



## 2. ADMINISTRATIVE BACKGROUND

### 2.1 LEGAL MANDATE AND HISTORY

In August 2018, the Cayman Islands government approved the planning, preparation, and implementation of the 2020 Population and Housing Census. A Census Plan was completed, and the Census Advisory Committee (CAC) was launched in October 2018.

The “Census Day” was initially approved as Sunday, 11th October 2020. Despite steady progress of the CAC with census preparations, in light of the onset of the global pandemic in January 2020, the Cayman Islands government granted approval in July 2020 for the postponement of the Population and Housing Census 2020 by one year to October 2021. Some of the reasons cited for the postponement included:

- ✚ The current pandemic and residual health fears are likely to culminate in a low response rate to the Census as households may be reluctant to welcome enumerators to conduct interviews;
- ✚ The labour market indicators and population count were expected to be unstable as the year 2020 would be considered an ‘unusual year;’
- ✚ It would be challenging Logistically to train approximately 600 enumerators, field supervisors and area coordinators, given the COVID-19 protocols and the usage of personal protective equipment (PPE);
- ✚ Recruitment of field staff could be challenging as persons are less likely to work amidst the COVID-19 health risk and vulnerabilities, in particular, the aged community leaders and field workers;
- ✚ It was deemed that postponing Census 2020 would not negatively hamper the time series analysis of the data as the time interval between censuses in 1999, 2010, and now 2021 would maintain the 11 years gap. N.B: *The 2010 Census was delayed from 2009 due to fiscal austerity measures precipitated by the 2008 financial crisis;*
- ✚ Due to the current multiyear budget approval, the postponement of the 2020 Census was unaffected financially as the approved budget would carry over to 2021; and
- ✚ Other countries with scheduled 2020 censuses delayed census enumeration because of the global pandemic.

The census preparation culminated in the approval by the Cabinet in Council for the drafting of the Census Order and Census Regulations. The Census Order mandated the Economics and Statistics Office (ESO) to conduct the 2021 Census, which shall be taken on “Census Day.” The Census Day, or the reference day for counting the population, is 10th October, 2021. The Census Regulations comprised a list of particulars or questions in the Census questionnaire.

The 2021 Census is the latest in the census history of the Cayman Islands, which started in 1802. Since then, censuses were done in 1891, 1911, 1921, 1934, 1943, 1960, 1970, 1979, 1989, 1999 and 2010.



The 2021 Census also complies with the United Nations recommendation that all countries should carry out a population and housing census every tenth year and that the 2020 round of censuses should be carried out during the period 2015-2024.

## **2.2 CENSUS OBJECTIVES**

The main objective of conducting the 2021 Census is to provide statistics on the population's demographic, social and economic characteristics and household and housing characteristics. The need for such information can never be overemphasised, given the dynamism of the country's population. This is a primary consideration in planning and providing public services during the ensuing decade.

In addition, the 2021 Census also has the following main objectives:

- a) The population and housing census in the Cayman Islands in October 2021 shall provide statistics on the population, including demographic, social, and economic characteristics and housing information. Given the dynamism of the country's population, the need for such information can never be overemphasised, 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 critical, it shall be regarded as part of a national statistical system that includes household surveys and statistics from administrative registers. This means that not all statistical information about the population needs to be collected in the Census, as other data sources are available. Hence, prioritisation criteria were established, in consultation with the Census Advisory Committee, to determine the critical set of data that will be collected through the Census.

- b) In addition to estimating the total count of residents in the 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 Labour Force Survey conducted at least twice a year or the Household Budget Survey, undertaken every 3 to 5 years.

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

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



Official statistics are expected to capture the essential information needs of any 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 easy access and understand forms to be used by all interested parties in society. Hence, another objective of census management is to disseminate the Census results in a user-friendly manner.

The Economics and Statistics Office aims to produce high-quality data from the 2021 Census which is relevant, timely, and accurate. Extensive efforts were placed on the census form design, data collection, and data processing procedures to achieve this outcome.

## **2.3 BASIC APPROACH**

A population census can be done in two different ways. One method is to count the population who usually lives in the country (“residents”); this is called a *de jure* census. The other method 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 present population count (corresponding to the *de facto* Census) the usually resident population (corresponding to *de jure*).

