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# SCOTLAND'S NEW OFFICIAL ETHNICITY CLASSIFICATION

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FOR  
SCOTTISH OFFICIAL STATISTICS

AND RECOMMENDED FOR  
SCOTLAND'S 2011 CENSUS

JULY 2008

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THE SCOTTISH GOVERNMENT AND  
THE GENERAL REGISTER OFFICE FOR SCOTLAND

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# Contents

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Foreword by Scotland’s Chief Statistician and Scotland’s Registrar General.....	3
Executive Summary.....	4
1. Background.....	8
2. The Decision-Making Process .....	13
3. The Work Programme and Evidence Base.....	17
4. Constraints for Classification Development .....	21
5. The New Ethnicity Classification and Supporting Evidence .....	24
ANNEX A - Review Timeline and Project Stages.....	54
ANNEX B - UK Guiding Principles for Developing Census Questions.....	55
ANNEX C - Key Findings of Each of the Main Evidence Strands.....	58
ANNEX D - Useful Sources of Information.....	82
ANNEX E - Proxy Comparisons between the New Classification and the 2001 Census Classification.....	83
ANNEX F - National Identity Questions Tested.....	86
ANNEX G - Contact Points.....	87

Foreword by Scotland's Chief Statistician and  
Scotland's Registrar General

## Scotland's New Official Ethnicity Classification

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Since the last census in 2001, Scotland has become a more ethnically-diverse country. So it is vital that the next census (in 2011), and other Scottish surveys, provide good information about Scotland's ethnic communities. That will help ensure that public services are geared to everyone's needs and detect any discrimination.

To do that effectively, we need to ask the right question in the census and other surveys. This report describes the work we have done to improve on the question which has been used since the 2001 Census. We have consulted a lot of people and held useful discussions, as well as testing a wide range of possible questions. That has underlined how difficult it is to find a question which people can understand and answer easily – but which also allows people to record their ethnicity in the way which best suits them. There is, sadly, no perfect question!

This report gives the conclusions of our work, including a description of the new question which we will be used in Scottish Official Statistics and, if the Scottish Parliament agrees, in the next census. It explains fully the evidence on which our conclusions are based.

We would like to thank everybody who has helped us to develop a modernised classification that will meet Scotland's needs, reflect our changing population and provide the information we need to provide good public services and eliminate discrimination in Scotland.

We hope that you will take time to read this report and that we can work with you to ensure that the new classification is adopted across Scotland and to help us prepare for a successful census in 2011.

Handwritten signature of Rob Wishart in black ink.

**Rob Wishart**  
Scotland's Chief Statistician

Handwritten signature of Duncan Macniven in black ink.

**Duncan Macniven**  
Registrar General for Scotland

# Executive Summary

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## BACKGROUND

- In 2002, the then Communities Minister promised to review the way that Scottish surveys classify ethnicity, to ensure that they reflect modern circumstances and have community support.
- The new classification is for Scottish Official Statistics and is recommended for Scotland's 2011 Census.
- As the official classification for Scotland, it is likely that it will be adopted by a wide range of organisations across Scotland who wish to collect ethnicity statistics.
- At this stage, the Equality and Human Rights Commission (EHRC) believes that the process by which Scottish Government (SG) and the General Register Office for Scotland (GROS) has developed the new classification is robust. The EHRC will make a full public statement about all UK classifications after the publication of the census White Paper (in England and Wales) and policy statement (in Scotland) about all aspects of the next UK censuses, towards the end of the year.
- The classification was developed with the help of wide consultation and research (including question testing) to ensure that it is based on sound evidence. Most evidence is qualitative rather than quantitative. An extended summary of the key evidence informing the classification is provided at Annex C on page 58.
- Since some statistics users want information about the whole of the UK, the classification was developed in consultation with government departments in England, Wales and Northern Ireland. The classification is intended to reflect Scottish circumstances, but will be harmonised with the rest of the UK to ensure that it will be possible to produce high level ethnicity statistics for Great Britain and the UK.
- The classification has been jointly agreed by the Chief Statistician (responsible for Scottish Official Statistics) and Registrar General (responsible for the census) and was endorsed by Scottish Ministers in May 2008.

