



THE CAYMAN ISLANDS' *CENSUS 2010* PLAN

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1. Introduction

The Government of the Cayman Islands has approved the planning, preparation and implementation of a Population and Housing Census for the Cayman Islands ("Census" in this document) in 2010. The approval was granted in February 2008 and officially announced on the 26th of March 2008.

It is internationally agreed that planning for a population and housing census takes at least two years. Conducting a population and housing census of good quality is arguably the most challenging statistical activity in any country – this is the largest exercise that a national statistical office would undertake. As such, the forthcoming census has to be planned carefully in order to ensure the quality of Census results.

The purpose of this document is to present a high-level plan that will guide the preparation and implementation of the Census in the Cayman Islands. This document shall be updated as the Census preparation progresses. Its ultimate aim is to produce high quality data from the 2010 census. To achieve this, extensive effort shall be directed towards all phases of census preparation, field implementation and post-field dissemination.

In addition, this plan aims to inform the various stakeholders in government and the private sector of the key Census activities that will be undertaken. It is hoped that this will raise awareness on the importance of the Census activities, and on the necessity of public cooperation.

The United Nations recommends all countries to carry out a population and housing census every tenth year. According to this recommendation, the 2010 *round of censuses* should be carried out during the period 2005-2014. Earlier population censuses in

Cayman Islands have been conducted in 1802, 1891, 1911, 1921, 1934, 1943, 1960, 1970, 1979, 1989 and 1999 (10 October).

2. Census Methodology

A population census can be done in two different ways. One may count the population who usually lives in the country (“residents”). This is called a *de jure* census. The other way is to count all the people present in the country at the census time. This is called a *de facto* census. The new UN manual calls the two methods, *population present count* (corresponding to the *de facto census*) and *usual resident population count* (corresponding to *de jure*).

For the Cayman Islands, the aim is to count the resident population, or **residents or persons staying in the Cayman Islands for more than six months or intending to stay more than six months**. Note that this definition of “residents” in the census context has no legal implication whatsoever. Citizenship or status is not part of the definition and only the length of stay of a person defines the census resident population.

The main argument to choose the *usual resident population count* is that this count offers better information for planning and policy purposes on the demand for services, on households and on internal migration. In the 1999 census, the main results concern the resident population. Hence, comparability with the 1999 census will be ensured.

The Census Advisory Committee (CAC) has recommended the *usual resident population count*. (See Section 5 on the details of the CAC).

3. Census Objectives

The conduct of the 2010 Census has three objectives:

Objective 1: The population and housing census in the Cayman Islands in October 2010 shall provide statistics on the population, their demographic, social and economic characteristics, and housing information. The need for such information can never be overemphasized in view of the dynamism of the country's population which is a primary consideration in the efficient planning and running of public services during the ensuing decade.

It should be stressed that even though the census is very important; the census shall be regarded as a part of a national statistical system which also includes household surveys and statistics from administrative registers. This means that not all statistical information about the population need not to be collected in the Census, as other sources of data are available. Hence, prioritization criteria will be established, in consultation with the Census Advisory Committee, to determine the critical set of data that will be collected through the Census.

Objective 2: In addition to estimating a total count of residents in Cayman Islands and their demographic, social, economic and housing characteristics, the Census will also involve building a registry of households of good quality. This will enable the ESO to improve its sample surveys after the census, such as the Labor Force Survey conducted at least once a year or the Household Budget Survey which needs to be conducted every 3-5 years.

The census will also in other ways contribute to the capacity building of the ESO, such as IT-structure and staff training. Thus, a census is also a capacity building exercise.

Objective 3: The population census is a unique opportunity to raise the awareness of the importance of official statistics among the residents of the Cayman Islands. Official statistics is obviously critical in providing useful information for decision-making within the public and business sectors and for knowledge-based debates as part of the democratic process.

Official statistics are expected to capture the basic information needs in a society. They should deliver quantitative information concerning development trends. They should also give a comprehensive picture of the society and thus cover all sectors and all aspects and conditions.

