Office for
National Statistics

Information paper

Deciding which tick-boxes to add to the ethnic group question in the 2011 England and Wales Census

Contents

1. Summary

An ethnic group question was first included in a UK Census in 1991 and amended for the 2001 Census. In preparation for the 2011 Census, the Office for National Statistics (ONS) held a formal three month consultation on census content in 2005 and another formal three month consultation in 2006/07 specifically on the topics of ethnicity, identity, language and religion. Both consultation exercises confirmed the strength of need for continued collection of information on ethnic group in England and Wales.

An evidence-based work programme was set up to review and improve the ethnic group question. It was focussed on developing the best functioning question for the 2011 Census, ensuring that the question reflected the needs of census users whilst being clear and acceptable to the majority of members of public and harmonising with other UK Censuses as far as possible.

ONS commissioned an independent Equality Impact Assessment[1] of the development of the ethnic group, national identity, language and religion (EILR) questions which recommended that ONS should agree a policy on how to prioritise which ethnic groups will be covered by tick-boxes and which will be covered by 'Other' written-in answers.

A tool was developed by ONS to prioritise requests for additional ethnic group tick-boxes in collaboration with the Welsh Assembly Government (WAG), the Scottish Government (SG), General Register Office for Scotland (GROS), Northern Ireland Statistics and Research Agency (NISRA) and the Commission for Racial Equality (CRE) between March 2007 and October 2008. The agencies agreed to use the same principles when deciding on new tick-boxes, however scoring was only used in England and Wales by ONS. The prioritisation tool works by assessing potential tick-box categories against seven principles grouped into four themes:

1   Strength of need for information on that group
1.1   Group is of particular interest for equality monitoring or for policy development (for example particularly vulnerable to disadvantage)
1.2   Group is of particular interest for service delivery

2   Lack of alternative sources of information
2.1   Write-in answers are not adequate for measuring this group
2.2   Other Census information is inadequate as a suitable proxy

3   Clarity and quality of the information collected and acceptability to respondents
3.1   Without this tick-box respondents would be unduly confused or burdened and so the quality of information would be reduced (for example if a large, well-known, or highly distinct group was left out and instead respondents from this group ticked a variety of options instead)
3.2   The addition of the tick-box and/or revised terminology is clear and acceptable to respondents (both in wording and in the context of the question, for example providing mutually exclusive categories) and provides the required information to an acceptable level of quality

4   Comparability with 2001 data
4   There will be no adverse impact on comparability

Potential tick-box categories were identified throughout ONS's extensive period of consultation with users in preparation for the 2011 Census. ONS gave a score (2, 1, 0) to each category for each principle in accordance with the level of supporting evidence and analysis (high, medium, low). The purpose of the scoring was to record how ONS assessed the different evidence gathered and to ensure a level of consistency in relation to each principle.

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1 Equality Impact Assessment (see Glossary) carried out by Diversity Solutions. Available on the National Statistics website at:
http://www.ons.gov.uk/census/2011-census/collecting-info/dev-questionnaires/index.html

Due to the space constraints in the ethnic group question and the fact that it is one of a suite of questions measuring aspects of ethnic background (including religious affiliation, national identity, language and to a lesser extent citizenship), ONS decided to give principles relating to theme two (lack of alternative sources) more weight than the others. If there is an alternative question on the Census that can provide a reasonably good proxy, ONS would still be able to satisfy user need by producing outputs based on these alternative questions.

Overall scores were calculated by adding the weighted scores for each principle. ONS compared those scores to form the recommendation for the two new tick-boxes listed in the question. Annex A provides a summary of scores for each ethnic group. As a result, ONS is recommending that a 'Gypsy or Irish Traveller' and an 'Arab' tick-box are added to the ethnic group question in the 2011 England and Wales Census.

Further information on other aspects of the development of the ethnic group question such as question phrasing and layout, terminology and location of tick boxes can be found in the supporting paper on the recommended ethnic group question for the 2009 Census Rehearsal and 2011 Census for England and Wales available on the National Statistics website at:

http://www.ons.gov.uk/census/2011-census/2011-census-questionnaire-content/question-and-content-recommendations-for-2011/index.html

2. Context

An ethnic group question was first included in a British Census in 1991 and amended for the 2001 Census. There are a wide range of potential uses of ethnic group data[2]:

- For organisations to meet their statutory obligations to the Race Relations Act 1976 and Race Relations (Amendment) Act 2000 and Equal opportunities legislation
- In the formulae for grant allocation by Central and Local Government
- To inform policy development and monitoring
- To provide public bodies with a better understanding of the communities they serve and hence inform service provision.

In preparation for the 2011 Census two consultations were held by ONS with regard to the ethnic group question. In March 2005 a formal three month consultation was carried out on census content[3] and between December 2006 and March 2007 (referred to throughout this paper as the 2007 consultation) another consultation was carried out, specifically on the topics of ethnicity, national identity, language and religion (EILR)[4]. Both consultations confirmed the strength of need for continued collection of information on ethnic group in England and Wales.

ONS has aimed to develop a question that is suitable for the 2011 Census, note that it will not necessarily be suitable for other sources because the Census differs from other surveys in terms of operational constraints (for example questionnaire space) and mode (self-completion).

The development of the ethnic group questions for the UK Census tends to be more complex than the development of most other Census questions. The reasons are that UK's ethnic profile and terminology used shift over time and therefore classifications must be reviewed across the UK in the intra-Census years to ensure they reflect these changes in society. In addition, the complexity/sensitivity of ethnic group as a topic requires extensive research, consultation and question testing.

An evidence-based work programme was set up to review and improve the ethnic group question. It focussed on developing the best functioning question for the 2011 Census, ensuring that the question reflected the needs of Census users whilst being clear and acceptable to the majority of members of public and harmonising with other UK Censuses as far as possible.

The ethnic group question has already been supplemented with additional questions to better understand different communities. In 2001, the religious affiliation question was introduced to enable ethnic minority sub-groups, particularly those originating from the Indian sub-continent, to be identified in terms of their religion. For 2011, ONS is also recommending the inclusion of a new national identity question to allow people of all ethnic groups to identify with the nations within the UK and other nations. Information on the development of the national identity question for the 2009 Census Rehearsal and 2011 Census for England and Wales is available on the National Statistics website at:
http://www.ons.gov.uk/census/2011-census/2011-census-questionnaire-content/question-and-content-recommendations-for-2011/index.html

The ethnic group question is already the longest in the Census questionnaire, however there are still demands to expand the question through the addition of extra response categories. There is more space available in the 2011 Census in England and Wales for the question on ethnic group than was allocated for the question in 2001, but not enough to enable tick-boxes to be provided for all the groups that are present in significant numbers in the UK (Annex C provides more details of the reasons for space constraints). For the 2011 Census ethnic group question in England and Wales there was space for two additional tick-boxes.

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2 As highlighted in ONS & Scottish Government (SG)/ General Register Office for Scotland (GROS) consultations
3 http://www.ons.gov.uk/census/2011-census/consultations/index.html
4 http://www.ons.gov.uk/census/2011-census/consultations/eth-group-nat-iden/index.html

As well as additional tick-boxes, ONS needs to consider how to make the best use of write-in data and other questions. Where relevant, census questions contain an 'Other, write-in' box to collect information on groups that are not specifically covered with a tick-box. However outputs are less readily available from written-in answers and in practice this can lead to lower visibility of information on such groups.

In light of this, ONS commissioned an independent Equality Impact Assessment[5] of the development of the ethnic group, national identity, language and religious affiliation (EILR) questions which recommended that ONS should:

- Agree a policy on how to prioritise which ethnic groups will be covered by tick-boxes and which will be covered by 'Other' written-in answers
- Liaise with representatives of groups that are not covered by tick-boxes to inform them of the policy and encourage members of the group they represent to make full use of the write-in boxes to ensure their community is accurately measured
- Develop a policy on how the written-in answers will be output, including in what circumstances outputs from Census data will be produced based on the written answers

This document addresses the first of these recommendations. It outlines the overall themes for including tick-box categories and sets out specific principles for inclusion of each potential category in order to help decide an order of priority for inclusion. The second and third recommendations will be addressed separately, forming part of Census Community Liaison and the Census Outputs strategy.

The prioritisation tool is used only to decide the new tick boxes to be included in the question. Other aspects of the ethnic group question such as question phrasing and layout, terminology and location of tick boxes are addressed in detail in the ethnic group question recommendations paper which is available on the National Statistics website at: http://www.ons.gov.uk/census/2011-census/2011-census-questionnaire-content/question-and-content-recommendations-for-2011/index.html

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5 Equality Impact Assessment (see Glossary) carried out by Diversity Solutions. Available on the National Statistics website at:
http://www.ons.gov.uk/census/2011-census/collecting-info/dev-questionnaires/index.html

3. Development of the prioritisation tool

In 2005, the Registrar General of each of the UK countries signed an agreement to work towards a harmonised set of questions, definitions and outputs across the UK Censuses where possible and where this allows the needs of individual countries to be met. In order to achieve this, the UK statistical agencies have followed similar work programmes of research, consultation and testing to enable the sharing and comparison of work where possible and to ensure that the reviews have parity.[6]

ONS developed a tool to prioritise requests for additional ethnic group tick-boxes in collaboration with the Welsh Assembly Government (WAG), the Scottish Government (SG), General Register Office for Scotland (GROS), Northern Ireland Statistics and Research Agency (NISRA) and the Commission for Racial Equality (CRE) between March 2007 and October 2008.

This occurred in ongoing discussions through the ethnicity, identity, language and religion (EILR) topic Group (established by the ONS to recommend ethnic group, national identity, language and religion questions for inclusion in the 2009 Census Rehearsal and the 2011 Census- see Glossary) and went through a number of quality assurance milestones (see table 3.1 below).

The agencies agreed to use the same principles when deciding on new tick-boxes, however scoring was only used in England and Wales by ONS.

