

From: Randall, Melissa <[REDACTED]@ons.gov.uk>
Sent: 03 March 2020 14:30
To: [REDACTED]@stonewall.org.uk
Cc: [REDACTED]@stonewall.org.uk; Robards, James <[REDACTED]@ons.gov.uk>
Subject: RE: Census update

Hi [REDACTED]

I think it would be great to catch up on the phone.
I'll also include James, who has succeeded me as lead for sexual orientation and gender identity.
I'm sorry but am struggling to find time – I could do sometime between midday and 1pm on Thursday? Or between 12 and 3 on Friday?

Thanks,
Melissa

From: [REDACTED]@stonewall.org.uk
Sent: 02 March 2020 12:32
To: Randall, Melissa <[REDACTED]@ons.gov.uk>
Cc: [REDACTED]@stonewall.org.uk
Subject: Census update

Hi Melissa

Hope you're well.

Following on from our recent call, I was wondering if there's been any further update about the sex question, and also whether Cabinet Office and GEO have been informed about the developments we discussed over the phone – thanks very much. I'm happy to chat on the phone if easier.

Best wishes

[REDACTED]

[REDACTED]
[REDACTED]
Stonewall

[REDACTED]

From: [REDACTED]
Sent: 17 December 2019 12:09
To: [REDACTED]@stonewall.org.uk
Cc: Morgan, Maggie <[REDACTED]@ons.gov.uk>; [REDACTED]@ons.gov.uk>; Phelan, Lara <[REDACTED]@ons.gov.uk>; Monkman, Michelle <[REDACTED]@ons.gov.uk>

Randall, Melissa <[REDACTED]@ons.gov.uk>; [REDACTED]@stonewall.org.uk>

Subject: RE: Sunday Times

Hi all

Hope you're well.

Just to follow on from [REDACTED] email – Melissa and I have set up a separate meeting for the beginning of Jan to discuss policy and stakeholder engagement on the Census, but we thought it'd also be really useful to have a comms meeting, as [REDACTED] said, given the potential for this to move up the media agenda. Let us know when works best for you.

Thanks very much

[REDACTED]

From: [REDACTED]

Sent: 13 December 2019 13:15

To: Morgan, Maggie <[REDACTED]@ons.gov.uk>; [REDACTED]@ons.gov.uk>;

Phelan, Lara <[REDACTED]@ons.gov.uk>; Monkman, Michelle <[REDACTED]@ons.gov.uk>

Cc: [REDACTED] <[REDACTED]@stonewall.org.uk>; [REDACTED]@stonewall.org.uk>

Subject: RE: Sunday Times

Hi Morgan,

Many thanks for sending this over, appreciate it. My colleague [REDACTED] (CC'd) is on-call this weekend, in case anyone from your team needs to get in touch when the piece is published.

As a thought, given that it's likely media coverage around this will probably continue, I think it'd be useful if we were all able to meet in the New Year to discuss moving forward.

Would be great to know when might be good for you and the team? If a meeting isn't possible, happy to set up a call.

Best,

[REDACTED]

From: Morgan, Maggie <[REDACTED]@ons.gov.uk>

Sent: 13 December 2019 12:03

To: [REDACTED]@stonewall.org.uk>; [REDACTED]@ons.gov.uk>;

Phelan, Lara <[REDACTED]@ons.gov.uk>; Monkman, Michelle <[REDACTED]@ons.gov.uk>

Cc: [REDACTED] <[REDACTED]@stonewall.org.uk>; [REDACTED]@stonewall.org.uk>

Subject: Re: Sunday Times

Hi [REDACTED]

Thank you. Really useful to know. We were also approached and our line was one we have used previously:

"We are continuing to ask the binary choice male/female sex question. This approach is unchanged since 1801.

"For those who wish to tell us about different gender identities, we propose adding an additional voluntary question on this subject for people aged 16 and over. The entire suite of questions work together to provide the data required for provision of vital public services.

"Most people will not need guidance for the sex question but for those who do, the guidance we are proposing is very similar to 2011. We sought, and continue to seek, a wide range of views to Maggie

Sent from [Workspace ONE Boxer](#)

On 13 December 2019 at 10:43:03 GMT, [REDACTED]@stonewall.org.uk> wrote:

Hi all,

Yesterday evening we were contacted by [REDACTED] at the Sunday Times for a story she is writing on the proposed guidance for the 2021 census.

She has flagged that some academics have objected to the guidance and would like it withdrawn 'and the sex question in the 2021 census answered according to whether people were born biologically male or female' (her words).

We responded with the below statement. I would imagine you've been contacted by [REDACTED] about the story, so just wanted to get in touch, offer support and align on anything you need.

Best,

[REDACTED]
A Stonewall spokesperson said: 'Trans people have always been able to respond to this Census question in a way that reflects who they are and how they live. Guidance was introduced in 2011 to simply reaffirm this.'

[Pronouns:](#) [REDACTED]

From: [REDACTED] <[REDACTED]@stonewall.org.uk>

Sent: 04 December 2019 16:12

To: Randall, Melissa <[REDACTED]@ons.gov.uk>

Subject: RE: Census bill contacts

Hi Melissa

Thanks for the update, that's really helpful.

I've attached an updated version of Do Ask, Do Tell – this was published this year, and includes slightly updated terminology on the sexual orientation and trans status questions (e.g. lesbian or gay instead of lesbian woman or gay man).

And a meeting with [REDACTED] in January sounds good – I've got good availability throughout Jan.

Best wishes

From: Randall, Melissa <[REDACTED]@ons.gov.uk>

Sent: 04 December 2019 15:06

To: [REDACTED] <[REDACTED]@stonewall.org.uk>

Subject: RE: Census bill contacts

Hi [REDACTED]

I'm glad that was useful. Yes, the publications have been pushed back - I don't have a date yet, I anticipate January but I can keep you posted. And yes, stakeholder plans have also shifted slightly. We're working on when we might hold a stakeholder event – possibly late January/early February – again, will keep you posted.

I wonder if you could help with something - we've been doing an audit of the range of sexual orientation questions asked – as a piece of work related to the GSS principle for measuring sexual orientation. I saw that behind a login there is an updated Do Ask Do Tell document. Would it be possible to either see a copy or get a login to access it? Are there many changes from previous versions?

I'm also thinking about catching up post-rehearsal and suggested early January to [REDACTED] – does that work for you?

Thanks,
Melissa

From: [REDACTED] <[REDACTED]@stonewall.org.uk>

Sent: 11 November 2019 11:38

To: Randall, Melissa <Melissa.Randall@ons.gov.uk>

Subject: RE: Census bill contacts

Hi Melissa,

Hope you had a good weekend.

I caught up with Stuart and Helen last week, which was very useful – thank you for linking us up. I'm planning our work for the next few months, and given the election being called, I was wondering when the results/analysis from the Census rehearsal are likely to be published, and if there's a date that the ONS is working to for making its final recommendations for the wording of the questions and guidance, drawing upon the findings and analysis of the rehearsal (although I'm aware there may not be a fixed date for this, particularly given the election) – thank you very much.

I also recall from our catch-up that you're due to be starting some stakeholder engagement work/meetings in December (although I may have recalled this incorrectly) – let me know if this is still due to go ahead, or if it's likely to be moved to the new year due to purdah etc.

Thanks very much, and let me know if you have any questions.

With best wishes,

[REDACTED]

From: Randall, Melissa <[REDACTED]@ons.gov.uk>

Sent: 21 October 2019 09:04

To: [REDACTED] <[REDACTED]@stonewall.org.uk>

Cc: Patterson, Helen <[REDACTED]@ons.gov.uk>; Hallifax, Stuart <[REDACTED]@ons.gov.uk>

Subject: Census bill contacts

Hi [REDACTED]

It was great to catch-up with you last week. I said in our meeting that I would e-introduce you to our bill team at ONS – Helen and Stuart copied - for comparing approaches when you're thinking about briefing MPs etc.

Helen, Stuart - [REDACTED] is the [REDACTED] at Stonewall. I don't recall if you had been working with [REDACTED] – if you had, [REDACTED] has taken over [REDACTED] post.

Thanks,
Melissa

<hr size=1 width="100%" noshade style='color:#A0A0A0' align=center>

Melissa Randall | Topic Lead for Gender Identity and Sexual Orientation, Centre for Ageing and Demography, Public Policy Analysis Directorate

Office for National Statistics | Swyddfa Ystadegau Gwladol

[REDACTED] | [REDACTED]@ons.gov.uk | www.ons.gov.uk | @ONS

For the latest data on the economy and society, consult our website at <http://www.ons.gov.uk>

From: [REDACTED] <[REDACTED]@stonewall.org.uk>

Sent: 08 October 2019 11:27

To: Randall, Melissa <[REDACTED]@ons.gov.uk>
Subject: RE: Follow-up

Hi Melissa,

Yes, we were delighted to see it finally go through! Monday 14th at 13.00 works well for me – let me know which number is best to call on, thank you.