Statistical results should be distributed in forms that are easy to access and understand, in order to be used by all interested parties in the society. Hence, another objective of census management is to disseminate the Census results in user-friendly manner.

4. Census Day and Milestones

The next Population and Housing Census in Cayman Islands will be conducted in October 2010 under the direction of the ESO. The proposed census day is Friday, 8 October. It may be noted that the last population census in the country was conducted in October 1999. (The reason for not conducting the next census in 2009 is the scheduled election in May 2009; it is considered best practice not to conduct a statistical survey as large as a census in the same year of a significant socio-political event).

The milestones below summarize the key outputs included in this plan and the target months of completion. The description of activities leading to the development of these outputs is described in the succeeding sections.

Phases and target outputs	Target completion dates
Phase 1: Preparatory Activities	
Draft census questionnaire	July 2009
Draft field manual	July 2009
Pilot census	Fall 2009
Census order	February 2010
Household registry update	December 2009
Final enumeration area maps	April 2010
Final census questionnaire	July 2010
Final field manual	August 2010
Printed questionnaires and field manual	August 2010
Hiring of enumerators	September 2010
Enumerators' training	September 2010
Installed IT	September 2010
Census promotion	October 2010*
Phase 2: Field Work	
	October 8, 2010 (starting date)
Phase 3: Post-field Work	
Preliminary population figures	April 2011
Main results/publication	November 2011

* Census promotion will be sustained until the publication of main results in Phase 3

5. Census Organization

The establishment of a census organization is a key preparatory activity. The main responsibility for planning and implementing the Census, as mandated in the Statistics Law (1996 Revision), lies with the Economics and Statistics Office (ESO).

Within ESO, a Census manager has been appointed and a small census office within ESO is being created. The Census manager will be assisted by a deputy manager (a Senior Statistician), a Statistician 1, the Survey Supervisor, and Survey Staff. Field supervisors and 200-250 part-time enumerators will be hired for the field interviews. External consultants are expected to provide technical services such as in data capture and processing.

ESO intends to work closely with the Government Information Services (GIS) with regard to Census publicity; with the Portfolios of Finance and Economics and the Civil Service with regard to issues related to the hiring of enumerators; and the Lands and Survey Department as regards the preparation of enumeration area maps.

As in the 1999 Census, a Census Advisory Committee (CAC) was approved by the Cabinet to provide advice to the ESO as to the prioritization and relevance of questions to be included in the Census questionnaire, legal aspects, publicity, promotion and dissemination of results. The CAC was convened in June 2008. The members of the CAC are as follows:

Census Advisory Committee Membership

Organization	Member	Title
Chamber of Commerce	Mr. Wil Pineau	Chief Executive Officer
Ministry of District Administration, Planning and Agriculture	Mrs. Jennifer Ahearn	Acting Chief Officer
Sister Islands District Administration	Mr. Ernie Scott	District Commissioner
Children and Family Services	Mrs. Deana Lookloy	Director
Department of Employment Relations	Mr. Lonny Tibbetts	Director
Department of Education	Mrs. Shirley Wahler	Chief Education Officer
Health Insurance Commission	Mrs. Sonia Campbell	Health Insurance Inspector
Ministry of Health and Human Services	Mrs. Tammy Ebanks-Bishop	Senior Policy Advisor (Gender Affairs)
ESO	Miss Maria Zingapan	Director
ESO	Mr. Ronnie Andersson	Chief Statistician

The CAC meets every second month. The CAC is chaired by the ESO Chief Statistician.

6. Preparatory Activities

It is the responsibility of ESO to ensure that the census is carried out in a cost-effective way, using effective data capturing methods and speedy, reliable data processing methods that are no more complex than necessary.

The main results from the census in October 2010 will be published during fall 2011. Preliminary population figures are planned to be released in April 2011. The activities described below are proposed to be undertaken during the current FY 2008/09 and throughout the next three fiscal years: FY 2009/10 to FY 2011/12. The largest cost will spent be during the FY 2010/11 for the enumeration and data processing.