The aim in harmonising the prioritisation principles is to ensure decisions are made consistently across the UK, and hence to minimise any unnecessary differences. Legitimate differences may still remain, for example due to differences in the composition of the population; specific user needs in each country; or space available on the Census questionnaires (see Annex D). Further measures were taken at a working level to harmonise the question testing research and to collect evidence for the question design on a consistent basis in each country.

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6 Office for National Statistics (2006b) *The conduct of the 2011 Censuses in the UK Statement of agreement of the National Statistician and the Registrars General for Scotland and Northern Ireland.* Available at http://www.statistics.gov.uk/census/pdfs/RGsAgreement.pdf

Table 3.1 - Key milestones

Mar 07	Prioritisation tool first developed/ principles first developed.
Jul 07	Initial outline of tool presented to UK Census Committee (UKCC - see Glossary). This group consists of the National Statistician for England and Wales, and the Registrar General for Scotland and Northern Ireland, and their representatives.
Jul-Oct 07	Ongoing discussions between the Office for National Statistics (ONS), Scottish Government (SG), General Register Office for Scotland (GROS), the Northern Ireland Statistics and Research Agency (NISRA) and Welsh Assembly Government (WAG)
10 Sep 07	Principles discussed and developed at general 2011 Census meeting between ONS, SG, GROS, WAG, NISRA and the Commission for Racial Equality (CRE)
16 Oct 07	Specific UK Workshop to develop tool with ONS, SG, GROS, WAG and CRE
21 Nov 07	Tool and results presented to Census Diversity Advisory Group (see Glossary) for information
28 Nov 07	Specific UK Workshop to develop tool with ONS, SG, GROS, WAG and CRE
10 Dec 07	Tool presented to National Statistics Working Group on Ethnicity and Identity (NSWGEI - see Glossary) for discussion
Dec 07	Initial scores assigned by ONS on the best evidence available
22 Feb 08	UKCC agree methodology and findings
30 April 08	Tool and results presented to Census Diversity Advisory Group for information
Mar-Oct 08	Further write up of profiles and supplementation of evidence

4. The prioritisation tool

The prioritisation tool works by assessing potential tick-boxes against seven principles grouped into four themes:
1. Strength of need for information on that group
2. Lack of alternative sources of information
3. Clarity and quality of the information collected and acceptability to respondents
4. Comparability with 2001 data

Potential tick-boxes were identified throughout ONS's extensive period of consultation with users in preparation for the 2011 Census. ONS gave a score (2, 1, 0) to each category for each principle in accordance with the level of supporting evidence and analysis, thereby recording how ONS assessed the different evidence gathered and ensuring a level of consistency in relation to each principle:

2	High level of evidence
1	Medium level of evidence
0	Low level or no evidence

The 2007 consultation identified a strong user need for comparisons of ethnic group data over time. It also identified that users were happy with the ethnic populations measured in the 2001 Census and therefore ONS decided to include the 2001 categories in the 2011 Census.

Due to space constraints in the ethnic group question and the fact that it is one of a suite of questions measuring aspects of ethnic background (including religious affiliation, national identity, language and to a lesser extent citizenship), ONS decided to give principles relating to theme two (lack of alternative sources) more weight than the others. If there is an alternative question on the Census that can provide a reasonably good proxy, ONS should still be able to satisfy user need by producing outputs based on these alternative questions.

Overall scores were calculated by adding the weighted scores for each principle. ONS compared those scores to form the recommendation for the two new tick-boxes listed in the question.

There were a number of other general operational considerations underlying the decision, including:
- The question and list of tick-boxes should not require more space than is reasonably available on the Census questionnaire, when taking into account the space required by other Census questions and the overall amount of space available.
- The amount of questionnaire space given to each question and tick-boxes should be commensurate with the ethnic, national or religious heterogeneity of the population; the level of information required by data users; and the acceptability of higher level groupings among respondents.
- The number of tick-boxes should not place an undue burden on other surveys which use the census classifications.
- Although there may be specific regional or local needs, the suitability of census questions must assessed with regards to England and Wales as a whole.

The list of tick-boxes is designed to enable the majority of the population to identify themselves in a manageable way. The lengthy but non-exhaustive nature of this list is not intended to exclude any groups of the population, but rather to prevent the collection of information on ethnic group from becoming overly complex and confusing, while ensuring the majority of the population can record themselves accurately.

The exercise made no judgement on the legitimacy of groups' claims to be an ethnic group

(since ONS takes the view that ethnicity is a self-defined concept). Nor did the prioritisation exercise make any evaluation of the contribution made by groups to society or of their historical links with England and Wales.

Those groups with tick-boxes are therefore not any 'more' of an ethnic group than those who have to use the write-in spaces. In fact the ethnic group question was never 'intended to establish the "ethnic" composition of the population as it might be understood by sociologists, anthropologists and historians,' rather, to 'capture in a common sense or pragmatic way the categories of person that were likely to be victims of "racial" discrimination"' (Moore and Hickman 2007).

It is sometimes thought that tick-boxes are introduced if write-in responses for a group reach a particular number in the previous census. In theme 1 it is explained that population size is taken into account when considering user need but it is not in itself a factor. In principle 2.1 it is explained that not all groups without a tick-box will use the write in options fully anyway.

Theme 1: Strength of need

In general there is a strong need for accurate information on ethnic groups (on their population size, for example). These two principles are intended to pick up any need for information in addition to this. The size of the group will be of relevance to both these principles but not in itself a deciding factor. All other things being equal, a large group will have more extensive needs in relation to service delivery, for example, than a smaller group. However there may be stronger need for information about a small group that is facing disadvantage than a large group that is not.

Principle 1.1: Group is of particular interest for equality monitoring or for policy development (for example particularly vulnerable to disadvantage)

The Census needs to provide data for policy development and should, in line with the Race Relations Act, provide data on ethnic groups to allow inequalities to be identified. Qualitative evidence was drawn from the user consultation exercises and scored as follows:

2	Strong evidence that the group is experiencing significant disadvantage in one or more areas of life or that there is particular policy interest
1	Some evidence or indication that the group is experiencing some disadvantage or that there is particular policy interest
0	Little evidence that this group experiences disadvantage or that there is particular policy interest

Principle 1.2: Group is of particular interest for service delivery

In line with the Race Relations Act, the Census needs to provide data on ethnic groups to enable tailoring of services. Evidence was drawn from the user consultation exercises, particularly evidence from local service providers/community organisations from the 2007 consultation. It was scored as follows:
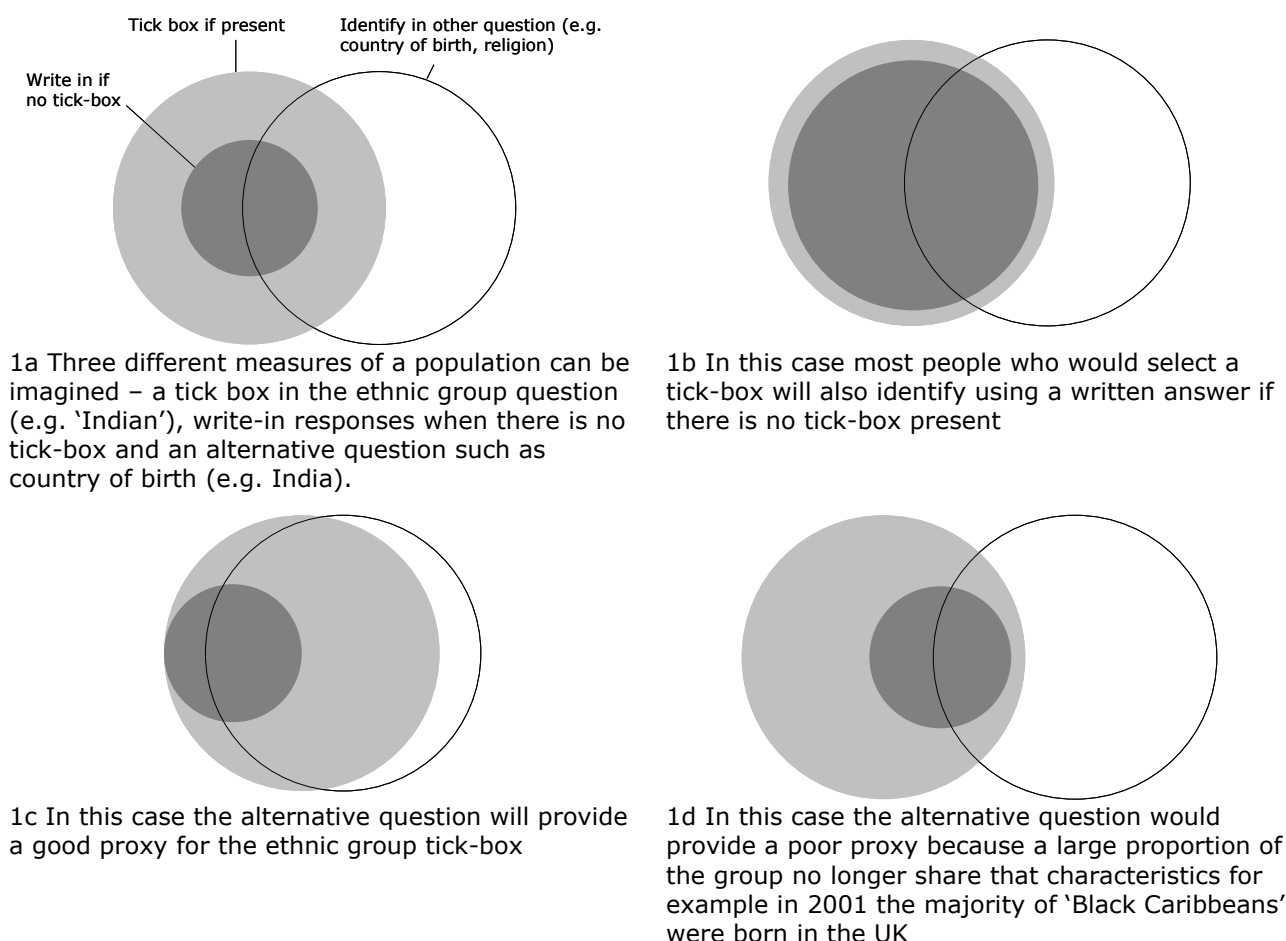
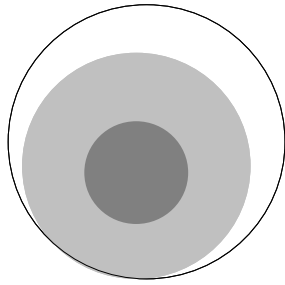|	
2	Strong/multiple evidence that the group is of particular interest for service delivery
1	Some evidence or indication that the group is of particular interest for

	service delivery
0	Little evidence that this group is of particular interest for service delivery

## Theme 2: Lack of alternative sources

The Census needs to be as clear and efficient as possible so should avoid having two or more ways of capturing very similar information. Information captured by an ethnic group tick box can sometimes be captured almost as well or even better with a write-in field or another census question (Figure 4.1). Due to the space constraints in the 2011 Census questionnaire, ONS have decided to give principles relating to this theme more weight than the others. If there is an alternative question on the Census that can provide a reasonably good proxy, ONS should still be able to satisfy user need by producing outputs based on these alternative questions. It is important to see religious affiliation, national identity, language and to a lesser extent citizenship as a suite of related questions that capture different aspects of cultural identity.