Best wishes,

[REDACTED]

From: Randall, Melissa <[REDACTED]@ons.gov.uk>
Sent: 08 October 2019 10:44
To: [REDACTED] Bradlow <[REDACTED]@stonewall.org.uk>
Subject: RE: Follow-up

Hi [REDACTED]

I am good thankyou, and especially so given the Bill to allow the sexual orientation and gender identity questions voluntary status has finally made its way through parliament!

Yes please, an introductory call would be great and happy to discuss questions and guidance. Do any of these times suit? Weds 9th 2pm, Mon 14th 1pm, Thurs 17th 9am, 10am or 1pm, Mon 21st 10am or 2pm?

Thanks,
Melissa

Melissa Randall | Topic Lead for Gender Identity and Sexual Orientation, Centre for Ageing and Demography, Public Policy Analysis Directorate
Office for National Statistics | Swyddfa Ystadegau Gwladol
[REDACTED] | [REDACTED]@ons.gov.uk | www.ons.gov.uk | @ONS

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 07 October 2019 13:31
To: Randall, Melissa <[REDACTED]@ons.gov.uk>
Subject: RE: Follow-up

Hi Melissa,

Hope this finds you well.

I was just wondering if you'd be free for a quick phone call at some point in the coming weeks to have a quick introduction, and also to discuss the questions and guidance in the Census rehearsal – thank you very much.

With best wishes,

█

█
█

Switchboard: █
Info Line: █
www.stonewall.org.uk

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From: █ <█@stonewall.org.uk>
Sent: 04 July 2019 14:20
To: Randall, Melissa <█@ons.gov.uk>; █
<█@stonewall.org.uk>; Gender Identity <Gender.Identity@ons.gov.uk>
Subject: RE: Census 2021 guidance for sex, gender identity and sexual orientation questions

Hi Melissa,
Great, thank you very much for confirming.
Best wishes,
█

From: Randall, Melissa <█@ons.gov.uk>
Sent: 04 July 2019 12:47
To: █ <█@stonewall.org.uk>; █
<█@stonewall.org.uk>; Gender Identity <Gender.Identity@ons.gov.uk>
Subject: RE: Census 2021 guidance for sex, gender identity and sexual orientation questions

Hi █
Thanks for this. Yes we were affected by the Outlook issues around the deadline for responses. Everyone who's email didn't get through got a bounce back asking to call – which many did – and we also received many emails after the issue was resolved, as if they had been backlogged. We therefore were not strict with the deadline. We received Stonewall's with no problems. I'm planning to respond to emails and update stakeholders – not sure when at the moment,
Thanks,
Melissa

From: Randall, Melissa
Sent: 04 March 2020 19:39
To: Mangles, Susan <[REDACTED]@ons.gov.uk>
Cc: Robards, James <[REDACTED]@ons.gov.uk>; Bell, Iain <[REDACTED]@ons.gov.uk>; Morgan, Maggie <[REDACTED]@ons.gov.uk>; Phelan, Lara <[REDACTED]@ons.gov.uk>
Subject: Readout from [REDACTED] Melissa Stonewall meeting

Hi Susan,

As we discussed yesterday (or Monday, am losing track!), had a quick catch up with [REDACTED], [REDACTED] at Stonewall, to get their feedback on the GI question, which I had called to tell them about previously.

I expect he'll share our conversation with [REDACTED]

He asked about the sex guidance – I said that we were still discussing it, and that we had provided some versions that were less direct than the rehearsal guidance for consideration (no more detail). He said that Stonewall accept there will probably be some compromise and that they would likely be fine with a version that keeps to the basic principle that allows trans people to respond with sex that they would choose to respond with.

With regard to the wording of the gender identity question, they do not find the wording 'too offensive' and think the main point is to have the question.

He said they won't be looking to criticise, with the caveat that a consensus among others against the question might change that.

We discussed our LGBT Partnership colleague [REDACTED] who we've been working with to finesse the community engagement plans and to discuss some comms plans. It would be good to meet with [REDACTED] - principally because of the time and effort they have committed to our project so far. This should definitely be before the topic reports are published. [REDACTED], with us, works closely with NHS – and because their organisation brings together many local LGBT groups, they might be quite influential in how the consensus on the question plays out. [REDACTED] is happy to speak with [REDACTED] about Stonewall's position on the question.

If its appropriate we can work with Maggie and the lines to figure out how to have a conversation with [REDACTED] at the earliest suitable opportunity.

Thanks,
Melissa

Melissa Randall | Head of Transformation Response Team | Centre for International Migration |
Public Policy Analysis directorate |
Office for National Statistics | Swyddfa Ystadegau Gwladol
[REDACTED] [REDACTED]@ons.gov.uk | www.ons.gov.uk | @ONS

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 21 July 2020 12:06
To: [REDACTED]@ons.gov.uk>
Cc: [REDACTED]@ons.gov.uk>
Subject: RE: Call for volunteers to assist with research ahead of Census 2021

Hi [REDACTED] and [REDACTED]

Thanks for your email – we're very happy to be involved.

Best wishes

[REDACTED]

From: [REDACTED]@ons.gov.uk>
Sent: 20 July 2020 16:11
Cc: [REDACTED]@ons.gov.uk>
Subject: Call for volunteers to assist with research ahead of Census 2021

Call for volunteers to assist with research ahead of Census 2021

Dear All,

As you may be aware, the ONS are proposing to ask questions on gender identity and sexual orientation in Census 2021.

Our Census User Engagement Team are looking to test with relevant organisations and the general public, the placement of a specific journey on the Census website, that is anticipated to cater for people who want to respond separately to the census from others in their household.

They would like to get feedback from relevant organisations and the general public around if someone does visit the census website expecting to make this separate census response: they can find what they need; they can get through the journey, and they are able to find relevant help/information. They'd also like to hear from you on terminology to use.

From testing this journey with you they hope to gain a better understand of what content they may/may not need to include in this part of the census website to help relevant individuals.

If you can assist with this research or are aware of anyone who might be able to please contact: [REDACTED]@ons.gov.uk, by the 30th of July.

Many thanks,

[REDACTED]
Office for National Statistics | Swyddfa Ystadegau Gwladol
Tel: [REDACTED] | Internal ext: [REDACTED] | Email: [REDACTED]@ons.gov.uk | www.ons.gov.uk | @ONS

[REDACTED]
Subscribe to the ONS migration and population statistics [mailing list](#). Our stakeholder privacy notice is viewable [here](#).

From: Randall, Melissa <[REDACTED]@ons.gov.uk>
Sent: 23 June 2019 13:52
To: [REDACTED] <[REDACTED]@lgbtconsortium.org.uk>; [REDACTED]@stonewall.org.uk; Phelan, Lara <[REDACTED]@ons.gov.uk>; Townsend, Neil <[REDACTED]@ons.gov.uk>; Morgan, Maggie <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>
Cc: Monkman, Michelle <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>
Subject: Comms/Engagement for SOGI 2021

Hello,

With apologies in the time taken to get around to this – I have found a few dates which could work for a meeting between ONS, National LGB&T Partnership and Stonewall to talk about comms and engagement strategies for SOGI questions in the Census. Please can you let me know your availability here: [REDACTED]

ONS colleagues - if you can't make it but are able to delegate, please could you either respond as your delegate or forward to them to complete?

As the first option could be 27th June, it would be great if you could return to me early this week so I can confirm on Wednesday.

Thanks,
Melissa

Melissa Randall | Topic Lead for Gender Identity and Sexual Orientation, Centre for Ageing and Demography, Public Policy Analysis Directorate
Office for National Statistics | Swyddfa Ystadegau Gwladol
[REDACTED] | [REDACTED]@ons.gov.uk | www.ons.gov.uk | @ONS

From: Randall, Melissa <[REDACTED]@ons.gov.uk>
Sent: 17 December 2019 10:52
To: [REDACTED] <[REDACTED]@stonewall.org.uk>; [REDACTED] <[REDACTED]@lgbtconsortium.org.uk>
Cc: Monkman, Michelle <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>; Morgan, Maggie <[REDACTED]@ons.gov.uk>
Subject: RE: Stakeholder engagement and Comms for Census SOGI questions

Thanks everyone – lets go for Monday 13th January, 3-4pm.
ONS will call [REDACTED] and [REDACTED] – let me know beforehand if I should call a room instead of your direct numbers.

Thanks,
Melissa

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 16 December 2019 14:46
To: [REDACTED] <[REDACTED]@lgbtconsortium.org.uk>; Randall, Melissa

[REDACTED] <[REDACTED]@ons.gov.uk>
Cc: Monkman, Michelle <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>;
[REDACTED] <[REDACTED]@ons.gov.uk>; Morgan, Maggie <[REDACTED]@ons.gov.uk>
Subject: RE: Stakeholder engagement and Comms for Census SOGI questions

Hi all

The timings on the 13th and 14th work well for me.