For the Cayman Islands, the aim was to count the usually resident population, i.e. residents or persons staying in the Cayman Islands for more than six months or intending to stay for at least six months.

The main argument for the usual resident population count is that this offers better information on the demand for services, households, and internal migration for planning and policy purposes. In the 1999 and 2010 censuses, the main results concern the resident population. Hence, comparability with previous censuses is ensured.

The scope of the census questions was similar to the 1999 and 2010 censuses as follows: (a) demographic characteristics; (b) socio-economic characteristics, including core labour force questions; and (c) housing characteristics. Some questions under each subject area in Census 2010 were revised, while new ones were relevant to the primary census data users. These questions were tested in a Pilot Census in October 2019 and modified based on the pilot results.



## **2.4 PREPARATION AND CONSULTATION PROCESS**

A consultation process aided the preparation of the Census Regulations and the census questionnaire through the Census Advisory Committee (CAC). The CAC was convened in August 2018 to advise the prioritisation and relevance of questions to be included in the Census questionnaire and other key areas. In addition to ESO, it comprised senior representatives from the Departments of Planning; Education; Children and Family Services; Labour and Employment Relations; the Ministry of Finance, Tourism and Development; the Ministry of District Administration, Works and Gender Affairs; Human Services; National Council for Persons with Disability; National Roads Authority; Government Information Services; Cabinet Office and the District Commissioner for the Sister Islands. The private sector was also represented on the Committee through the Chamber of Commerce.

Other Departments within the Cayman Islands Government assisted the ESO and CAC, particularly the Government Information Services, regarding publicity and promotion and the Lands and Survey and the Planning Departments regarding the preparation of enumeration area maps. The Legal Drafting Department was extensively involved in preparing amendments to the Statistics Act (2016 Revision) to strengthen the safety and confidentiality of the Census data collection process, the Census Order and the Census Regulations.

The Census Advisory Committee has established relevant sub-committees that meet regularly to keep the preparation on schedule. These sub-committees were: Mapping, Logistics and Training, and Publicity.

**Mapping** – the sub-committee reviewed the Census 2010 enumeration area (EA) maps for all districts vis-à-vis the updated ESO's Household Registry. An EA consisted of approximately 100 households. The Islands' population has increased, and household dwellings in some or all EAs also increased, which required the re-drawing of EA maps.

**Logistics and training** – the sub-committee primarily assisted in recruiting census workers by serving as speakers at district meetings. Members were given the option to be trained as trainers and serve as census trainers.

**Publicity** – the sub-committee members led in the preparation of the publicity and advocacy plan with three main messages:

- The Census is coming;
- The Census is necessary and useful; and
- The Census is safe (confidentiality).

The 2021 Census was widely publicised, mainly using billboards, census jingles, social media videos and banners, fliers and census spokespersons.



## **2.5 FIELDWORK AND DATA PROCESSING**

Data collection for the 2021 Census was conducted from 10th October 2021 to 25th January 2022. The fieldwork comprised completing visitation records (VRs) and interviewing households. The VRs recorded the number of buildings, dwelling units and households in each enumeration area and the number of members in each household by sex. Household interviews were conducted using the census questionnaire (see Appendix 1).

There were 351 enumeration areas across the six (6) districts of the Cayman Islands, with each enumeration area consisting of approximately 100 households.

Fieldwork was managed by the ESO and involved a team of 356 enumerators, 68 field supervisors and 11 area coordinators. Area coordinators were assigned to each district, with George Town having five (5) while West Bay and Bodden Town had two (2) each. A field supervisor was assigned to an average of five (5) enumerators, while an enumerator was assigned one (1) enumeration area with few exceptions.

Each census worker undertook training sessions and evaluations before signing a service agreement with the ESO with strict confidentiality clauses. The one-week training sessions for area coordinators were conducted in the first week of August 2021. The enumerators had 10-day training sessions conducted for all districts beginning in the second week of August 2021. Field supervisors were selected from those who attended the enumerators' training and had two additional training sessions. All training sessions were based on the approved Census Manuals.

Census enumerators visited approximately 42,130 addresses during the enumeration period. Of these, 3,946 units were vacant; 434 units with verified (confirmed by neighbours) no contact after at least four attempts were made by enumerators, and 2,349 were temporary second homes/short-term rentals. The population count in this final report was tabulated from the responses of 29,699 households.