Figure 4.1: Model of how information about groups can be captured with ethnic group tick-boxes, ethnic group write-ins and other census questions

1a Three different measures of a population can be imagined – a tick box in the ethnic group question (e.g. 'Indian'), write-in responses when there is no tick-box and an alternative question such as country of birth (e.g. India).

1b In this case most people who would select a tick-box will also identify using a written answer if there is no tick-box present

1c In this case the alternative question will provide a good proxy for the ethnic group tick-box

1d In this case the alternative question would provide a poor proxy because a large proportion of the group no longer share that characteristics for example in 2001 the majority of 'Black Caribbeans' were born in the UK

1e In this case the alternative question (or an alternative tick box in the same question) would provide a proxy but will be an overcount rather than an undercount as with the previous examples. For example a combined 'White' tick box may serve as a limited proxy for the White 'British' group.
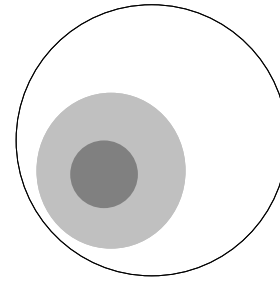
1f In this case the alternative question would provide a poor proxy because many other groups share this characteristic (for example country of birth could not be a proxy for 'Mixed' populations as most are born in the UK, religion could not be a proxy for Pakistanis because many other ethnic groups are Muslim)

Principle 2.1: Write-in answers are not adequate for measuring this group

If the majority of a group wrote in answers in a consistent manner, good quality data could be provided without the need for a tick-box. Evidence relating to this principle was drawn from quantitative evidence from the 2001 Census article on '*Who are the Other ethnic groups?'* (ONS 2006) and analysis of 'Other' groups from the 2001 Census and 2007 Census Test. It was scored as follows:

2	Without a tick-box very few people are likely to write-in and/or they are unlikely to write-in the same place and/or they are unlikely to write-in consistently; to a degree that write-in response could not be used as a proxy
1	Without a tick-box, low response rates, and inconsistency in response locations and content mean that write-in responses could be used as proxy but with some margin of error
0	Without a tick-box the majority of this group are likely to write the same response in the same location

Principle 2.2: Other Census information is inadequate as a suitable proxy

If one or more other census questions provided similar information to an ethnic group tick-box, there would be less need to include this tick-box in the ethnic group question.

The ethnic group question was not intended to establish the ethnic composition of the population as it might be understood by sociologists but was designed to capture information relevant to the Race Relations Act (RRA)[7] in a practical and user-friendly way, including colour and ethnic and national origins (Moore and Hickman 2007). Other concepts or groups relevant to the RRA and other pieces of legislation may be captured more easily with other questions creating a suite of ethnicity questions including country of birth, citizenship, national identity, religion and language (Figure 4.2) (Burton *et al* 2008).

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[7] Under the Race Relations Act 1976, racial discrimination arises when a person or a group is treated less favourably than another in similar circumstances on 'racial grounds'. These are defined as colour, race (which is given no further definition in the Act), nationality (including citizenship) or ethnic or national origins.

Figure 4.2: How concepts covered by recent legislation are captured in the 'portfolio' of ethnicity questions

Legal concept	Census questions					
	Citizenship[1]	Country of birth[1]	Ethnic group	Language[2]	National identity	Religious affiliation
Race Relations Act						
Colour	-	-	●	-	-	-
Race[3]	-	-	-	-	-	-
Nationality	●	-	-	-	-	-
Ethnic origins	-	-	●	●[4]	-	●[5]
National origins	-	●	●		●	
Equalities Act						
Religion	-	-	-	-	-	●
Belief	-	-	-	-	-	●[6]
Lack of religion	-	-	-	-	-	●[6]
Lack of belief	-	-	-	-	-	●[6]
Welsh Language Act						-
Welsh Language ability	-	-	-	●[7]	-	-

1   Formally considered part of the migration suite of questions in the census
2   Questions on Knowledge of Welsh Language; Main language and Proficiency in spoken English
3   Undefined in law. The concept of race as a meaningful scientific category has been discarded as modern studies have found no evidence to support the idea of biologically distinct races
4   Main language
5   Jews and Sikhs only
6   Non-religious beliefs not distinguished from lack of religion for reasons of simplicity
7   Knowledge of Welsh Language

ONS would expect that even the best alternatives would give slight over or under-counts. The utility of different alternative questions will depend on the groups and the aspect of ethnicity that is of most interest to users. Some limitations of the ethnic group question (such as response rates) cannot be expected to be resolved in an alternative question.

Evidence was gathered from the 2007 consultation, the 2001 Census and the 2007 Census Test on questions such as; citizenship, national identity, religion, language and country of birth. It was scored as follows:

2	No other census question could be used as a proxy
1	A large proportion of this group could be captured in another question offering proxy data
0	The group will be captured almost entirely by a single alternative census question

The question needs to be as user-friendly as possible and structured in a way that elicits the most useful information. Although the two principles in this theme appear similar they are importantly different.

Principle 3.1: Without this tick-box respondents would be unduly confused or burdened and so the quality of information would be reduced (for example if a large, well-known, or highly distinct group was left out and instead respondents from this group ticked a variety of options instead)

If some tick-boxes are expected but left out, respondents that would have ticked the omitted tick-box may end up ticking inconsistently if there is not an obvious option available. ONS needs to minimise confusion for respondents so that they respond consistently and the quality of data is maximised. Although the populations identifying within the 'other' category are generally too diverse to be considered as coherent groups for analytical purposes, it means that if surveys or ethnic monitoring decide to include additional categories, data can be combined more easily when comparing with census data. Evidence was drawn from cognitive testing, stakeholder communication and analysis of 2001 write-in responses. It was scored as follows:

2	No obvious single alternative for this group; evidence suggests group wrote in a number of places; ticking alternative options would reduce the quality of those options
1	The majority of this group would select a single alternative
0	There is already an obvious alternative option (including 'other' options) for this group

Principle 3.2: The addition of the tick-box and/or revised terminology is clear and acceptable to respondents (both in wording and in the context of the question, for example categories remain mutually exclusive) **and provides the required information to an acceptable level of quality**

Inclusion of the tick-box will elicit a high and consistent response and will provide a data set that reasonably represents a distinct population. Evidence was drawn from cognitive testing, focus groups and stakeholder meetings. It was scored as follows:

2	Evidence that tick-box is clear and acceptable to the majority of respondents
1	Evidence that tick-box is not clear or acceptable to some respondents and that there is some confusion; a small proportion of the population for which the tick-box is intended might tick another box
0	Evidence that tick-box is not clear or acceptable to all respondents and that there is some confusion; a proportion of the population for which the tick-box is intended might tick another box

Through these principles, ONS is looking for groups that would be 'confused' without a tick-box and for whom a single clear and acceptable tick-box can be found.

	Clear without tick-box	**Unclear without** tick-box
Clear with tick-box	No need but an additional tick-box is still possible	There is a need and a solution
Unclear with tick-box	No need and additional tick-box would make things worse	There is a need but no solution

Theme 4: Comparability over time

Principle 4: There will be no adverse impact on comparability

The 2007 consultation revealed a strong need for comparability with 2001 data, to enable users to see changes over time.

Evidence relating to this principle was gathered from quantitative evidence from the 2001 Census and 2007 Census Test and scored as follows:

2	Inclusion will not affect comparisons over time, for example when this population mainly used the 'Other' tick-boxes to describe themselves
1	Inclusion will affect comparisons over time to some extent, but the effect on comparability can be reliably estimated
0	Inclusion will have major effects on comparability over time and the effect would be difficult to measure

5. Application of the tool

The tool was applied to those additional groups that were identified in the 2007 consultation exercise. As a result, ONS decided that 'Gypsy or Irish Traveller' and 'Arab' were the highest priority tick-boxes for addition to the census question. There was only space for an additional two tick-boxes. Figure 5.1 presents the ethnic group question that was used in the 2001 England and Wales Census and Figure 5.2 presents the recommended ethnic group question for the 2011 England Census.

ONS identified a user need for both these groups in relation to policy development and service delivery. Information could not be collected about these groups from other sources on the Census (either write-in options or other questions) and when introduced, ONS believes they will be clear and acceptable to respondents and have little impact on comparability with data from the 2001 Census.