Thanks

[REDACTED]

From: Randall, Melissa <[REDACTED]@ons.gov.uk>
Sent: 16 December 2019 08:40
To: [REDACTED] <[REDACTED]@stonewall.org.uk>
Cc: Monkman, Michelle <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>;
[REDACTED] <[REDACTED]@lgbtconsortium.org.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>;
Morgan, Maggie <[REDACTED]@ons.gov.uk>
Subject: RE: Stakeholder engagement and Comms for Census SOGI questions

Hi [REDACTED]

Trying to tie down the dates for a January catch-up, does an hour in any of the following timeslots work for you? These would all need to be by phone:

8th between 1.30 and 4pm
13th 1-2pm or 3-4pm
14th between 1pm and 2.30pm

Thanks,
Melissa

From: Randall, Melissa <[REDACTED]@ons.gov.uk>
Sent: 04 December 2019 13:16
To: [REDACTED] <[REDACTED]@lgbtconsortium.org.uk>
Cc: Morgan, Maggie <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>;
Phelan, Lara <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@stonewall.org.uk>; [REDACTED]
<[REDACTED]@stonewall.org.uk>; Monkman, Michelle <[REDACTED]@ons.gov.uk>
Subject: RE: Stakeholder engagement and Comms for Census SOGI questions

Hi [REDACTED],

Thank you very much for sharing this with me. I appreciate its time consuming for you – we value and consider everything that's shared with us. I'll take forward the guidance comments into the analysis of the rehearsal.

I'm aware of the challenge the WESC report has laid down. We are engaging with NHS and mindful of the timing!

Overall its great news as it will encourage others to collect too.

Should we book our post-rehearsal catch-up now? How does early January work for you?

Thanks,
Melissa

From: Randall, Melissa <[REDACTED]@ons.gov.uk>
Sent: 27 September 2019 14:46
To: [REDACTED] <[REDACTED]@lgbtconsortium.org.uk>; [REDACTED] <[REDACTED]@stonewall.org.uk>; [REDACTED] <[REDACTED]@stonewall.org.uk>
Cc: Morgan, Maggie <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>; Phelan, Lara <[REDACTED]@ons.gov.uk>
Subject: Stakeholder engagement and Comms for Census SOGI questions

Hello,

Thanks for your time on Wednesday, it was good to catch up.

I am including here the report that we produced on [the guidance that is being used for Census rehearsal](#), which also details some findings from the qualitative testing. You can see in the report the guidance that was tested and the version we are using for the rehearsal. What isn't in this the report is the research questions that our interviewers probed respondents on – these were taken from stakeholder feedback that you (and others) provided, so thankyou – it was very useful to be able to test a variety of solutions and gives us confidence that this approach works. In the report, we say that following the rehearsal we will analyse how well this has worked, which will include seeking feedback from the contact centre staff who will be using this guidance when handling calls from the public. I am happy as always to take your feedback on the guidance.

[REDACTED] went through the stakeholder engagement that is happening for Census. Checking with the London CEMs, they haven't worked with ELOP, so the introduction that [REDACTED] offered would be much appreciated.

We also spoke about the future red flags work, which would be great to pick up on and learn from to help the Census engagement managers.

Maggie will be in touch about the media work she has been doing on the questions.

We are also taking away [REDACTED] offer to work with Stonewall comms – thinking through what and when might be useful. We will also look to reconvene this group as a whole toward the end of the year/beginning of next year, when the rehearsal will be finished.

Thanks again for your help with this,

Melissa

-

Melissa Randall | Topic Lead for Gender Identity and Sexual Orientation, Centre for Ageing and Demography, Public Policy Analysis Directorate
Office for National Statistics | Swyddfa Ystadegau Gwladol
[REDACTED] | [REDACTED] [@ons.gov.uk](mailto:[REDACTED]@ons.gov.uk) | www.ons.gov.uk | [@ONS](https://twitter.com/ONS)

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 20 January 2020 12:48
To: Randall, Melissa <[REDACTED]@ons.gov.uk>
Cc: [REDACTED] <[REDACTED]@lgbtconsortium.org.uk>; Monkman, Michelle <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>
Subject: RE: The Trans/LGBT+ Sector's views on current Census 2021 proposed questions

Hi Melissa

Thanks for the clarification – yes that's absolutely fine.

Thanks

[REDACTED]
From: Randall, Melissa <[REDACTED]@ons.gov.uk>
Sent: 20 January 2020 12:26
To: [REDACTED] <[REDACTED]@stonewall.org.uk>
Cc: [REDACTED] <[REDACTED]@lgbtconsortium.org.uk>; Monkman, Michelle <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>
Subject: RE: The Trans/LGBT+ Sector's views on current Census 2021 proposed questions

Hi [REDACTED]

Of course – I should have been more specific. We'd find it useful to use with GEO and CO, and the Minister for the Constitution. Some are aware of the Sunday Times academics letter, and this useful to demonstrate there are multiple needs to consider.
Let me know if that is not okay –

Thanks,
Melissa

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 17 January 2020 12:13
To: Randall, Melissa <[REDACTED]@ons.gov.uk>
Cc: [REDACTED] <[REDACTED]@lgbtconsortium.org.uk>; Monkman, Michelle <[REDACTED]@ons.gov.uk>; [REDACTED] <[REDACTED]@ons.gov.uk>
Subject: RE: The Trans/LGBT+ Sector's views on current Census 2021 proposed questions

Hi Melissa

Thanks for your email.

[REDACTED] and I have just caught up briefly about this – I just had a question about which briefings/conversations you were planning to share this in. If this is just with relevant Govt depts (GEO and Cabinet Office more widely), then that's absolutely fine.

Best wishes

█

From: Randall, Melissa <█@ons.gov.uk>
Sent: 16 January 2020 12:02
To: █@lgbtconsortium.org.uk
Cc: █@stonewall.org.uk; Monkman, Michelle
█@ons.gov.uk; █@ons.gov.uk
Subject: RE: The Trans/LGBT+ Sector's views on current Census 2021 proposed questions

Dear █

Thankyou for the statement detailing the sectors' views and recommendations on the proposed questions and guidance for the 2021 Census.

I have shared it within ONS and we are working on a response.

Would you have any issues with us using this in conversations/briefing to demonstrate the views (and the range of views) on the proposed questions and guidance?

Thanks!
Melissa

From: █@stonewall.org.uk
Sent: 19 March 2020 15:48
To: Gender Identity <Gender.Identity@ons.gov.uk>
Subject: RE: Updated Privacy Information on our Gender Identity Stakeholder List

Hi █

We're happy for our details to be shared, provided this is only shared with other Government Departments, as stated in the stakeholder privacy information.

Best wishes

█

From: Gender Identity <Gender.Identity@ons.gov.uk>
Sent: 19 March 2020 12:27
Subject: Updated Privacy Information on our Gender Identity Stakeholder List
Dear All,

We are emailing you because you are currently on the mailing list for receiving updates on our work on the topic of Gender Identity at the Office for National Statistics.

We would like to inform you that we have recently updated our [Stakeholder privacy information](#) in relation to stakeholder information for the topic of Gender Identity (see Table 2). This is because we would like to share information about our stakeholders on our mailing list, such as contact information and information provided during meetings, with other government departments who we work in collaboration with on projects.

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Sharing this information with these other government departments is purposeful and will help with tasks such as informing them of useful contacts when arranging workshops or sharing information about who we've engaged with in relation to our work. For example, to address commitments within the [LGBT Action Plan](#) project, our work will often involve arranging workshops with stakeholders in collaboration with the Government Equalities Office and providing information to the Government Equalities Office about who we've engaged with.

If you would not like your information to be shared with other government departments who we work with on this topic, we can exclude your details from any information we share with them. Please let us know by the 3rd of April 2020 if you would not like your details to be shared.

Kind regards,

██████████ | ██████████
Office for National Statistics | Swyddfa Ystadegau Gwladol
Tel: ██████████ | Internal ext: ████████ | Email: ██████████@ons.gov.uk | www.ons.gov.uk | @ONS
██

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From: ██████████ <██████████@stonewall.org.uk>
Sent: 17 January 2020 06:56
To: Gender Identity <Gender.Identity@ons.gov.uk>; ██████████ <██████████@stonewall.org.uk>
Cc: Randall, Melissa <██████████@ons.gov.uk>; Monkman, Michelle <██████████@ons.gov.uk>
Subject: RE: Reminder: Please let us know if we can publish your organisations involvement on the sex, gender identity and sexual orientation question guidance

Hi ██████████
I can confirm that we're happy for Stonewall's involvement to be cited, if the list is published. That said, I've communicated our very strong reservations about the list being published to Melissa.
Thanks very much
██████████

From: Gender Identity <Gender.Identity@ons.gov.uk>
Sent: 16 January 2020 16:36
Cc: Randall, Melissa <██████████@ons.gov.uk>; Monkman, Michelle <██████████@ons.gov.uk>
Subject: Reminder: Please let us know if we can publish your organisations involvement on the sex, gender identity and sexual orientation question guidance

Dear All,
I am just sending a reminder to let us know whether we can publish your organisations involvements in the sex, gender identity and sexual orientation question guidance by the date specified below.
Kind regards,

██████████ | ██████████
Office for National Statistics | Swyddfa Ystadegau Gwladol
Tel: ██████████ | Internal ext: ████████ | Email: ██████████@ons.gov.uk | www.ons.gov.uk | @ONS
██

From: Gender Identity
Sent: 03 January 2020 14:01

Cc: Randall, Melissa <[REDACTED]@ons.gov.uk>; Monkman, Michelle <[REDACTED]@ons.gov.uk>

Subject: Thank you for your help and feedback on the sex, gender identity and sexual orientation question guidance

Thank you for your help and feedback on the sex, gender identity and sexual orientation question guidance

In May 2019, we contacted yourself and our other stakeholders to request feedback on the draft question guidance for the sex, gender identity and sexual orientation questions for the 2021 Census. We would like to thank you for feedback we received from your organisation in relation to this, which proved highly invaluable.

