 • Data from this question would not flow from scanned mailed forms or from Internet forms into RMS and out to texts so no impact on integration or load of FCS with other systems.

at:  
 - unpacking at delivery stage  
 - distributing to collectors  
 - numbering of forms by collectors  
 - packing forms into blue bags (fit less)  
 - collectors at the doorstep for delivery and collector  
 - preparation for handover  
 - at handover (checking)  
 • Forms would still fit into existing blue bags (may fit less-if thicker or slightly bigger)  
 • Meshblock boxes may need to be bigger depending on size of IF or more boxes needed if multiple pages  
 • DFs and IFs can no longer be returned together as IFs will not be same size - would need to return either in separate meshblock boxes as use orphan forms process. Massive impact on forms prep.  
 • Data from this question would not flow from scanned mailed forms or from Internet forms into RMS and out to texts so no impact on integration or load of FCS with other systems.  
 • A standard classification will be created and

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available in the CCS coder

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	Option 1a	Option 1b	Option 2	Option 3
	Yes / no question	1 free-text question	Multiple questions & more paper	Either 1a or 1b AND post-censal survey
Output and Dissemination	\$70,000	\$80,000	\$90,000	\$70,000
Collection Operations	\$0	\$0	\$0	\$0
Field Technology	\$0	\$0	\$0	\$0
Collection Systems				
Internet Collection System	\$50,000	\$50,000	\$65,000	\$50,000
Contact Centre	\$0	\$0	\$0	\$0
Printing & logistics	\$0	\$436,000	\$1,305,596	\$0
Processing	\$130,500	\$215,000	\$974,500	\$215,000
Communications	\$0	\$0	\$0	\$0
<b>TOTAL, Census Programme</b>	<b>\$250,500</b>	<b>\$781,000</b>	<b>\$2,435,096</b>	<b>\$335,000</b>
Rounded up to nearest \$100k	\$300,000	\$850,000	\$2,600,000	\$400,000
Post-censal survey cost - excl. Census costs				
High				\$3,000,000
Low				\$1,500,000
<b>Total post-censal survey cost</b>				
High				\$3,400,000
Low				\$1,900,000

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