Figure 5.1: Ethnic group question – 2001 Census (England and Wales Census)

Figure 5.2: Recommended ethnic group question – 2011 Census (England Census)

There are a number of strategies that ONS will be implementing to promote the completion of the ethnic group question and to respond to the disappointment of those groups for whom a separate specific tick-box cannot be accommodated. These include:

- looking into production of more extensive outputs of write-in answers to meet specific user demand

- updating its *Guide to the classification and collection of ethnic group data* which specifies how other data collectors who are subject to less space constraints can collect more detailed ethnic group data whilst maintaining comparability with the 2011 Census

- maintaining/creating contacts with community organisations and keeping them informed of the census developments, particularly promoting good relationships with communities and focusing on the importance of completing the ethnic group question on the Census, even if a specific ethnic group tick-box is not provided

- Seeking to appoint field staff from the same/similar ethnic backgrounds in areas with a high proportion of population from certain ethnic groups

The following sections 5.1 to 5.10 discuss the summary results from the prioritisation exercise for ten high profile groups, providing evidence relating to each prioritisation principle. Detailed assessments for all the ethnic groups that were scored are being developed and will be available at a later date on the National Statistics website.

5.1 African

5.1.1 Background
The Black/African population has a history of small-scale settlement in England and Wales with communities established from the late 1940s onwards. In April 2001, the Black 'African' population, at 480,000 people, accounted for almost one per cent of the population in England and Wales. Between 2001 and 2006, the African group was the third fastest growing ethnic group category and in 2007 the Labour Force Survey revealed that since 2001 the 'African' population has overtaken the 'Caribbean' population in size.

The African population is one of the most diverse in terms of geographic origins and rather than introduce a new tick box, ONS considered the possibility of instructing people to write in a more detailed African identity either with an additional write-in space or by sharing the 'Other Black/African/Caribbean background' space. There was no compelling case for adding a tick-box for any single sub-African group ahead of all others and space constraints meant that it would not be possible to sub-divide the 'African' category into smaller geographical areas, like North African or East African.

5.1.2 Strength of need
There is some evidence of policy interest in specific African groups. For example the Commission for Racial Equality stated that there is a need for data to more accurately reflect the heterogeneous nature of those who identified as 'Black African' to tailor policy responses better and improve equality monitoring.

There is also strong evidence that specific African groups are of interest for service delivery. Many local service providers stressed the need for more detailed data on this population because of the significant differences in language needs, religion, economic and social status, educational attainment and health needs within the African population.

5.1.3 Alternative sources
The write-in option 'Other Black/African/Caribbean background' would not provide an adequate alternative for a specific African write-in box since most respondents would tick 'African' and not write in under 'Other'.

A large proportion of the African population could be disaggregated into specific groups using other census questions. Country of birth could be used to provide more detailed information on first generation African migrants to England and Wales (63 per cent of the 'African' group in the 2001 Census were born in Africa). The national identity question could be used to obtain more detailed information on those UK born Africans who identified with an African nation. The main language question will provide a different type of disaggregation of the 'African' population.

5.1.4 Clarity, quality and acceptability
Without an African write in-option respondents are unlikely to be confused or burdened. Most will simply tick the 'African' box. Cognitive testing identified a desire for some respondents to write in their specific African ancestry under 'Other African, Caribbean, Black or Black British' anyway although respondents were not confused.

It is likely that a specific write-in box would be acceptable to respondents. However from a methodological point of view, ONS does not recommend asking sub-questions on a self-completion questionnaire like the Census. Some people will fill it in and others will not and responses may be an inconsistent mix of national and ethnic groups. This may have a negative effect on the quality of census outputs.

There is also a risk that people ticking other boxes would be more likely to write in additional detail. The coding of write-in responses is extremely time consuming and expensive, especially if the write-in answers are diverse and include small sub-groups. The census question development therefore aims to minimise the number of write-in answers and cover the majority of answers by a tick-box.

5.1.5 Comparability over time
An additional write-in space is not likely to have an effect on comparability with 2001 data. 'African' write-in answers could be aggregated to produce a total of the 2011 'African' population in England and Wales.

5.2 Arab

5.2.1 Background
The Arab population in England and Wales dates back to the 1st century AD but is currently hard to count and estimates of the Arab population vary substantially between sources depending whether the basis of the estimates used are country of birth, ethnic group data or a combination of both. One community organisation estimates the Arab community to be about 500,000 people originating from a wide spectrum of Arabic speaking countries.

Some users argued for a broader category to include other Middle Eastern ethnic groups, although there was more interest in estimating and analysing characteristics of the Arab population separately from the broader middle eastern population, and there is no evidence that it would be statistically meaningful. Furthermore, the term 'middle eastern' may not be clearly and consistently understood or acceptable to respondents.

Other users suggested that the term 'Arab' was too broad and should be broken down into sub-categories such as 'North African' or 'Middle Eastern'. However, space constraints on the census questionnaire mean that it will be impossible to accommodate Arab sub-categories in the England and Wales 2011 Census; these may be mistakenly ticked by non-Arabs from these regions; sample sizes may be too small for most analysis and sub-divisions could be unacceptable and divisive.

5.2.2 Strength of need
There is some evidence of policy interest in Arabs. The National Association of British Arabs stated that British Arabs face discrimination in many aspects of life. Policy departments have had difficulty measuring this group in the past, because there is relatively little evidence on the Arab population in the UK.

There is also some evidence or indication that Arabs are of particular interest for service delivery. Community-led organisations stated that the exclusion of an 'Arab' tick-box from official statistics means that major future planning and development issues do not include this group. These issues include planning of specific health and education needs.

5.2.3 Alternative sources
Write-in answers would not be adequate to measure Arabs. In 2001 this group did not write-in consistently under the same heading and used a variety of terms to express themselves, including Arab but also national (such as 'Moroccan') and regional terms that may include non-Arabs. Therefore no reliable estimates could be produced for this population in 2001.

Other census questions will generally be inadequate in providing an alternative to a tick-box. Arabs have been in the UK for many generations and have origins in a variety of multi-ethnic countries, therefore country of birth and national identity would be poor proxies. Although Arabic is the official language that unites Arabs from different countries, language would also be a poor proxy as it would only record 'main language' and therefore will not pick up all Arabic speakers. Nor can ONS assume that the majority of Arabs in the UK will speak Arabic.

5.2.4 Clarity, quality and acceptability
Without an 'Arab' tick box there is no obvious single alternative way for this group to respond; evidence suggests that Arabs respond inconsistently with both tick-box and write-ins.

There is some evidence that with an 'Arab' tick-box, some African Arabs might be unsure whether to tick 'Arab' or 'African'. Cognitive testing with Somalis in Wales showed that there was no standard way for them to answer this question with some ticking 'African', some writing in 'Somali' in the 'Any other Black background' write-in section and others ticking more than one box. However, it appears that this confusion may exist without a tick box. When ONS compared response options of people born in Somalia in the 2001 Census and the 2007 Census test found that one percent wrote in Arab in 2001 and one per cent ticked the Arab box in 2007.

5.2.5 Comparability over time
There may be some small impact on comparability over time if an 'Arab' tick-box is included in the 2011 Census. Looking at limited longitudinal data ONS discovered that the four Arabs who wrote in 'Arab' in 2001 were successfully identified by the 'Arab' tick-box that was introduced in the 2007 Census Test. Although some parts of the Arab population will have ticked specific tick-boxes in 2001 such as 'African' it appears that the majority ticked one of the 'Other' categories, for example 82 per cent of people born in Iraq (not all of whom will be Arab) did. Although not a representative survey, data from the 2007 Census Test also confirms that suggests that the introduction of the 'Arab' tick-box appears to have had little impact on how people form Arab League states responded. Together these led ONS to conclude that any changes in how Arabs identify would not significantly disrupt the 2001 categories.

5.3 Black British

5.3.1 Background
The 'Black-Other' category was included in the ethnic group question when it was first developed for the 1991 Census so that respondents could identify as Black if neither Black Caribbean nor Black African adequately described their ethnicity. During the question development process for the 2011 Census, some participants described themselves very strongly as 'Black British', as ties with their ancestral countries and culture had been lost over time and they and their children had been born or had lived for many years in the UK. The term 'Black British' seemed to be a way of asserting their own identity in relation to their British roots while acknowledging their distant non-European heritage.

In 2001 96,000 people ticked the 'Any other Black background' box in England and Wales and 71,000 respondents wrote in that their ethnic group was Black British. The distribution was heavily skewed to the younger age categories, especially the 0 to 16-year-olds.

5.3.2 Strength of need

Consultations did not reveal any evidence of particular inequalities faced by Black British as distinct from Black African or Black Caribbean groups. In fact one council suggested that although the term 'Black British' was acceptable, it diffuses the actual picture and offers little value for analytical purposes. Similarly there was no evidence that information about Black British groups was needed for service delivery.

5.3.3 Alternative sources

Without a tick-box, write-in responses could be used as a proxy but with some margin of error. In 2001, 71,000 people ticked 'Other' and wrote in 'Black British' but ONS does not know how many more people would identify as Black British if given a tick-box option.

The 2007 Census Test, which included a national identity question followed by an ethnic group question, showed that three out of ten people who ticked 'Any other Black background' wrote in 'Black British'. This was substantially lower than the proportion of people who wrote in 'Black British' on the 2001 Census, when no national identity question was included. Although the 2007 Census Test was not a representative survey, these results give some indication that the addition of a national identity question may decrease the number of people writing in Black British under 'Any other Black background'. Country of birth and national identity cannot act as a proxy as ONS cannot assume whether people whose country of birth is the UK or national identity is British would identify as Black British.

5.3.4 Clarity, quality and acceptability

Without a 'Black British' tick-box respondents appear to be able to clearly choose between whether to write in Black British under 'Other' or to identify with their non-UK heritage with the 'African', 'Caribbean' or 'Other' tick-boxes.

There is evidence that although a 'Black British' tick-box would be popular with many respondents, it may not be clear to others, as it is not be mutually exclusive with the 'Caribbean' or 'African' tick-boxes. Also pre-2001 testing suggested that some 'Mixed' respondents may want to identify as Black British, the inclusion of Mixed/multiple ethnic group tick-boxes may reduce this risk. Scottish cognitive testing revealed that some respondents found the 'Black, Black Scottish or Black British' box confusing, with a few commenting that 'if these people are not African or Caribbean then what are they?' Other consultation responders have argued that if given the option of 'Black British', respondents should also be given the option of 'Black English', 'Black Welsh', 'Black Scottish' and 'Black Northern Irish'.