The feedback we received from yourself and other organisations, as well as subsequent cognitive testing with a wide range of participants helped shape the [Guidance for questions on sex, gender identity and sexual orientation for the 2019 Census Rehearsal for the 2021 Census](#), which was published on the ONS website in September 2019.

We would like to respond to queries about who has provided feedback on this guidance and are considering updating our publication on the guidance which is linked above to include this information. The statement we would use would note: 'We have consulted a wide range of groups and views', followed by a list of organisations of who responded to our request for feedback on the guidance.

Please could you let us know whether we can publish the involvement your organisation has had in the process of developing our guidance.

We would be grateful if you could let us know by the 24th of January 2020.

If you have any questions and queries about this, please do not hesitate to contact us.

Kind regards,

Melissa Randall | Topic Lead for Gender Identity and Sexual Orientation, Centre for Ageing and Demography, Public Policy Analysis Directorate
Office for National Statistics | Swyddfa Ystadegau Gwladol
[REDACTED] | [REDACTED]@ons.gov.uk | www.ons.gov.uk | @ONS

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This email message has been delivered safely and archived online by Mimecast.

From: [REDACTED] <[REDACTED]@stonewall.org.uk>

Sent: 14 June 2019 14:21

To: Gender Identity <Gender.Identity@ons.gov.uk>

Cc: [REDACTED] <[REDACTED]@stonewall.org.uk>

Subject: RE: Census 2021 guidance for sex, gender identity and sexual orientation questions



Stonewall response -
Census draft question

FOI note: Included as separate doc: FOR 2021 1899 Attachment - Stonewall response.docx

Dear Melissa,

Please find attached our comments. We are very pleased to see that both questions have been taken forward and are excited to see both in the census, hopefully. We just have a few small

recommendations. Please let us know if we can support this any further. Also our Comms team is always happy to offer support, e.g. when the Census testing phase starts – as I assume there might be some narratives that the media will pick up.




Please also feel free to contact us if you want to discuss any comments in more detail. I will be on annual leave, after Tuesday till the 8th, but my colleague [REDACTED] cc-ed in, is more than happy to answer any questions in the meantime.

Have a lovely weekend,

[REDACTED]
[REDACTED]
[REDACTED]

Pronouns: [REDACTED]

Direct: [REDACTED]
Switchboard: [REDACTED]
Info Line: [REDACTED]
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From: Gender Identity <Gender.Identity@ons.gov.uk>

Sent: 24 May 2019 17:43

Cc: Randall, Melissa [REDACTED] <[\[REDACTED\]@ons.gov.uk](mailto:[REDACTED]@ons.gov.uk)>

Subject: Census 2021 guidance for sex, gender identity and sexual orientation questions

Census 2021 guidance for sex, gender identity and sexual orientation questions

We would like to thank you for all your help and input over the last few years as we have explored whether and how to ask questions about gender identity and sexual orientation on the 2021 Census, in addition to a question on sex.

Our recommendations were published in the White Paper '[Help Shape our Future](#)' in December 2018 which included proposals to add new questions on sexual orientation and gender identity. The recommendations included that the gender identity and the sexual orientation questions are in the 2021 Census on a voluntary basis and are only for those who are 16 and over. As the first step in implementing these recommendations, Cabinet Office is legislating to ensure these questions are voluntary. This Bill is before Parliament as the [Census \(Return Particulars and Removal of Penalties\) Bill](#).

We are currently working on the draft guidance to accompany these questions for the 2021 Census. It is important we get the guidance right and we are seeking your expert views as part of this process. We will later undertake testing with members of the public to ensure that it is clear and works well for everybody.

The guidance is designed to be context specific. That is, it should be applicable regardless of whether it is provided online or via the census telephone contact centre. It must be easily understandable for all respondents.

Please find attached the proposed set of questions and the accompanying guidance for these questions for the 2021 Census. For background I have also attached the guidance for the 2011 sex question for comparison. We are only seeking your views on the guidance.

I would be grateful if you could send any comments to me by Friday 14 June 2019.

If you have any questions or queries, please do not hesitate to contact us.

Kind Regards,

Melissa

<hr size=1 width="100%" noshade style='color:#A0A0A0' align=center>

Melissa Randall | Topic Lead for Gender Identity and Sexual Orientation, Centre for Ageing and Demography, Public Policy Analysis Directorate
Office for National Statistics | Swyddfa Ystadegau Gwladol

██████████ | ██████████ [@ons.gov.uk](mailto:██████████@ons.gov.uk) | www.ons.gov.uk | [@ONS](https://twitter.com/ONS)

From: ██████████ <██████████@stonewall.org.uk>

Sent: 14 July 2020 10:14

To: Mangles, Susan <██████████@ons.gov.uk>

Cc: ██████████ <██████████@ons.gov.uk>

Subject: RE: Follow up to roundtable meeting

Hi Susan

Many thanks for your email. Let me know if you'd be free for a quick call on this at some point this week or next – happy to shift meetings around whenever suits you.

Best wishes

██████████

From: Mangles, Susan <██████████@ons.gov.uk>

Sent: 14 July 2020 09:03

To: ██████████ <██████████@stonewall.org.uk>

Cc: ██████████ <██████████@ons.gov.uk>

Subject: Follow up to roundtable meeting

Hi ██████████

I hope you are well. Thank you again for attending the roundtable meeting last month, and for your comments on the note of the meeting. We are still waiting for a few more comments to come in, but hope to finalise that very soon.

In the meantime, I wanted to get in touch to arrange the meeting you suggested as a follow up to the round table. I've copied ██████████ from Iain's office to help with the arrangements, but it would be helpful if you could suggest some individuals to invite.

Happy to have a further chat too if helpful,

Best wishes

Susan

Susan Mangles | Deputy Director Census and Transformation Policy, Population and Public Policy
Office for National Statistics | Swyddfa Ystadegau Gwladol
t: [REDACTED] m: [REDACTED] [REDACTED]@ons.gov.uk | www.ons.gov.uk | @ONS
I work flexibly. If I send an email out of hours I do not expect an immediate response.

From: Mangles, Susan [REDACTED]@ons.gov.uk>
Sent: 12 November 2020 16:33
To: Mangles, Susan <[REDACTED]@ons.gov.uk>
Subject: RE: Roundtable on Guidance on the 2021 Census Sex Question - 24 June 2020

Dear all,

Thank you to those who have replied to my email from yesterday – some of you raised similar questions so I thought it would be helpful to send a further update to you all.

The question has been raised as to whether it is possible to share our review/evidence in advance of the discussion with our external assurance panel. One of the core principles of the Code of Practice is equality of access, so I wanted to reassure you that the papers will be published after the meeting, as set out in the [terms of reference](#) (section 8) for the external Methodology and Research Panel, and will be available to all then.

I would also like to reassure you that we take our responsibility to be transparent and informative very seriously and continue to publish research about the Census on the Census pages of the ONS website. Last month we published a number of reports including [Statistical Design for Census 2021, England and Wales](#); [Operational planning response to the coronavirus \(COVID-19\) for Census 2021, England and Wales](#) and [2019 collection rehearsal evaluation report for Census 2021 England and Wales](#). Reports on question development can be found [here](#).

Further questions have been raised around the target of the sex question and the criteria to evaluate the evidence base.

With regards to the target of the sex question, in previous censuses individuals have answered without recourse to guidance. Our consultations showed that the target is ongoing continuity of this information which has been asked since 1801. The work we are currently doing to review of all of our evidence to date, including our previous research and any additional new evidence provided, will result in a recommendation for Census 2021.

With regards to evaluation, we are evaluating against the dimensions of quality in the [European Statistical System](#). These are the standard criteria for assessing statistical quality, as can be seen in the [Quality defined](#) page of the ONS website. We are reviewing the evidence taking into account data user need, the impact on data quality, response rates and the impact on public acceptability. The method is looking at impacts, using these criteria, so that the overall negative versus positive impact is being assessed across all measures of quality. Within this, the impact on our ability to

meet the census quality commitments, outlined in the [Census White Paper](#) are key (94% overall response, at least 80% response in every local authority, 75% online response, minimise variability in response).

We are still putting this evidence together and as I said yesterday will of course consider any evidence submitted to us by next week.

I hope this is helpful.