The preparatory activities consist of five high-level activities as follows:

- Activity 1: Preparation of maps for census enumeration
- Activity 2: Preparation and printing of the census questionnaire
- Activity 3: Publicity campaign
- Activity 4: Preparation of the census IT system
- Activity 5: Issuance of legal framework

Activity 1: Preparation of maps for census enumeration

The Cayman Islands will be divided into approximately 250 enumeration areas (EA). Each EA will contain about 100 households. During the Census field work, an enumerator will be assigned to each EA and given a detailed map of the EA. The enumerator must interview **all** households within the EA and **none** outside the EA. Good maps are necessary to ensure that every resident in the country is counted and that there are no overlaps (double-counting).

The Cayman Islands has relatively good maps produced by the Lands and Survey Department (L&S). ESO intends to work closely with the Department in producing the required EA maps. A prototype EA-map has been produced.

A key input in the preparation of the EA maps is an updated **household register** for the Cayman Islands. The household register is used as a sampling frame for household surveys. A household register of good quality is important in creating EAs for the census, and in monitoring the coverage of the census data collection. It is expected that the Census will provide the ESO with information that will further improve the household register.

Activity 2: Preparation and printing of the census questionnaire and field manual

The Census questionnaire is the most important Census document while the field manual is the second most important. The questionnaire must be manageable in the field during enumeration, which means that the questionnaire must be short, concise and easy to understand.

There are international recommendations on the topics to be asked in a population census. These topics will be adopted where possible, as it is important that the census results are comparable with other countries. The UN recommendations are also based on many years of experience in census-taking in most countries around the world. There is an extensive regional cooperation on population censuses in the Caribbean arranged by CARICOM (Caribbean Community) and UNSD (United Nations Statistical Division).

Prime importance should be given to the fact that the population census should be designed to meet national needs. The decision with regard to the topics to be covered should depend upon a balanced appraisal of how urgently the data are needed, suitability of the topics and whether the information could be equally well or better

obtained from other sources. It must be remembered that even though the population census is very important; the census shall be regarded as a part of a national statistical system also including household surveys and statistics from administrative registers.

The Census Advisory Committee has had several discussions in the past meetings on which topics to be included in the census questionnaire. There will be additional extensive consultations on the census content outside the CAC. Seminars and meetings will be conducted. The public will mainly be consulted through the pilot census. The pilot census is planned for Fall 2009 and its main purpose is to test the draft census questionnaire. ESO plans to have the draft census questionnaire ready in July 2009. A small part of the households in Cayman Islands will be interviewed using the draft census questionnaire. Experiences from the pilot census will then be used to improve the census questionnaire.

The 2010 Census questionnaire will contain less questions than the 1999 Census questionnaire.

Activity 3: Publicity campaign

Similar to the 1999 Census, this activity will involve participation from the private sector. A census logo and a census slogan have been decided.

The publicity campaign will be intensified as the census date gets closer and will culminate during data collection. The CAC and GIS will assist the ESO in publicity matters. A draft publicity plan for the 2010 census has been produced by the Government Information Services (GIS). The publicity will have a three-fold message:

- The census is coming
- The census is important and useful

- The census is safe (confidentiality)

The publicity for the census has been initiated through the production of in-house brochures, press releases, TV and radio presentations. All important Census documents are posted in the ESO website www.eso.ky to ensure transparency in Census planning and preparations.

Activity 4: Preparation of a census IT system.

Decisions on hardware and software for the census have to be made in 2009 and an IT-system needs to be created and tested well before the census date.

An IT consultant funded by UNFPA has made a mission to the Cayman Islands on IT resources for the 2010 Census. The consultant made a proposal for the Census data processing; however, ESO will need further external assistance especially as there is no in-house IT expertise at present.

ESO will use scanning (TeleForm) for the data capture. ESO is exploring the possibility to use an on-line questionnaire as a complement to the usual paper questionnaire in our LFS and the Census.

Activity 5: Legal Framework for the 2010 Census.