5.3.5 Comparability over time

The inclusion of a 'Black British' tick-box is likely to have major effects on comparability over time and the effect would be difficult to measure. It is likely to draw both people who would otherwise tick 'Caribbean' and 'African' and there would be no easy way to aggregate outputs in a way suitable for comparison.

5.4 Cornish

5.4.1 Background

The core of the argument for a 'Cornish' tick-box is that the Cornish are an indigenous population with a distinct history, culture, and language and that as well as a County, Cornwall is also a Duchy and for some people it is a distinct nation.

A Cornish tick-box has not been included in a previous census in England and Wales. In the 2001 Census 37,000 people in England and Wales (0.07 per cent of the total population) wrote in that their ethnic group was 'Cornish'. Of these, 90 per cent lived in Cornwall and the Isles of Scilly which make up one per cent of the whole population of England and Wales. Surveys suggest that given the option, a quarter to a third of people in Cornwall would identify their ethnic group as 'Cornish' although ONS is unable to verify this.

5.4.2 Strength of need
Although there may be specific regional or local needs, the suitability of census questions must be assessed with regards to England and Wales as a whole. There is relatively little evidence that the Cornish experience disadvantage or that there is particular policy interest beyond Cornwall. Community led groups stated that the Cornish are subject to a high level of pressure that has a negative impact in cultural, linguistic, economic and social fields. Cornwall County Council needed to be able to identify the proportion of its population who are Cornish, to get information on age structure, socio-economic characteristics, health and migration patterns.

There is also relatively little evidence that Cornish are of particular interest for service delivery, and user need was restricted to groups from Cornwall. One respondent suggested that the availability of information on Cornish would improve the targeting of resource allocation and service provision, stating anecdotal evidence suggests that in terms of housing, cultural provision, education and employment opportunities in Cornwall, the Cornish fare worse than the non-Cornish and that data were needed to see if this was so. It was also suggested that providing the opportunity for people to self-identify as Cornish was considered an important aspect of equal opportunities in Cornwall and would promote mutual respect in the community.

5.4.3 Alternative sources
Without a tick-box, write-in responses could be used as a proxy but with some margin of error. In the 2001 Census, 97 per cent of people in Cornwall and the Isles of Scilly identified as White 'British' and seven per cent of those wrote in that they were Cornish. A 2007 survey of 3,222 individuals in Cornwall found that when asked a version of the ethnic group question with an additional 'Cornish' tick box, 72 per cent identified as British and 26 per cent identified as Cornish.

ONS believes the group will be captured almost entirely by the national identity Census question. The national identity question, positioned before the ethnic group question, provides the opportunity to identify as Cornish as well as British – a key issue for respondents calling for a Cornish tick-box was that they would not have to choose between British and Cornish. Only the national identity question could allow this multiple identification. In the 2007 Census Test, only four people wrote in their ethnic group as Cornish whereas eight people wrote in their national identity as Cornish. Although this was not a representative survey it suggests that the national identity question may be suited to capturing Cornish identity.

There is already an obvious alternative option selected by the majority of Cornish. Up to 35 per cent of people in Cornwall are thought to identify as Cornish but in the 2001 Census only seven per cent of people wrote in Cornish, suggesting that the majority of people who would tick a 'Cornish' box would tick 'British' if there was not one.

5.4.4 Clarity, quality and acceptability
There is evidence that with a 'Cornish' tick-box respondents may be confused and a proportion of 'Cornish' may continue to tick 'British' or another box. Community groups have argued that the Cornish should not have to 'deny being British' when identifying as Cornish. Only a multiple-response national identity question would avoid this.

5.4.5 Comparability over time
Inclusion of a 'Cornish' tick-box would not affect comparisons over time as ONS considers that the majority of people who would tick a 'Cornish' box ticked either 'White British' or 'White Other' in 2001. A 'Cornish' category could easily be combined with 'English/Welsh/Scottish/Northern Irish/British' category for comparison with 2001 data.

5.5 Eastern European

5.5.1 Background
Immigration to the UK from Eastern Europe has occurred in a number of waves, fleeing persecution and conflict in the 1930s and 1990s. In 2001, first-generation immigrants from Eastern Europe were not as numerous as first generation Western European immigrants. Around 235,000 people responding to the 2001 Census were born in Eastern European states. Since 2001, 12 countries acceded to the EU,[8] 10 of which could be regarded as Eastern European countries. As a result numbers of immigrants from Eastern Europe have risen, settling widely throughout the UK.

5.5.2 Strength of need
There is strong evidence that there is particular policy interest in Eastern Europeans. In some parts of the country 'White' ethnic minority groups are by far the largest ethnic minority group, and information is needed on these groups so that they can be identified, along with any particular needs that should be taken into account when developing policy and carrying out ethnic monitoring.

There is strong evidence that Eastern Europeans are of particular interest for service delivery, mainly because of language differences and because they often live in small towns where there can be issues with services as a result of transient immigration. Some local authorities were particularly concerned that inadequate population estimates lead to insufficient central funds to meet service demands, especially regarding language.

5.5.3 Alternative sources
A large proportion of this group could be captured in the citizenship, main language, country of birth and national identity questions offering alternative data. As time goes on there is likely to be an increase in second generations from groups currently experiencing high levels of immigration, thus additional information will be needed to identify White Polish and any other large new immigrant group. However the 2007 consultation showed that the users' need for data on Eastern Europeans seemed to be geared towards recent arrivals, that is, first generation migrants. The ethnic group question might not be the best way to address this need, and country of birth or citizenship might be more appropriate. The main language question will provide data to meet strong user needs relating to translation requirements.

5.5.4 Clarity, quality and acceptability
Without this tick-box respondents are unlikely to be confused or burdened. Overall it would seem that a large proportion of Eastern Europeans would use the write-in options to identify as such. In the 2001 Census the majority of people born in Eastern European countries ticked 'Any other White background' and used the write-in box to record their ethnic group. Cognitive testing with Czech, Moldovian, Kosovan, Polish, Romanian and Russian individuals found that writing in their ethnic group did not appear to be a problem and they were fine about doing so. Therefore these ethnic groups can be captured from the Census. Few used the term 'Eastern European', but ethnic groups could be combined to produce suitable outputs. In order to see how many people used this write-in option, it is useful to look at those who were born in Eastern European countries, and which ethnicity they selected. However, 'British' was the second most common tick-box among those born in Eastern European countries. It is not known whether this group would identify as eastern European if given an appropriate tick-box.

As a large Eastern European population, ONS did consider a 'Polish' tick box, however users expressed a more general need for an Eastern European tick-box than for a tick-box for specific groups such as Polish. The 'Polish' tick-box scored lower than an 'Eastern European' tick-box for user need but higher for clarity of inclusion.

There are potential problems with introducing an 'Eastern European' tick-box. For many people who identify with Central Europe, being associated with Eastern Europe may be controversial and even offensive as Eastern Europe is not a geographical area with clear boundaries, and

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[8] In May 2004 Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia acceded to the EU, followed by Bulgaria and Romania in January 2007

even the political region (as defined by the United Nations (UN) or European Union (EU)) may expand in the future.

5.5.5 Comparability over time

ONS believes that the inclusion of an 'Eastern European' tick box will have little effect on comparisons over time for the 'White' group as the vast majority of eastern Europeans tend to identify as 'Other White'. However, it is unknown what the impact would be on the White British population.

5.6 Gypsy or Irish Traveller

5.6.1 Background
Romany Gypsies (Romanichal) trace their ethnic origin back to migrations, probably from India, taking place at intervals since 1500. Irish Travellers (Pavee) have a distinct indigenous origin in Ireland and some believe them to be descendents of the original hunter/gatherer population. They were the first travelling people in the British Isles. Welsh Gypsy Travellers (Kale) arrived in Britain in Cornwall and then moved to Wales between the 15th and 17th centuries.

Both Romany Gypsies and Irish Travellers have been recognised under the Race Relations Act as racial groups on grounds of ethnic origins and there has been some recognition of Welsh Gypsy Travellers in legal observations.

It is difficult to establish accurately the number of Gypsies and Irish Travellers in England and Wales. Estimates exist for the UK but vary widely, from 82,000 to 300,000, including those living in bricks and mortar housing. The English and Welsh governments collate twice-yearly Gypsy and Traveller Caravan Counts which are carried out by Local Authorities. The January 2008 Counts showed that there were over 19,000 Gypsy and Traveller caravans in England and Wales but this does not reveal the number of people living in these caravans, let alone those living in bricks and mortar housing.

A key concern from stakeholders was that data about Gypsies and Irish Travellers should be captured separately since they are recognised with regards to the Race Relations Act as distinct ethnic groups; they view themselves as distinct from one another and have different traditions and ways of life. Space constraints on the census questionnaire mean that separate categories for each cannot be included in the 2011 Census. There are many other groups that should ideally be broken down but space constraints mean this is not possible. There is also the risk that separate sample sizes for Gypsies and Irish Travellers might be too small for analysis at small area level, in which case the data will have to be aggregated.

5.6.2 Strength of need
There is strong evidence that Gypsies and Irish Travellers are experiencing significant disadvantage and that there is particular policy interest. Respondents stated that because there is little or no data on Gypsies and Irish Travellers their 'needs are associated almost exclusively with sites and services to cater for a nomadic lifestyle. Wider needs such as race relations and community cohesion – including those of Gypsies and Irish Travellers living in houses – are overlooked.'

There is also strong evidence that Gypsies and Irish Travellers are of particular interest for service delivery, including provision of accommodation, education and health services.

5.6.3 Alternative sources
Without a 'Gypsy or Irish Traveller' tick-box, write-in answers are likely to be inadequate for recording numbers of Gypsies and Irish Travellers. The 2001 Census in England and Wales recorded that 1,309 wrote in Gypsy or Romany under the ethnic group question, and a further 549 people wrote in Irish Traveller – far smaller than estimates of 82,000 - 300,000. Literacy levels for this group are relatively low and respondents might not be able to write in their

answer in the 'Any other White background' write-in section. Additionally, it is considered that no other census question could serve as a proxy for this group.