Best wishes
Susan

Susan Mangles | Deputy Director Census and Transformation Policy, Population and Public Policy Office for National Statistics | Swyddfa Ystadegau Gwladol

t: [REDACTED] m: [REDACTED] [REDACTED] [@ons.gov.uk](mailto:[REDACTED]@ons.gov.uk) | www.ons.gov.uk | [@ONS](#)
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From: Mangles, Susan
Sent: 11 November 2020 13:04
To: Mangles, Susan <[\[REDACTED\]@ons.gov.uk](mailto:[REDACTED]@ons.gov.uk)>
Subject: RE: Roundtable on Guidance on the 2021 Census Sex Question - 24 June 2020

Dear all,

I wanted to send another quick update on the sex question guidance work we have been doing.

As I mentioned in my last email, we have been undertaking a review of all of our evidence to date, including our previous research and any additional new evidence that we have been provided. We have also undertaken:

- Analysis of the 2019 rehearsal to understand fully the level of use of the guidance
- Analysis of whether there are differentials by age on how respondents are interpreting the question
- Some further work on acceptability and understanding of different options for the guidance to understand:
 - i) the wider impact on census participation, and
 - ii) the impact (if any) of different guidance on responses

We will be discussing our work with the external methodology assurance panel in the next few weeks, where we hope to come to a conclusion on a way forward.

There is still an opportunity for any of you that have any further evidence to inform the review to send that through, ideally within the next week. Please do let me know if you plan to do that.

Best wishes
Susan

Susan Mangles | Deputy Director Census and Transformation Policy, Population and Public Policy Office for National Statistics | Swyddfa Ystadegau Gwladol

t: [REDACTED] m: [REDACTED] [REDACTED] [@ons.gov.uk](mailto:[REDACTED]@ons.gov.uk) | www.ons.gov.uk | [@ONS](#)

I work flexibly. If I send an email out of hours I do not expect an immediate response.

From: Mangles, Susan
Sent: 25 September 2020 15:48
Subject: RE: Roundtable on Guidance on the 2021 Census Sex Question - 24 June 2020

Dear All,

Thank you again for attending the roundtable discussion on the census sex question guidance in June, and the follow up discussions we have had with many of you since then – this has been very useful in helping shape our work on this issue.

I wanted to update you on where we are with the proposed research, as we promised to do at the meeting. We have considered a number of approaches to testing and researching different sets of guidance and have hit various complications along the way. To arrive at the best approach for the census overall we have decided to undertake a thorough review of our evidence, the evidence of other UK nations and any other relevant information that has a bearing on the guidance for this question. We will discuss this with our external assurance panel for census methodology to enable us to come to a conclusion about the best way forward.

As always, we continue to welcome your input and views, which will form part of our evidence review.

Best wishes
Susan

Susan Mangles | Deputy Director Census and Transformation Policy, Population and Public Policy Office for National Statistics | Swyddfa Ystadegau Gwladol
t: [REDACTED] m: [REDACTED] - [REDACTED] [@ons.gov.uk](mailto:[REDACTED]@ons.gov.uk) | www.ons.gov.uk | [@ONS](#)
I work flexibly. If I send an email out of hours I do not expect an immediate response.

From: Mangles, Susan <[REDACTED]@ons.gov.uk>
Sent: 11 November 2020 15:30
To: [REDACTED] <[REDACTED]@stonewall.org.uk>
Cc: [REDACTED] <[REDACTED]@stonewall.org.uk>; Halifax, Stuart <[REDACTED]@ons.gov.uk>
Subject: RE: Roundtable on Guidance on the 2021 Census Sex Question - 24 June 2020

Many thanks for this [REDACTED] and hello to [REDACTED] – I will make sure to copy you in on any further updates.

Best wishes
Susan

Susan Mangles | Deputy Director Census and Transformation Policy, Population and Public Policy Office for National Statistics | Swyddfa Ystadegau Gwladol
t: [REDACTED] m: [REDACTED] - [REDACTED] [@ons.gov.uk](mailto:[REDACTED]@ons.gov.uk) | www.ons.gov.uk | [@ONS](#)

I work flexibly. If I send an email out of hours I do not expect an immediate response.

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 11 November 2020 13:12
To: Mangles, Susan <[REDACTED]@ons.gov.uk>
Cc: [REDACTED] <[REDACTED]@stonewall.org.uk>; Halifax, Stuart <[REDACTED]@ons.gov.uk>
Subject: RE: Roundtable on Guidance on the 2021 Census Sex Question - 24 June 2020

Hi Susan

Many thanks for sending this over. Please could you also copy my colleague [REDACTED], cc-ed, into future correspondence on this – thank you very much.

Best wishes

[REDACTED]

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 06 November 2020 14:44
To: Halifax, Stuart <[REDACTED]@ons.gov.uk>; Rosiecka, Helena <[REDACTED]@ons.gov.uk>
Cc: [REDACTED] <[REDACTED]@lgbt.foundation>
Subject: RE: Stonewall submission - Census sex question

Hi both

Apologies, have re-attached, now in Stonewall and LGBT Foundations' names.

Best wishes

[REDACTED]

From: [REDACTED]
Sent: 06 November 2020 14:41
To: Halifax, Stuart <[REDACTED]@ons.gov.uk> <[REDACTED]@ons.gov.uk>
Subject: Stonewall submission - Census sex question

Hi Stuart and Helena,

Hope this finds you both well.

Following on from the sex question guidance roundtable earlier this year, please find attached Stonewall's thoughts on guidance for the sex question. Let me know if there's any further info we can provide.

Best wishes

[REDACTED]

Briefing – Census 2021 – Inclusive sex question

1. Since it began in 1801, the Census has always enabled transgender (trans) people to respond to the sex question in line with their identity. Guidance was introduced in 2011 to provide further

clarity.

2. We support the guidance used for the 2021 England and Wales Census rehearsal, which enables trans people to continue to respond to this question in line with their identity, alongside the voluntary gender identity question which will allow Census users to disaggregate responses between trans and non-trans responses to the sex question.
3. ONS [research](#) found clear demand for inclusive gender monitoring to meet Census users' need to develop policy, to plan and provide services, and to monitor equality under the Equality Act 2010.
4. Enabling trans people to respond to the sex question in line with their identity ensures that the data collected will be consistent with all previous Censuses. A key function of the Census is to provide data that is comparable over time and across UK nations.
5. ONS [research](#) shows that there are currently no official data sources that can provide a reliable estimate of the population whose gender is different to their sex registered at birth. If trans people feel comfortable answering the sex question – and completing the Census overall – it will also ensure that high quality data is collected for the new 'gender identity' question, which will be vital in accurately measuring the size of the trans population for the first time.
6. To prepare for the 2021 Scottish Census, National Records of Scotland commissioned ScotCen to [test](#) 'legal sex' versus 'self-identification' guidance to the sex question in two surveys; one with a general adult population, and one which specifically recruited trans/non-binary adults.
 - a. By ensuring that both the general adult population and the trans population specifically were sampled, this ensured that a sample was gathered that was representative of the general population (which comprises all population groups in the UK, and over 50 per cent of whom are women) while allowing for a large enough number of trans respondents to reliably estimate the trans community's responses.
 - b. Current tentative estimates suggest there may be as few as 200,000 to 500,000 trans people in the UK. Therefore, random sampling or any testing that solely selected respondents proportionately to their representation in the general population (without a targeted sample of trans communities), would very likely include far too few trans respondents to reliably estimate the trans community's responses.
7. The [ScotCen testing](#) showed that the addition of inclusive guidance significantly impacted trans people's census response rates, while having no impact on non-trans people engaging with the census.
 - a. In the general population study, only 0.5 per cent of respondents accessed the accompanying guidance to the sex question, and whether the guidance was for 'legal sex' or 'self-identification' had no impact on response rates.
 - b. However, in the trans/non-binary specific survey, a quarter of respondents accessed the guidance. A significant majority (69 per cent) reported they would answer the sex question if the 'self-identification' guidance was used, compared to only 23 per cent if it referred to 'legal sex'.

8. Furthermore, as demonstrated by [thorough testing](#) by the ONS, the proposed approach leads to high rates of completion and acceptability across respondents, ensuring that accurate data can be collected for all populations.

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 09 July 2020 14:35
To: Bell, Iain <[REDACTED]@ons.gov.uk>
Cc: Nash, Andrew <[REDACTED]@ons.gov.uk>; Robards, James <[REDACTED]@ons.gov.uk>
Subject: RE: Note of Roundtable on Guidance on the 2021 Census Sex Question - 24 June 2020

Hi Iain,

Many thanks for convening the roundtable and for these minutes.

I've attached brief comments from Stonewall – please don't hesitate to get in touch if you or a colleague would like to discuss any of this further.

Best wishes,

[REDACTED]

FOI Note: attachment can be found in this document as: [Note of the ONS Roundtable meeting on the guidance for the 2021 Census sex question: 24 June 2020](#)

From: [REDACTED] <[REDACTED]@ons.gov.uk> **On Behalf Of** Bell, Iain
Sent: 07 July 2020 09:32
Subject: Note of Roundtable on Guidance on the 2021 Census Sex Question - 24 June 2020

Hi

I would like to take this opportunity to thank you for attending the Roundtable on 24 June 2020.