The summation of fully and partially completed household questionnaires as a ratio of total in-scope households (fully and partially completed, refusals and verified no contacts) resulted in a response rate of 96.7 percent for Census 2021.

After completing fieldwork, the significant activities comprised editing, coding, data capture and processing. Trained ESO staff and census workers worked on industry coding using the International Standard Industrial Classification (Revision 4). For occupations, a 6-digits Cayman Islands Classification of Occupations was used for a more detailed classification of occupations.

Census 2021 was conducted using computer-assisted personal interviewing (CAPI)<sup>6</sup>. This was used to minimise human errors and improve the accuracy of data capture. These

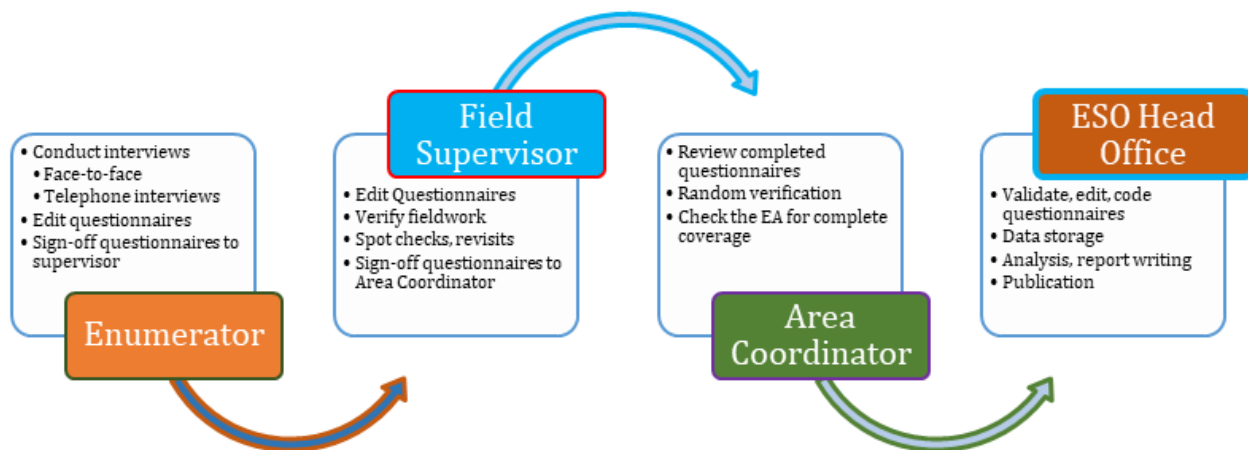
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<sup>6</sup> A customized data capture software was designed by consultant Howard Hamilton.

methods resulted in significant reductions in processing time and improved the reliability and timeliness of census results. Compared to traditional practices related to monitoring questionnaires, data entry, part of the computer editing and coding, and transmission of questionnaires are undertaken during the enumeration. This resulted in significant efficiencies and drastically reduced the time lag between data collection and analysis. CAPI electronic questionnaires allowed checkboxes for quickly selecting responses, pre-programmed automatic skips, and consistency checking during the interview. In addition, it enhanced information security and facilitated efficient data processing, timely release of results and ease of electronic data storage. Finally, the technology allowed easy data transmission between enumerators, field supervisors, area coordinators and the ESO.

Further data processing was also conducted in-house by ESO staff using Microsoft Excel and Statistical Package for Social Sciences (SPSS).

**Figure 2.5A: Census Fieldwork Process**



## 2.6 CENSUS EXPENDITURE

The Cabinet and the Legislative Assembly approved the census budgetary appropriation as part of the Ministry of Finance and Economic Development budget. The total budgeted expenditure for all census activities was estimated at \$2,231,384, of which approximately 74 percent was for fieldwork and post-field work data processing. The rest of the expenses were for training, supplies, logistics and publicity. The estimated budget was based on 28,000 households; therefore, the estimated cost per covered household was \$79.69. The actual expenditure outlay for the census was \$2,196,325, and with the household count at 29,699, the actual cost per covered household was \$73.95, of which approximately 78 percent was for fieldwork and post-field work data processing.