5.6.4 Clarity, quality and acceptability
Without a 'Gypsy or Irish Traveller' tick-box, respondents may be confused or burdened, reducing the quality of information collected. Gypsies and Irish Travellers are likely to tick 'British', 'Irish' or one of the other groups without necessarily writing in.

The addition of the tick-box and/or revised terminology is broadly acceptable and clear to respondents, although there is a risk that some European Rroma will self-identify as Gypsies whereas ONS wish to capture them separately. Romany Gypsies have been established in England for between 400 to 500 years while the Roma is a relatively Gypsy group which came to the UK in the 20th century. Although European Roma are historically related to Romany Gypsies, they are quite distinct groups with quite different needs. Use of the term 'Romany/Gypsy' may attract responses from European Roma, which could cloud the data set and affect its usefulness in developing policy for Romany Gypsies and Irish Travellers.

To minimise this ONS has recommended that the term 'Romany' is excluded, fearing it may be confused with Roma[9] and that the tick-box is placed under the 'White' heading. In 2001, people who wrote in Gypsy/Roma born in Eastern Europe were slightly less likely to write in under 'White' than those born in the UK (50 per cent compared to 60 per cent). There are some very tentative indications from quantitative testing that these strategies to minimise confusion will work.

5.6.5 Comparability over time
The inclusion 'Gypsy or Irish Traveller' tick-box may affect comparisons over time to some extent as Gypsies and Irish Travellers could have ticked 'White British' or 'White Irish' in the 2001 Census.

5.7 Jewish

5.7.1 Background
The first substantial Jewish community arrived in England from Spain, Portugal and North Africa in the 11th century although were expelled en mass in 1290 and did not return in numbers until the 17th century. From the 1880s onwards, Jews arrived fleeing pogroms in Germany, Poland and Russia and in the 1930s Jews arrived fleeing Nazi persecution in Europe.

In the 2001 Census for England and Wales, 260,000 people declared that their religion was Jewish. As well as being a member of a religion, Jews have been recognised under the Race Relations Act as a racial group on grounds of ethnic origins.

5.7.2 Strength of need
There is some evidence that ethnic Jews are experiencing some disadvantage and that there is particular policy interest. There are concerns that isolated Jewish people who are susceptible to attacks are more likely to be secular Jews who are not captured by the religion question.

There is also some evidence that ethnic Jews are of particular interest for service delivery. Two local authorities stated that they would like to monitor their Jewish communities and community organisations claimed that without a count of ethnic-only Jews the provision of culturally-relevant services in terms of local authority services, care services and other public services is difficult. It is not clear whether the service delivery needs of ethnic-only Jews are as pronounced as those of religious Jews.

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[9] Roma (Rroma) do not self-identify as 'Gypsies' and will often consider the term derogatory. However it is still conceivable that because Roma are often still incorrectly referred to as Gypsies in every day life, many may see this tick-box as the most appropriate one for them.

5.7.3 Alternative sources
Without a 'Jewish' tick-box very few people are likely to write in. In 2001, while 14,000 people in England and Wales wrote in 'Jewish' in response to the ethnic group question, 260,000 people ticked 'Jewish' as their religion.

ONS believes that the religious affiliation question already captures data about many 'ethnic-only' as well as religious Jews and so offers a reasonable alternative. It appears unlikely that a 'Jewish' ethnic group tick box would capture substantially more ethnic-only Jews. Additionally most government departments were opposed to the inclusion of 'religious' categories in the ethnic group question.

It appears that many ethnic only Jews used the religious affiliation question to proclaim the Jewish aspect of their ethnic identity rather than as a measure of their religiosity. For example a 2003 survey of Jews in London and the South East found that while only 42 per cent described themselves as religious or somewhat religious, 84 per cent recalled identifying as 'Jewish' in the religious affiliation question in the 2001 England and Wales Census.

There is some evidence that the religious affiliation question undercounted the religiously Jewish population in 2001 because of religious objections and historical sensitivities about being identified by the state but it seems likely that even in a compulsory ethnic group question many of these reasons for non-completion would hold true.

There is already an obvious alternative option for Jewish respondents. The majority (84 per cent) of people who ticked Jewish as their religion identified as White British and 12 per cent ticked 'White Other', suggesting that without a Jewish option there are other aspects of their identity that respondents can readily identify with.

5.7.4 Clarity, quality and acceptability
There is evidence that a 'Jewish' tick-box would not be clear to all respondents and that there may be some confusion. For many Jews, 'Jewishness' is not exclusive of other aspects of ethnicity and the introduction of a Jewish tick-box would not be mutually exclusive and so would confuse respondents. For example in the 1991 Canadian Census, 47 per cent of the ethnic Jewish responses were part of multiple responses. The Scottish Government tested a version of their ethnic group question including a Jewish tick-box with a small number of Jewish members of the public. They were confused by its inclusion seeing it as a religion not an ethnicity, and found it hard to choose between the 'Jewish' or 'Scottish' tick-box, often ticking both in error.

5.7.5 Comparability over time
Inclusion of a 'Jewish' tick-box would affect comparisons over time to some extent, but the effect on comparability can be reliably estimated. In 2001 the majority of religious Jews identified as White British. Assuming that non-religious Jews followed a similar pattern, outputs from a Jewish tick-box could be aggregated with the White British outputs. However, 16 per cent of people identifying their religion as Jewish did not tick 'White British' so there would be some loss of comparability.

5.8 Kashmiri

5.8.1 Background
Kashmir is a region in South Asia that today includes the Indian-administered state of Jammu and Kashmir, the Pakistani-administered provinces of the Northern Areas and Azad Kashmir, and the Chinese-administered region of Aksai Chin. Most Kashmiri migration to the UK has happened since 1947 and because they travelled with Pakistani passports they were classified as Pakistanis. The UK has the largest settlement of Kashmiris abroad and it is estimated that they are almost entirely from Azad Kashmir.

There are various estimates of the size of the Kashmiri population in the UK, ranging from around two thirds to four fifths of the 'Pakistani' population (that is 400-500,000 people) but ONS does not have the information to verify these estimates.

5.8.2 Strength of user need
There is some evidence that Kashmiris are experiencing some disadvantage and that there is particular policy interest. The rural peasant background of people from Azad Kashmir is thought to be a cause of the relative disadvantage compared with other groups from the Indian sub-continent and British Muslims more generally. Anecdotal evidence suggest that Kashmiris are more likely to suffer racial discrimination and disadvantage in all aspects of life in the UK than any other ethnic group. Not recognising this group makes it difficult for decision-makers to ascertain and address specific aspects of socioeconomic and cultural disadvantage.

There is some evidence that Kashmiris are of particular interest for service delivery. Kashmiris also have other distinct cultural needs. Respondents to the 2007 consultation noted that many ethnic Kashmiris self-identify as 'Pakistani' and thus may be deprived of services that might be delivered in their mother-tongue.

5.8.3 Alternative sources
The write-in option in the ethnic group question remains for those who feel strongly about identifying as Kashmiri, but is very unlikely to provide a good estimate of the total number of Kashmiris. Most (99 per cent according to one consultation response) Kashmiri people in the UK are thought to have family origins in the Pakistani area of Kashmir. Therefore most Kashmiris classify themselves using the Pakistani tick-box instead of writing in 'Kashmiri' in the space provided.

In the 2001 Census, 715,000 people in England and Wales identified as Pakistani and 23,000 wrote in Kashmiri. Both counts include the 2,000 that did both. This suggests that most Kashmiris are content to identify as Pakistani exclusively (presumably because it is the closest description even if not their preferred description), a minority wish to identify as both Pakistani and Kashmiri in the Census and a small number wish to identify as only Kashmiri. This is not to say that day to day identification would follow the same pattern.

Other census questions will generally be inadequate in providing an alternative to a tick-box. Since it is estimated that two-thirds to four-fifths of the 'Pakistani' population are Kashmiri, the 'Pakistani' tick-box may serve as a limited proxy but providing an overcount rather than an undercount as with the proxies for some other groups.

The language question will not identify Kashmiris that speak, for example, only English but it will address a key concern that service delivery organisations 'assume' the only language needed for 'Pakistanis' is Urdu. By allowing Kashmiris to state their first language in a Census for the first time, service providers will have the information needed to identify the services needed to support the Kashmiri people who would otherwise be disadvantaged because of language difficulties.

The national identity question will not be a suitable proxy. In the 2007 Census Test 57 per cent of Pakistanis stated their national identity was British, 16 per cent as Pakistani, 15 per cent as English but less than one per cent stated it to be Kashmiri. This could be because most respondents tend to see Kashmiri as an ethnic group rather than a nation, possibly confusing a nation with a state.

5.8.4 Clarity, quality and acceptability
Without a 'Kashmiri' tick-box respondents are unlikely to be unduly confused or burdened. Although many Kashmiris prefer to be identified as Kashmiris in day to day life, data from 2001 implied that the majority (over 90 per cent) were willing to identify as Pakistani in the census question.

A 'Kashmiri' tick-box would not be mutually exclusive with the 'Pakistani' or 'Indian' tick-boxes and therefore neither would be a complete count. Also ONS does not know what effect a Kashmiri tick-box would have on responses.

5.8.5 Comparability over time
Inclusion of a 'Kashmiri' tick-box would not affect comparisons over time. In the 2001 Census, 99 per cent of people who wrote in 'Kashmiri' who also ticked a given ethnic group ticked the 'Pakistani' box. Only one per cent ticked the 'Indian' box with less than one per cent ticking more than one option. It is therefore reasonable to assume that a 'Kashmiri' tick-box could be combined with the 'Pakistani' tick-box for comparability with the 2001 Pakistani category. This corroborates other estimates that one per cent of all Kashmiris have origins in Indian Kashmiri. Even if all of these identified as 'Indian' in 2001 and all would identify with a 'Kashmiri' tick-box in 2011, the impact on comparability would be minimal.