Please find attached a drafted note on the session – comment/observations are very welcome.

Kindest regards

Iain

From: [REDACTED] **On Behalf Of** Bell, Iain
Sent: 16 June 2020 16:17
Subject: ONS Round Table Discussion - Wednesday 24 July 2020 (10:00 to 11:30)

Hi

Thank you for accepting the invitation to attend the roundtable discussion on the guidance to accompany the 2021 Census sex question.

As you will be aware, there are varied views across stakeholders on guidance to accompany the sex question. As previously mentioned the aim of the roundtable is for the Office for National Statistics to hear the differing views of attendees and to hold discussions around next steps.

We would like to invite individuals during the session and ahead of the main discussion - to introduce which organisation they are representing and a brief outline of their point of view. We have assigned approximately 3 minutes for each delegate.

Confirmed attendees include:

- **Iain Bell** – Deputy National Statistician, Population and Public Policy, Office for National Statistics
- [REDACTED] - Fairplayforwomen.com
- [REDACTED] - [REDACTED] LGBT Foundation
- [REDACTED] - GEO [REDACTED]
- [REDACTED] – Equality and Human Rights Commission
- [REDACTED] - NHS England
- [REDACTED] - [REDACTED] at Anglia Ruskin University
- [REDACTED] - [REDACTED] Stonewall
- [REDACTED] - [REDACTED] UCL Institute of Education
- [REDACTED] - [REDACTED] University of Edinburgh
- [REDACTED] - Research Professor [REDACTED]
- [REDACTED] - [REDACTED] Imperial College London, [REDACTED]
- [REDACTED] - [REDACTED] [REDACTED], London School of Economics). [REDACTED]

- **Susan Mangles** - Deputy Director Census and Transformation Policy, Population and Public Policy
- [REDACTED] - [REDACTED]
[REDACTED] King's College London
- [REDACTED] - [REDACTED] University of Kent
- [REDACTED] - [REDACTED],
University of Manchester
- [REDACTED] - [REDACTED]
University of Essex
- [REDACTED] - [REDACTED]
University of Edinburgh

Agenda to follow shortly.

Joining instructions are as per below, should you experience any issues accessing the meeting via the link please cut and paste into Chrome and that should work. We look forward to welcoming you.

Kind regards

Iain

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 15 June 2020 10:59
To: [REDACTED] <[REDACTED]@ons.gov.uk>
Subject: RE: Invitation to round table Wednesday 24 June 2020 10.00am

Hi [REDACTED],

Hope you're well and had a good weekend.

Let me know if you'd be happy to send over an attendee list for the meeting – thank you very much. If they're not already invited, I'd **strongly** recommend inviting [REDACTED], who's the [REDACTED] [REDACTED]. At Stonewall, we've conducted all of our Census work in close partnership with [REDACTED] and the Partnership, and [REDACTED] is the [REDACTED] [REDACTED] (across all areas of data collection), so I think their voice will be an incredibly helpful and informative one at the roundtable, if they're not invited already – thank you very much. I'm happy to send over contact details in due course.

In addition, from a practical perspective, I'd **strongly** recommend that careful thought is applied to how the ONS can practically ensure that, depending on who is present at the roundtable, this is not

a hostile environment for trans attendees. Let me know if you or your team would like to chat about this in more detail.

Best wishes

█

From: █ █ @ons.gov.uk
Sent: 04 June 2020 15:58
To: █ <█@stonewall.org.uk>
Cc: █ <█@stonewall.org.uk>
Subject: RE: Invitation to round table Wednesday 24 June 2020 10.00am

Hi █

Thank for coming back to me so promptly. We wish █ well in her future endeavours.

More than happy for you to attend in her stead. I will get back to you around your colleague █ attending as I was not involved with the cast list and will need to enquire.

I will send an update late next week with the attendees etc and joining details for the session.

Kind regards

█ | Assistant Private Secretary to the National Statistician (Population and Public Policy)
Office for National Statistics | Swyddfa Ystadegau Gwladol
█ | Mobile █ █ @ons.gov.uk | www.ons.gov.uk | @ONS

The latest ONS data and statistics on Covid-19 can be found here: [ONS.gov.uk/coronavirus](https://www.ons.gov.uk/coronavirus)

From: █ █ <█@stonewall.org.uk>
Sent: 04 June 2020 15:05
To: █ <█@ons.gov.uk>
Cc: █ █ @stonewall.org.uk
Subject: RE: Invitation to round table Wednesday 24 June 2020 10.00am

Dear Helen

I hope this finds you well – I'm █ and I'm █ here at Stonewall.

Please send our thanks to Iain for inviting us to this roundtable. As █ is now due to go on furlough, I'd be very happy to attend in her place. I was also wondering if one of my colleagues, █, would also be able to attend – thank you very much, and no worries if not.

Best wishes

█

From: █ <█@ons.gov.uk> On Behalf Of Bell, Iain
Sent: 04 June 2020 11:50

To: [REDACTED] <[REDACTED]@stonewall.org.uk>
Subject: Invitation to round table Wednesday 24 June 2020 10.00am

Dear [REDACTED]

I would like to take the opportunity to invite you to a roundtable discussion on the guidance to accompany the 2021 Census sex question. As you will be aware, there are varied views across stakeholders on guidance to accompany the sex question. The aim of the roundtable is for the Office for National Statistics to hear the differing views of attendees and to hold discussions around next steps.

We have scheduled an online discussion to take place on Wednesday 24 June 2020 10.00am – 11.30am . Please can you indicate your wish to attend by responding to this invitation no later than COP 12 June 2020

Instructions on how to join the event will be issued to confirmed attendees closer to the discussion date.

Kind regards

Iain

[REDACTED]
Office for National Statistics | Swyddfa Ystadegau Gwladol
[REDACTED] | Mobile [REDACTED] [REDACTED]@ons.gov.uk | www.ons.gov.uk | @ONS

The latest ONS data and statistics on Covid-19 can be found here: [ONS.gov.uk/coronavirus](https://ons.gov.uk/coronavirus)

Question about Census 2021 sex and gender questions

<p>██████ ██████ ██████ ██████</p>	<p>We would also like to discuss in further detail whether the question titles ('your gender', for example) are for the purposes of this consultation, or if they will be included like this in the Census itself.</p> <p>Would like to discuss how ONS plan to code the data gathered through open text box (gender question).</p> <p>Keen to discuss how ONS intend to ensure that the data on sex collected in England and Wales in the 2021 Census is consistent with the data on sex collected in Scotland in the 2021 Census.</p>	<p>Dear ██████</p> <p>Thank you for your response. We really appreciate your feedback on the questions and guidance which will further help inform our work.</p> <p>To answer a few of the questions that you had on the feedback you sent over, please read below:</p> <ul style="list-style-type: none"> - The titles used in the document were simply used to label the questions and guidance and do not reflect what will be included in the Census itself. - All responses to the write-in question for gender will be coded. A simple classification will be provided in advance of the Census rehearsal based on the information known so far from research and testing and the LGBT survey. The results from the Census 2019 rehearsal will then be used to quality assure, update and refine this ahead of the 2021 Census. - As mentioned in our 2021 Census topic report we are working closely with both NRS and NISRA to ensure the UK outputs for sex in terms of 'male' and 'female' will be harmonised. <p>If you would like further information, please let us know and we can arrange a telephone meeting to discuss this further.</p> <p>Kind Regards,</p> <p>Melissa Randall</p>
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Meetings

Roundtable - July 2020

The agenda for tomorrow's roundtable discussion is:

- * 10.00-10.10: Welcome, introduction and setting the scene – Iain Bell
- * 10.10-11.10: Attendees to speak for up to 3 minutes each on their views on the sex question guidance – All (alphabetical order)
- * 11.10-11.25: Discussion – All
- * 11.25-11.30: Summary and next steps – Iain Bell

Confirmed attendees include:

* Iain Bell – Deputy National Statistician, Population and Public Policy, Office for National Statistics

* [REDACTED] Fairplayforwomen.com

* [REDACTED] - NHS England

* [REDACTED], LGBT Foundation

* [REDACTED] - GEO [REDACTED]

* [REDACTED] – Equality and Human Rights Commission

* [REDACTED] - [REDACTED] at Anglia Ruskin University

* [REDACTED] - [REDACTED]

* [REDACTED] Bradlow - [REDACTED] Stonewall

* [REDACTED] [REDACTED] UCL Institute of

Education

* [REDACTED] - [REDACTED] Imperial College London, [REDACTED]

* [REDACTED] University of Chester

* [REDACTED] - [REDACTED] King's College

London

* [REDACTED] - [REDACTED], University of Kent

* [REDACTED] - [REDACTED], University of Manchester

* [REDACTED] - [REDACTED] University of Essex

* [REDACTED] - [REDACTED], University of Edinburgh

* [REDACTED] - [REDACTED] University of Oxford

* [REDACTED] - [REDACTED]

[REDACTED]

* [REDACTED] - [REDACTED] London

School of Economics). [REDACTED]

* Susan Mangles - Deputy Director Census and Transformation Policy, Population and Public Policy

Minutes of ONS Roundtable meeting including Stonewall comments

Note of the ONS Roundtable meeting on the guidance for the 2021 Census sex question: 24 June 2020

Attendees: [REDACTED]

Iain Bell and Susan Mangles from the ONS

Aim: For the ONS to hear the differing views of attendees on the guidance to the sex question and to discuss the next steps.