As the census is compulsory, it must have a legal basis. The Statistics Law (1996 Revision) provides ESO the right to carry out the census. The Statistics Law, as in 1999, is expected to be supplemented by a Census Order. The Census Order will state the census day, who are going to be counted, who are to respond, and the particulars to be asked in the census questionnaire. This means that the Census Order cannot be finalized until the contents of the census questionnaire have been finally decided.

The Census Order shall also ensure that no other household surveys by any public authority are allowed to be carried out in the second half of 2010.

7. Enumeration Activities

The data collection is the heart of the census and has to be planned carefully. Enumeration work shall begin on October 8, 2010 (the Census day). The Census day is the reference day for all questions, including the population count; for instance, all additions to households after October 8 are excluded from the Census count.

It is important that the main part of the interviews be conducted close to the Census day, that is during the period 9 – 17 October 2010, subject to the availability of enumerators.

The planning shall consider the following requirements:

- Recruitment of 200-250 part-time enumerators. This will entail a clarification on the terms of employment of part-time enumerators of those not currently working in government. For this purpose, the ESO shall coordinate with the Chief HR Officer of the Portfolio of Finance and Economics, and the Portfolio of Civil Service. In view of the need to finish the enumeration work within two weeks of Census day, it is recommended that all civil servants shall be encouraged to train as enumerators after office hours.
- Preparation and testing of an enumerator's manual;
- Training of enumerators;
- Recruitment of field supervisors who will closely monitor the distribution and return of questionnaires, and other aspects of the field operations to ensure full coverage in the data collection.

Most households will be interviewed using a traditional paper questionnaire. In addition, secured on-line questionnaires might be used as a complement if it is found to be feasible and affordable.

The ESO plans to use face-to-face interviews as the main data collection method in the 2010 Census. This is based on the preference of household respondents in the 2008 Labor Force Survey as regards the data collection method as follows:

- Face to Face interview 67%
- Drop off questionnaire 10%
- On-line questionnaire 23%

8. Post-enumeration Activities

This may be divided into 3 parts:

- Activity 1: Data processing
- Activity 2: Dissemination
- Activity 3: Evaluation

Activity 1: Data Processing

Data processing will be done in-house at ESO in compliance with the Statistics Law. ESO will use scanning for data entry. Note that names of persons will **not** be entered in the data base. Thus, the census database will not contain any person names. Extensive resources will be used for data cleaning and editing to ensure good quality data. Coding (or the conversion of text responses into code numbers) is foreseen for industry of employment and actual occupation, and a number of other responses. The code numbers of responses will be stored electronically in the census data base. International Standard Classifications (ISCO, ISIC) will be used in the coding process.

Activity 2: Dissemination

Wide use of the Census results across all potential users will be promoted vigorously. Hence, a dissemination strategy will be developed with the advice of the CAC and with assistance from external experts such as the United Nations Fund for Population Program (UNFPA) and CARICOM.

The dissemination strategy will include a table plan (or the set of tables to be produced) and a marketing plan for all Census outputs.

The ESO website (www.eso.ky) will be the main platform for dissemination to enable as many residents in the Cayman Islands as possible to make use of the Census results. In addition, there will also be printed publications containing tables, graphs and maps.

Population projections up to 2050 will be produced based on the census results.

Activity 3: Evaluation

The 2010 census will be well documented and evaluated, mainly to facilitate the next census (around 2020). A so-called administrative report will be produced describing the census process, what went well and what can be improved.

9. Resource Requirements

The Census is the biggest statistical activity in any country; hence its resource requirements are significant. As proposed in the FY 2009/10 budget last November 2008, the following requirements were indicated:

- \$386,372 in FY 2009/10 mainly for generating additional outputs related to Census preparation (full household registry update, on-line questionnaire, census pilot test, new enumeration area maps, census promotion and census training).
- \$1,301,244 in FY 2010/11 mainly for implementing the 2010 Census; and
- \$463,175 in FY 2011/2012 mainly for post-field Census operations, data processing and dissemination.