5.9 Sikh
5.9.1 Background
Most of the UK's Sikhs have their origins in immigration either from the Punjab in the 1950s and 1960s or from East Africa slightly later. A 'Sikh' tick-box was included in the 2001 religious affiliation question and 336,000 people in England and Wales identified with this. As well as being a member of a religion, Sikhs have been recognised under the Race Relations Act as a racial group on grounds of ethnic origins.

5.9.2 Strength of need
There is some evidence or indication that Sikhs are experiencing some disadvantage or that there is particular policy interest. Several Sikh organisations and special interest groups stated that 'Sikhs need to be monitored on a UK-wide basis for securing their rights regarding a fair share of jobs in different public and private sectors, delivery of services, collation of statistics for corrective action in areas of health, drug abuse, crime, prison population, etc'.
There is also some evidence that Sikhs are of particular interest for service delivery. Sikh organisations state that information on the number of ethnic Sikhs is needed with regard to a fair provision of local public services, although no specific details were given. There were no calls from service providers or local government in relation to information on Sikhs as an ethnic group. Most government departments were opposed to the inclusion of 'religious' categories in an ethnic group question.

5.9.3 Alternative sources
Without a 'Sikh' tick-box very few people are likely to write in. Only 11,000 people in England and Wales wrote in Sikh as their ethnic group in 2001 compared with 336,000 people who ticked the Sikh box in the religion question. The majority (91 per cent) of people who identified as Sikh in the religious affiliation question in England and Wales ticked the 'Indian' ethnic group box.

Although there may be a small proportion of people who would consider themselves as 'ethnic-only' Sikhs, evidence suggests that the Sikh religious affiliation question serves as a good proxy for the Sikh ethnic group. The proportion of ethnic Sikhs who may have identified as having no religion is likely to be very low when looking at the proportions among Indians (1.8 per cent), other Asians (3.6 per cent) and Sikh write-ins (0.1 per cent) compared with all people (15 per cent). In fact 97 per cent of those writing in Sikh also ticked the Sikh religion option. It may be that the religion question provides a larger count than the ethnic group question with only a small proportion that would be captured by a tick box that are not captured by the religion question or with a write-in response.

There is no reason to suspect that the non-response rate to the religious affiliation question disproportionately affected Sikhs. In fact the Indian response rate to the religion question was highest for all ethnic groups, at 95 per cent.

5.9.4 Clarity, quality and acceptability
Without a 'Sikh' tick-box respondents would be unlikely to be unduly confused. It is likely that the majority of ethnic Sikhs would tick the 'Indian' category with a further small proportion choosing to write-in 'Sikh' under Asian 'Other'.

If a 'Sikh' tick box was included it would not be mutually exclusive to 'Indian'. Although some

people would consider 'Sikh' to be their primary identity, there may be confusion about which box to tick, resulting in responses being split between an Indian and a Sikh tick-box (giving a misleadingly low count for both groups) or double ticking. In cognitive testing in Scotland, a 'Sikh' tick-box was tested in the ethnic group question but most Sikh respondents ticked the Indian response option and believed that the Sikh response option should be removed. A 'Sikh' tick-box was also tested in the ethnic group question in the 2006 Scotland Census Test and although the majority of 'religious' Sikhs also identified their ethnic group as 'Sikh' not all did, indicating that how religious Sikhs identify their ethnic group is not fully clear.

5.9.5 Comparability over time
The inclusion of a Sikh tick-box may affect comparisons over time to some extent, but the effect on comparability can be reliably estimated. The majority (91 per cent) of people who identified their religion as 'Sikh' ticked 'Indian' in the 2001 Census in England and Wales. It may be that some Sikhs who would identify with other ethnic groups under the 2001 classification would identify Sikh as their ethnic group given the choice, but generally outputs from a Sikh ethnic group tick-box could be combined with Indian outputs with minimal impact on comparability with 2001.

5.10 Other ethnic groups

ONS also received requests for additional tick-boxes for East African Asian, Greek/Greek Cypriot, Non-European White, Iranian, Kurdish, Latin American, Mixed: Black and Asian, Mixed: White and Chinese, Nepalese, Sri Lankan, Turkish/Turkish Cypriot and Vietnamese groups.

Although in general ONS considered that the inclusion of tick-boxes for these groups would not affect comparisons over time and that tick-boxes would be clear and/or acceptable for some or all respondents in nearly all cases there were also already obvious alternative options including 'other' options.

Compared to other groups being assessed, there was little evidence that these groups were of particular policy interest or of particular interest for service delivery.

Furthermore ONS felt that without specific tick-boxes the write-in answers would be adequate for measuring this group and/or large proportions of these groups could be captured with other questions such as country of birth.

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Annex A: Summary of scores

	Unweighted Total	Weighted total (alternative sources 50 per cent of total)	1.1 Interest for equality monitoring/ policy development	1.2 Interest for service delivery	2.1 Write-in answers inadequate	2.2 Other Census information inadequate	3.1 Without this tick-box respondents would be confused or burdened	3.2 Addition of the tick-box and/or revised terminology acceptable	4.1 No adverse impact on comparability with 2001
Weighting			X 1	X 1	X 2.5	X 2.5	X 1	X 1	X 1
Gypsy or Irish Traveller	**12**	**18**	2	2	2	2	2	1	1
Arab	**10**	**16**	1	1	2	2	2	1	1
African + write-in	9	13.5	1	2	2	1	0	1	2
Kashmiri	8	12.5	1	1	2	1	0	1	2
Eastern European	8	9.5	2	2	0	1	0	1	2
East African Asian	5	9.5	0	0	2	1	1	0	1
Black and Asian	6	9	0	0	0	2	0	2	2
Jewish	6	9	1	1	2	0	0	1	1
Latin American	6	9	0	1	1	1	0	1	2
Polish	7	8.5	1	1	0	1	0	2	2
Cornish	5	8	0	0	2	0	0	1	2
White and Chinese	5	8	0	0	1	1	1	1	1
Sikh	5	8	1	1	2	0	0	0	1
Vietnamese	6	7.5	0	1	0	1	0	2	2
Iranian	5	6.5	0	0	0	1	0	2	2
Kurdish	5	6.5	0	0	0	1	0	2	2
Non-European White	5	6.5	0	0	0	1	0	2	2
Black British	3	6	0	0	0	2	1	0	0
Greek/Greek Cypriot	4	5.5	0	0	0	1	0	1	2
Nepalese	4	5.5	0	0	0	1	0	1	2
Sri Lankan	4	5.5	0	0	0	1	0	1	2
Turkish/Turkish Cypriot	4	5.5	0	0	0	1	0	1	2

0= Low level of evidence

1= Medium level of evidence

2 High level of evidence

Annex B: Prioritisation tool summary

Principle	Rationale	Key sources of data	High score (2) would require this	Moderate score (1) would require this	Low score (0) would require this
Theme 1: Strength of need					
1.1 Group is of particular interest for equality monitoring or for policy development (for example particularly vulnerable to disadvantage)	The Census needs to provide data for policy development and should, in line with Race Relations Act, provide data on ethnic groups to allow inequalities to be identified	• Qualitative evidence from Census and EILR Consultation	Strong evidence that the group is experiencing significant disadvantage in one or more areas of life or that there is particular policy interest	Some evidence or indication that the group is experiencing some disadvantage or that there is particular policy interest	Little evidence that this group experiences disadvantage or that there is particular policy interest
1.2 Group is of particular interest for service delivery	In line with Race Relations Act, Census needs to provide data on ethnic groups to allow services to be tailored	• Qualitative evidence from EILR Consultation – Local Service Providers/ Community organisations	Strong evidence that the group is of particular interest for service delivery	Some evidence or indication that the group is of particular interest for service delivery	Little evidence that this group is of particular interest for service delivery

Principle	Rationale	Sources of data	High score (2) would require this	Moderate score (1) would require this	Low score (0) would require this
Theme 2: Lack of alternative sources					
2.1 Write-in answers are not adequate for measuring this group	If the majority of a group wrote in answers in a consistent manner this data could be analysed to provide data without the need for a tick-box	• Quantitative evidence from 2001 Census • Article on *Who are the Other?*	Without a tick-box very few people are likely to write in **and/or** they are unlikely to write-in the same place **and/or** they are unlikely to write-in consistently; to a degree that write-in response could not be used as a proxy	Without a tick-box, low response rates, and inconsistency in response locations and content mean that write-in responses could be used as proxy but with some margin of error	Without a tick-box the majority of this group are likely to write the same response in the same location
2.2 Other Census information is inadequate as a suitable proxy (for example country of birth, religion, national identity, citizenship)	If one or more other Census questions (i.e. national identity, language, religion, country of birth, year of arrival) provided similar information there is a lesser need to include this box in the ethnic group question	• Quantitative evidence from other Census questions of 2001 Census and Census Test version: citizenship/national identity, religion, country of birth, year of arrival	No other census question could be used as a proxy	A large proportion of this group could be captured in another question offering proxy data	The group will be captured almost entirely by a single alternative census question

Principle	Rationale	Sources of data	High score (2) would require this	Moderate score (1) would require this	Low score (0) would require this
Theme 3: Clarity, quality and acceptability					
3.1 Without this tick-box respondents would be unduly confused or burdened and so the quality of information would be reduced (for example if a large, well-known, or highly distinct group was left out and instead respondents from this group ticked a variety of options instead)	If some tick-boxes are expected but left out respondents that would have ticked it may end up ticking inconsistently as there may not be on obvious available option. Need consistent response rate to maximise data quality	- communication - write-ins	- No obvious single alternative for this group - Evidence suggests group wrote in a number of places - Ticking alternative options would reduce the quality of those options	Majority of this group select a single alternative	Obvious single alternative option (including 'other' options) for this group
3.2 The *addition* of the tick-box and/or revised terminology is acceptable to respondents, clear (both in wording and in the context of the question, for example mutually exclusive categories), **and provides the required information to an acceptable level of quality**	Inclusion of the tick-box will elicit a high and consistent response and will provide a data set that reasonably represents a distinct population	- Cognitive testing - Focus groups - Stakeholder meetings	Evidence that tick-box is clear and acceptable to the majority of respondents	Evidence that tick-box is not clear or acceptable to some respondents and that there is some confusion; a small proportion of the population for which the tick-box is intended might tick another box	Evidence that tick-box is not clear or acceptable to all respondents and that there is some confusion; a proportion of the population for which the tick-box is intended might tick another box