Introduction to meeting

Iain Bell introduced the meeting by stating that the primary aim of the Census was to count the full population and that the mandatory sex question on the Census (which has been asked since 1801) is one of the key demographic questions which enables this. He said that the majority of people don't refer to guidance to answer this question on sex as demonstrated by the 2019 Census rehearsal. Research shows that the few who do are from the trans and non-binary populations. The sex question is also key as one of the questions which go towards making a complete record. In order to have a valid record two out of four of name, date of birth, sex and marital status must be complete. This means ensuring all people complete it is vital to counting the population.

Susan Mangles gave some background to the guidance on the sex question. Guidance was first introduced in 2011 at the request of the LGBT community, who along with peers have asked for guidance to be provided again for the sex question in the 2021 Census. Susan Mangles outlined the testing ONS had carried out for the guidance used in the 2019 rehearsal and explained how it was accessed. She made clear that the guidance is not finalised and that ONS is pleased to have input from the Roundtable participants to help with this.

Main points from Roundtable contributions where participants in turn gave their views

A summary of the key points raised is given below:

General points

- The Census is an historical document which will tell the history of that time when people look back
- The Census data should be as complete and accurate as possible and this means that the people filling in the Census need to be able to fill it in confidently
- It is important to be able to compare questions with previous censuses, and in the past we have not over specified how to answer
- The guidance on the sex question was only introduced in 2011, so people will always have previously interpreted the question as they see fit.

- There is wide-ranging support for the new Gender Identity question on the Census

Use of the Census sex variable

- The sex data is widely used and is a key demographic variable on many surveys including attitude surveys;
- The categories on Census are widely used by others as a precedent even if user needs are different.

Guidance on the sex question

The following points were made in favour of the guidance setting out that 'sex at birth' should be answered

- Sex and gender identity are not the same and there is a need to know both sex at birth and gender
- The guidance needs to make it clear what the question is asking
- The current guidance muddles up sex and gender, while the question is asking about sex. It is possible people will answer in terms of their gender identity rather than their sex at birth
- Accurate data on sex is required at both national and local levels. With the current guidance, at local levels - local areas have huge variations of the types of communities who live there, e.g. ethnic groups, trans communities, students- there is more risk of error
- Disaggregated sex data is important in particular for evidence-based policy in particular at small area level. Sex at birth guidance would give the least biased results
- Misclassification of sex may be negligible at population level, but there is no reason to believe this is the case at sub population level, age groups / small areas. There can be marked differences in sex ratio in small areas
- Accurate sex data is required to help understand trans discrimination as well as discrimination against women. Sex at birth guidance is therefore required to ensure accurate data is collected on women and girls. Women's rights and trans rights need to be balanced
- 'Sex recorded on your birth certificate' is uncontroversial and the term is already used in guidance for the gender identity question

The following points were made to raise concerns about the guidance setting out that 'sex at birth' should be answered

- Sex at birth guidance means that there will be a break in the data series on sex, which has been collected since 1801 on a self-identified basis. This is of concern to researchers who require data on a consistent basis with previous censuses
- Most people answer the sex question without guidance, the guidance is aimed at the trans community to help them answer the mandatory question
- Sex at birth guidance could conflict with the human rights of the trans community
- There is a risk that members of the trans community will not answer the sex question if it based on 'sex at birth', nor go on to answer the rest of the census, so being lost from the data entirely

Commented [J1]: recall correctly, a point was made by the EHRC representative that using the current proposed sex question guidance, alongside having the new Gender Identity question, will allow for data on sex at birth to be disaggregated more accurately.

- Historically, trans people would have answered the question based on how they presented themselves publicly

The following points were made in relation to the current draft guidance

- The current draft guidance makes the question inclusive so every-one can answer, including some of the most vulnerable in society. This information is key to collecting data to address inequalities
- It also helps minority groups, who have difficulty being heard, to complete the Census. Their voices are less likely to be heard if they don't fill the Census in
- The guidance needs to be clear that you can identify as you wish, and shouldn't refer to legal documents as the current draft guidance does
- People face considerable difficulty to change their legal gender and the current draft guidance enables people to participate in the Census and answer questions without a gender recognition certificate
- The current draft guidance along with the new gender identity question means that we can look in detail at the population, at same time not break the sex question series
- The guidance has been cognitively tested and used in 2019 rehearsal
- The draft guidance implies that sex and gender are the same thing as you can answer as you want
- The guidance should be explicit about variations of sex characteristics, sometimes known as intersex

The following points were made on the issues around conflating sex and gender

- By conflating sex and gender the needs of women and girls are ignored and makes it difficult to provide the appropriate services they need

Legal sex question

- There is no one definition of sex, so guidance could be based on legal sex, however, gender minorities are less likely to answer this question if asked on a legal sex basis

A combined sex/gender question

- YouGov stopped binary data collection as a result of confusion
- There is little shared understanding of sex and gender so some researchers would have recommended a single combined question, i.e. a combined sex and Gender identity question

Separate GI and sex question

- Separate questions on sex and gender may confuse some people

Gender identity question

- There is wide- spread support for the new gender identity question, the importance of collecting accurate data on the trans community is recognised
- To understand the gender identity answers, there is a need to understand the sex question (i.e. need to know if it is sex at birth),
- The gender identity question has been widely tested

Accessing services

Commented [1]: We'd recommend including here the point we made about the importance of having inclusive sex question guidance to ensure that trans communities feel comfortable completing the Census, allowing the important new data from the Gender Identity question to be accurately collected.

- Trans people tend to access services in line with their identity and data needs to be collected on this basis
- Provision of services for women requires accurate data on women / children

Equalities

- The Census provides an opportunity to address structural inequalities: for example, women's inequalities in the workplace and on the gender pay gap; the inequalities the trans community face – it is difficult to measure this accurately without accurate data on both women and the trans communities
- Data is required to enable public bodies to play their part in making society fairer by tackling discrimination and providing equality of opportunity for all

Way forward discussion

Iain Bell thanked attendees for their contributions and summarised by saying that the most important aspect of the Census is that every-one is counted. He said that the target response rate was 94% nationally and 80% locally in all local authorities, with minimal variation within local authority area. From the contributions there seemed to be general agreement on this and also on the addition of the gender identity question. He noted that in testing, the gender identity question was well understood, and response rates were not undermined by the addition of this question.

Iain Bell however acknowledged that there were different views on the guidance for the sex question. There was no guidance for the sex question until 2011 when guidance was added at the request of the LGBT community. The draft 2021 guidance which was used in the 2019 rehearsal is not yet finalised and is worded similarly to that used in 2011.

From around the table concerns were expressed that the quality of the sex data would be undermined with the sex question guidance as currently drafted. It was noted that both sex and trans-status are protected characteristics and we need good quality data on both.

There was acknowledgement that it was important to maximise response rates but at the same time it was important to have accurate male/female data as well as accurate trans-status data.

Others around the table were concerned that there would be a break in the sex data series if the guidance was changed to 'sex at birth' which would have a negative impact on their research. Some felt that it is important to have an inclusive sex question and the guidance needed to reflect that. There was a danger that the trans community would not answer the sex question if it was 'sex at birth' and would not continue with the other questions on the Census. This would put the quality of the gender identity question at risk as well as the population count.

One option put forward is to revert to no guidance, which means that the data series will remain comparable. However, this would make 2011 different from the other censuses.

Iain Bell suggested a way forward would be further research and testing focused around the key criteria of ability for all respondents to answer and accuracy of data. The Roundtable attendees asked that the sample for testing should include all the population groups and asked that ONS included in the testing of the guidance 'sex at

Commented [redacted]: I would query this text highlighted, as the phrase 'from around the table' could be interpreted to imply that this was a widely held concern expressed by different constituencies present. Stonewall, for example, does not share these concerns.

We therefore recommend that clarity is introduced on this that 'Some concerns were expressed...'

This would also help ensure consistency with the paragraph further down the page that begins 'Others around the table', which presents a differing view.

Commented [redacted]: Trans status is not technically a protected characteristic – under the Equality Act 2010, trans people are distinctly protected against discrimination on the basis of 'gender reassignment'.

birth¹. Iain Bell also mentioned the importance of community engagement in encouraging participation in the Census.

Commented [redacted]: To confirm, I presume it is implicit here that the testing will include the current proposed guidance (that was used in the 2019 Census rehearsal).

Conclusion

Iain Bell thanked all attendees again for attending the Roundtable and for their contributions to the discussion. He said that as consensus had not been reached on the guidance for the Census sex question, the Roundtable agreed that ONS should organise further research and testing. The research proposals would be shared with the group along with the results.