Themes 4: Comparability over time					
4.1 There will be no adverse impact on comparability	ONS consultation revealed a strong need for comparability with 2001 data, to enable users to see changes over time	Quantitative evidence from the 2001 Census and 2007 Census Test	Inclusion will not affect comparisons over time, for example when this population mainly used the 'Other' tick-boxes to describe themselves	Inclusion will affect comparisons over time to some extent, but the effect on comparability can be reliably estimated	Inclusion will have major effects on comparability over time and the effect would be difficult to measure

Annex C: Constraints on questionnaire design

There are several factors that ONS must consider when developing the questionnaire for the 2011 Census. These factors apply both when deciding how many pages to include in the questionnaire, which questions to ask, and how many tick-box response options to include for each question. They apply to all questions, not just those on ethnicity, national identity and religion. The various factors are outlined below:

- Impact on respondents:
    - o acceptability of questions; and
    - o respondent burden (dependent on questionnaire length and questions asked)
- Data quality:
    - o questions will only be included where ONS are confident that the information collected will be of sufficient quality to be of use to users
- Operational considerations:
    - o cost of printing, delivery and collection (dependent on questionnaire
    - o length); and
    - o cost of processing (dependent on questionnaire length and questions asked)
- Time:
    - o for delivery and collection (dependent on questionnaire length); and
    - o for processing (dependent on questionnaire length and questions asked)

Source: Office for National Statistics (2006a:19)

Annex D: Factors leading to divergence across UK

ONS (with WAG), GROS, SG and NISRA have been working towards harmonisation, however as in 2001, specific circumstances in England, Wales, Scotland or Northern Ireland mean that the final content of the Census ethnic group question are likely to differ in each country (as they did in 2001). The following factors have limited the extent to which harmonisation across the UK ethnic group questions is possible or desirable:

External factors
- **Different demographic profiles.** In 2001 the overall UK Non-White population is eight per cent but was only two per cent in Scotland and Wales and one per cent in Northern Ireland. The particular ethnic composition, the establishment of different communities and their migration histories are also different
- **Different user needs in different countries.** ONS, SG/GROS and NISRA held separate consultation exercises with their own user representatives
- **Different community attitudes in different countries.** Including strengths of feeling on terminology

General Census factors
- **Different starting points.** All agencies are using their respective 2001 Census questions as their starting points. These were not completely harmonised. Scotland has a specific Ministerial commitment to review Scotland's official ethnicity classification
- **Space available on the Census questionnaire.** England and Wales have one column for a national identity and ethnic group question but Scotland have additional space for their national identity and ethnic group question. SG/GROS therefore have space for eight new ethnic group tick-boxes, ONS have space for two new ethnic tick-boxes and six national identity tick-boxes (but <u>not</u> eight ethnic group tick-boxes as an alternative because of space required for national identity descriptors)
- **Timetables.** SG/GROS made final recommendations for the ethnicity classification to Scottish Ministers in March 2008. ONS & NISRA were working towards finalising their classification by then, but due to a decision to delay the Rehearsal until October 2009 they had slightly longer than originally planned. This presented them with further opportunity to develop their classifications.

Topic development factors
- **Scope of final recommendations.** SG/GROS recommendations for Scotland's official ethnicity classification will apply to all Scottish official statistics as well as the 2011 Census
- **Recommendations for the Census only.** ONS and NISRA will focus on making recommendations for the 2011 Census only, though consideration will be given to use of the ethnicity classification on surveys
- **Difference in application of the UK guiding principles**. Although all statistical agencies have agreed UK-wide guiding principles for prioritising new ethnic group tick-boxes, the weight placed on the different principles varies between countries. For example, for each ethnic group, ONS will allocate a score for each prioritisation principle in addition to qualitative analysis, giving additional weighting to principles relating to alternative sources. SG/GROS are not applying scores to the guiding principles as part of a wider qualitative analysis of Scotland's evidence base. However SG/GROS have a given Ministerial commitment to review the official ethnicity classification to ensure that it meets modern circumstances and has community support and as such is placing greater emphasis on acceptability to respondents for example. This Ministerial commitment is not held by ONS and NISRA
- **Different evidence base.** Agencies have conducted separate testing programmes therefore collecting different evidence
- **Interpretation of evidence.** There may be differences in how ONS, NISRA and SG/GROS interpret the evidence and apply these findings to the development of the classification (for example the different factors considered when deciding on one's national identity is seen as problematic in Scotland but not England and Wales)

Annex E: Glossary

Census Diversity Advisory Group	One of a number of Census Advisory Groups made up of organisations with interests in special needs and minority populations. Meetings are usually held twice a year, often to time with particular developments or key events in census planning. Summaries of the topics covered in the most recent round of meetings are available to download. There are further groups managed by the General Register Office for Scotland and the Northern Ireland Statistics and Research Agency to cover census users in Scotland and Northern Ireland respectively. http://www.ons.gov.uk/census/2011-census/consultations/user-adv-groups/index.html
Census Test	On 13 May 2007, ONS conducted the first major field test for the next census. The purpose of conducting the voluntary test was to assess a wide range of different aspects in planning, testing and evaluating the census operation and to feed these into the design of the 2011 Census. http://www.ons.gov.uk/census/2011-census/2011-census-project/2007-test/index.html
Cognitive Testing	The purpose of cognitive testing is to explore, understand and explain the ways in which people go about answering survey questions. This allows the researcher to ascertain whether or not a question is working as intended, and whether the information that respondents need to enable them to answer accurately is obtainable. Cognitive testing generally takes place as a one-to-one interview, although it is possible to use a focus group situation. http://www.ons.gov.uk/about/who-we-are/our-services/data-collection-methodology/services-available-from-dcm/cognitive-testing
CRE	The **Commission for Racial Equality** was a non-departmental public body in the United Kingdom which aimed to tackle racial discrimination and promote racial equality. Its work was merged into the new **Equality and Human Rights Commisison** in 2008.
Diversity Solutions	Equality and diversity consultants commissioned by ONS to carry out EILR Equality Impact Assessment. http://www.diversity-solutions.com/
EHRC	The **Equality and Human Rights Commission** is an independent statutory body established to help eliminate discrimination, reduce inequality, protect human rights and to build good relations, and to ensure that everyone has a fair chance to participate in society. www.equalityhumanrights.com
EILR	Ethnicity, [National] Identity, Language and Religion

EILR Topic Group	This group was established in April 2005 with the main aim of recommending ethnic group, national identity, language and religion questions for inclusion in the 2009 Census rehearsal and the 2011 Census. The responsibilities of this group were to determine the user requirements for information on ethnicity, national identity, language and religion and to propose suitable census questions to address these data needs. The work of the group also included researching other potential sources of information that could answer the user requirements in 2011 and co-ordinating question testing for the above topics. Representatives includes ONS, Welsh Assembly Government, Data Collection Methodology, NISRA, Scottish Government and GROS.
EIA	An **Equality Impact Assessment** is a process for identifying the likely impact on race, gender and disability equality of a policy, in order that any adverse impact can be eliminated or reduced to the greatest possible extent within the available resources.
GROS	The **General Register Office of Scotland** is part of the devolved Scottish Administration. Responsible for Scotland's 2011 Census. http://www.gro-scotland.gov.uk/
LFS	The **Labour Force Survey** is a quarterly sample survey of households living at private addresses in Great Britain. Its purpose is to provide information on the UK labour market that can then be used to develop, manage, evaluate and report on labour market policies. http://www.statistics.gov.uk/StatBase/Source.asp?vlnk=358
National Statistician	The National Statistician, is: • • executive office - the Office for National Statistics (ONS) • http://www.ons.gov.uk/about/our-organisation/role-of-the-national-statistician/index.html
NSWGEI	The **National Statistics Working Group on Ethnicity and Identity** aims to act as a focus for work on ethnic group, identity and religion statistics requiring a cross departmental approach. Membership includes government departments and devolved administrations.
NISRA	The **Northern Ireland Statistics and Research Agency** is the principal source of official information on Northern Ireland's population and socio-economic conditions. It is responsible for the 2011 Northern Ireland Census. http://www.nisra.gov.uk/
ONS	The **Office for National Statistics** is the executive office of the UK Statistics Authority, a non-ministerial department which reports directly to Parliament. ONS is the UK Government's single largest statistical producer. http://www.ons.gov.uk/about/who-we-are/index.html

Registrars General	The Registrars General are the Government officials responsible for undertaking a census and for the registration of births, deaths and marriages - the most senior officials in **GROS and NISRA.** In the ONS this role was combined with the head of the Government Statistical Service and known as the **National Statistician** until April 2008 when the Registrar General role passed to the Identity and Passport Service. The census responsibilities for England and Wales however, were removed from the role on transfer, and stayed with the National Statistician.
SG	The **Scottish Government** is the devolved Government for Scotland, responsible for most of the issues of day-to-day concern to the people of Scotland including ethnic group and national identity classifications used in surveys. http://www.scotland.gov.uk/Home
UKCC	The **UK Census Committee** is a group consisting of the National Statistician and the Registrars General for Scotland and Northern Ireland, and their representatives. The purpose of the group is to agree the scope for common strategic activity across the three UK Census Offices designed to establish a common UK Census in 2011. The aim of the group is to achieve coherent UK-wide outputs from 2011 Census.
WAG	The **Welsh Assembly Government** is responsible for most of the issues of day-to-day concern to the people of Wales, including the economy, health, education, and local government. http://new.wales.gov.uk/?lang=en