Follow-up note from meeting on October 18th

Thank you for attending the meeting on 18th October to discuss gender in NHS records. This is the starting point for a large and complex piece of work, and we look forward to continuing to work together with you all.

In the meeting, we discussed not only the content of possible questions on gender and trans status, but agreed the areas which need to be addressed in this work, and how.

Below is a summary of the key areas discussed and how we aim to progress with these:

Purpose of gender and trans status/history data

- We agreed there are different data needs for clinical purposes, surveys and population level data on patient experience, and that different questions and data capture will be relevant at different times. We discussed the importance of considering what is clinically relevant vs what is appropriate for identifying someone or monitoring experience.
- We agreed that a piece of work is required around Role Based Access (who needs to know what) and a separate, but linked, piece around how to sensitively capture/record clinically relevant data.

Data Quality and changing/updating records

- The need to engage with Medical Records Quality Teams was raised; the creation of new NHS record can sometimes be linked to caution around data quality and data protection, and there is a piece of work to be done around changing/updating records which requires input from these teams.
- We agreed that work needs to be done to consider the relationship between changing/updating one's gender in medical records and both one's NHS number and medical history – this will need to be handled with consideration for data quality and legal requirements such as section 22 of the GRA, as well as patient preference.

Consent

- Discussions around Role Based Access, sharing data across the country (one of the aims of the [LHCRE project](#)) and around changing/updating records raised the need for a separate conversation around consent, particularly focusing on guidance needed for staff and patient awareness around consent, privacy, and rights to access data.

Culture and Education

- We discussed that this piece of work is primarily to address the systems in use, but that this must be supported by culture change. NHSE is already working on implementation of the Sexual Orientation Data Monitoring Standard, and this work will be integrated into and run alongside that.

Gender and trans status/history questions

- Taking the questions used by PHE for the HARS dataset (attached) as a starting point, we discussed questions on gender and on trans status/history. Organisations presented their positions (please could those of you who have these as papers/documents send them to [redacted] and [redacted]) and the findings of previous work in this area. There was broad agreement on the questions but further work is needed to ensure they are future-proofed. The comments and discussions in the meeting will be used by [redacted] and the NHSE team to update the questions, which will then be more widely tested.

Names/pronouns/titles

- It was agreed that this area of work should also include updating options for capture and use in these areas. This is still to be discussed as there was not time in the meeting to go into detail.

We hope this reflects your view of the main areas discussed, and is useful to those of you who were not in attendance, but let us know if we have missed anything pertinent. We will be in touch again shortly to establish how we take the above forward with you, once we have mapped out the technical approaches with NHSX colleagues and brought together thinking on the questions into a testable set of questions. We will circulate dates for our next meeting shortly.

Attendance:

- [redacted] The National LGBT&T Partnership [redacted]
- [redacted] - CliniQ
- [redacted] - Clinic T
- [redacted] - Mermaids
- [redacted] - GIRES
- [redacted] - Stonewall
- [redacted] - LGBT Foundation
- [redacted] - GP
- [redacted] - Pennine Acute Hospitals NHS Trust [redacted]
- [redacted] - NHSE&I
- [redacted] - NHSE&I
- [redacted] - NHSE&I
- [redacted] - NHSE&I
- [redacted] - NHSX
- [redacted] - NHSX

Apologies:

- Gendered Intelligence
- Spectra
- Switchboard (Brighton)
- Government Equalities Office

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 12 February 2021 13:33
To: Patterson, Helen <[REDACTED]@ons.gov.uk>
Subject: RE: Stonewall - census comment

Hi Helen,

Thank you so much for letting me know. Obviously I think it would be fantastic for LGBT participation in the census if you were to do some proactive social media around it, but I defer to your expert judgement!

We have tweeted about it [here](#).

Take care,

[REDACTED]

[REDACTED]

[REDACTED]

[Pronouns:](#) She / Her

From: Patterson, Helen <[REDACTED]@ons.gov.uk>
Sent: 12 February 2021 13:04
To: [REDACTED] <[REDACTED]@stonewall.org.uk>
Subject: RE: Stonewall - census comment

Hi [REDACTED]

Thanks very much for sharing statement, and yes very happy that you are making such a positive statement encouraging participation in the Census. We are not planning to do any social media but if things change I will let you know.

Best wishes and have a lovely weekend
Helen

Helen Patterson
Census and Transformation Policy and Engagement Team, Population and Public Policy
Office for National Statistics | Swyddfa Ystadegau Gwladol

Tel: [REDACTED] Ffôn: [REDACTED] | [REDACTED] [@ons.gov.uk](#) |
[www.ons.gov.uk](#) | [@ONS](#)

From: [REDACTED] <[REDACTED]@stonewall.org.uk>
Sent: 12 February 2021 12:56
To: Patterson, Helen <[REDACTED]@ons.gov.uk>
Subject: Stonewall - census comment

Hi Helen,

I was delighted to see the final census sex question guidance go live. Below is our planned comment – are you planning to put anything out on social media that we can retweet etc.?

████████████████████ Stonewall (she/her) said: ‘The 2021 Census will be a historic moment for LGBT+ communities. For the first time, the Census includes two new voluntary questions on sexual orientation and trans status as well as clear and inclusive guidance on how to answer the Census sex question. This will give us an accurate picture of the size and make-up of the LGBT+ population in Britain. For far too long, our community has been a hidden population. Collecting this vital data will ensure researchers, policymakers, service providers and community organisations are able to understand the needs of LGBT+ people and develop tailored services to help us be treated fairly and achieve our potential. Now we need to make sure all lesbian, gay, bi and trans people in England and Wales feel confident and supported to fill in the Census on 21 March.’

████████████████████
████████████████████

Pronouns: ██████████

This email message has been delivered safely and archived online by Mimecast.

From: Patterson, Helen <████████████████████@ons.gov.uk>
Sent: 22 January 2021 14:26
To: ██████████ <████████████████████@ons.gov.uk>
Cc: Mangles, Susan <████████████████████@ons.gov.uk>; Halifax, Stuart <████████████████████@ons.gov.uk>
Subject: RE: FW: Moving on - handover

Hi ██████████

Lovely to hear from you and apologies we haven't managed to get back to you today. I am tied up until 3.30pm today but may have already missed you. If we don't manage to touch base today, I will phone back on Monday.

Best wishes

Helen

Helen Patterson
Census and Transformation Policy and Engagement Team, Population and Public Policy
Office for National Statistics | Swyddfa Ystadegau Gwladol

Tel: ██████████ Ffôn: ██████████ | ██████████@ons.gov.uk |
www.ons.gov.uk | @ONS

From: ██████████ <████████████████████@stonewall.org.uk>
Sent: 22 January 2021 11:21
To: Halifax, Stuart <████████████████████@ons.gov.uk>
Subject: RE: Moving on - handover

Hi Stuart,

I've taken over from [REDACTED] on our census work – I wonder if it would be possible to have a quick call today regarding some comments made on Radio 4 earlier? My number is [REDACTED] and I'm around until 2pm.

Take care,

[REDACTED]

[REDACTED]

[REDACTED]

Pronouns: [REDACTED]

From: [REDACTED] <[REDACTED]@stonewall.org.uk>

Sent: 20 October 2020 15:30

To: Bell, Iain <[REDACTED]@ons.gov.uk>

Cc: [REDACTED] <[REDACTED]@stonewall.org.uk>

Subject: Encouraging LGBT participation in census

Hi Iain

Hope you're well (ish?)

Just wanted to catch up briefly on a couple of things.

First we'd like to encourage (with our sector partners) **all** LGBT people to complete the Census accurately, so we want to be able to counteract some of the fears in the community about how the data will be held, used and shared. Can you direct me to the right person in the team for us to work with on that?

Also, one of my colleagues flagged that there appears to be a very big difference between the guidance on the paper and digital versions of the questionnaire at the moment – are you testing?

Neither guidance mandates you to answer in line with your birth or legal sex, but the digital strongly implies it.

Paper guidance - <https://census.gov.uk/help/how-to-answer-questions/paper-question-help/what-is-your-sex/>

"It's up to you how you answer this question. If you're not sure how to answer you could, for example, use the sex registered on any of your official documents."

Online guidance - <https://census.gov.uk/help/how-to-answer-questions/online-question-help/what-is-your-sex/>

“If you’re not sure how to answer, use the sex registered on your birth certificate when you were born.”

On 19 February 2020 at 13:15:58 GMT, Randall, Melissa <[REDACTED]@ons.gov.uk> wrote:

Hi Susan,

I spoke to Stonewall [REDACTED]

They asked about the sex question – I said we were still working through that – they would be curious to know of any changes to that.

Thanks,

Melissa

Melissa Randall | Head of Transformation Response Team | Centre for International Migration |
Public Policy Analysis directorate |
Office for National Statistics | Swyddfa Ystadegau Gwladol
[REDACTED] | [REDACTED]@ons.gov.uk | www.ons.gov.uk | @ONS