## KEY FEATURES OF THE NEW ETHNICITY CLASSIFICATION

- Scotland's new ethnicity classification is shown on page 6.
- The existing (2001 Census) wording of the ethnic group question will be retained i.e. 'What is your ethnic group?'. Only one response (tick) per person will be permitted and the five categories will be labelled 'A' through to 'E'.
- New tick boxes will be added to the 'White' category for 'English', 'Welsh', 'Northern Irish', 'British', 'Gypsy/Traveller' and 'Polish'.
- The 'Mixed' category will be re-termed 'Mixed or multiple ethnic groups'.
- The 'Black, Black Scottish or Black British' category will be re-worded 'African, Caribbean or Black'. A new tick box will be added for 'Black, Black Scottish or Black British' to give respondents the option to identify in this way if they wish. People who do not wish to identify as 'Black' will not be required to do so and will be able to choose an 'African, African Scottish or African British' or 'Caribbean, Caribbean Scottish or Caribbean British' tick box or to write-in their response.
- Tick boxes under the 'Asian, Asian Scottish or Asian British' & 'African, Caribbean or Black' category will be re-worded to add references to 'Scottish' and 'British' e.g. 'Indian, Indian Scottish or Indian British', 'African, African Scottish or African British' etc.
- With the exception of 'Chinese', tick boxes under the 'Asian, Asian Scottish or Asian British' category will be re-ordered by population size in Scotland.

## A NATIONAL IDENTITY QUESTION

- A national identity question is being developed by GROS, for the census and use in relevant Scottish Official Statistics, where feasible. Results are due in Autumn 2008. Questions tested are on page 86. They are not the final questions and may change substantially after testing.
- This question will provide all respondents with opportunities to say what their national identity is – be that 'Scottish', 'British' or any other national identity – before expressing their ethnicity. This allows people to distinguish between their ethnic origin or heritage and their present sense of national identity.

## IMPLEMENTING THE NEW CLASSIFICATION

- Once the national identity question has been finalised in Autumn 2008, the SG will use the new ethnicity and national identity questions in relevant Scottish Official Statistics, where it is feasible to include both questions. In Autumn 2008, the SG will produce official guidance for the collection and classification of ethnicity data, using the new ethnicity and national identity questions. The new questions will be used in GROS's census rehearsal in Spring 2009 and, subject to Parliament's approval, in the 2011 Census.



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# 1. Background

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## *Why is the ethnicity classification being reviewed?*

1.1 In 2002, the then Communities Minister promised to review Scotland's official ethnicity classification to:

*"seek to achieve a clearer understanding of the issues and then identify a way forward which will meet two objectives: first, the need for service users and others to be able to define their own ethnicity in an equitable way across the range of minority ethnic groups in Scotland; and, second, a meaningful and consistent approach for service providers who need to use the data to inform their planning and policy making."*<sup>1</sup>

1.2 This followed recommendations by the Race Equality Advisory Forum (REAF) in 2001<sup>2</sup> and some community concerns about the classification used in Scotland's 2001 Census (see question 1, page 26); in particular the different use of colour and geography across the ethnic group categories.

1.3 The Scottish Government (SG) worked in partnership with the General Register Office for Scotland (GROS) to conduct the review (as SG is responsible for Scottish Official Statistics and GROS is responsible for the census). A timeline showing each stage of the review is set out at Annex A on page 55.

## *How has the classification been formulated?*

1.4 The new classification (see question 5, page 29) is for Scottish Official Statistics and is recommended for Scotland's 2011 Census. However, public authorities and other organisations across the whole of Scotland are also likely to adopt it for the collection of ethnicity statistics. It was developed over several years using repeated cycles of evidence gathering and assessment, involving consultation and research (including question testing).

1.5 Consultation, both formal and informal, was conducted with a wide range of data users, ethnic groups, stakeholders and other

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<sup>1</sup>[Committing To Race Equality – A Response From The Scottish Executive To The Report From the Race Equality Advisory Forum \(2002\)](#)

<sup>2</sup>[Race Equality Advisory Forum Report \(2001\)](#)

interested groups. Research, including in-depth interviews, focus groups, desk research and fieldwork with public bodies such as Glasgow City Council, The City of Edinburgh Council and NHSScotland was also undertaken. Question testing was also conducted with individual members of the public from a range of ethnic groups.

1.6 The aim was to design a statistically robust classification which meets the information needs of data users *and* is broadly acceptable to respondents and communities. As well as addressing the initial concerns of REAF and communities, SG and GROS took this opportunity to modernise the whole classification. The evidence was assessed against the above criteria and a set of UK Guiding Principles for the design of census questions was also employed (see Annex B on page 55).

### ***Why are ethnicity statistics important?***

1.7 Ethnicity statistics are vital because Government and public authorities are encouraged to collect them to meet statutory obligations under race relations legislation<sup>3</sup> for tackling discrimination and promoting equality. They are also used to inform resource allocation, policy formulation and service delivery and they help to provide a better understanding of Scotland's ethnic diversity. Ethnic groups must be classified before they can be counted and their progress monitored. Organisations look to SG and GROS to provide a robust classification for these purposes.

1.8 Scotland's census gives the *only* robust national and local count of individual ethnic groups in Scotland because many groups are too small in number for surveys to capture effectively (note that, just 2% of Scotland's population were from a minority ethnic group according to the 2001 Census). Therefore, the census is a key source of ethnicity statistics which Government, public bodies and others rely on.

1.9 Every person resident in Scotland will complete the census in 2011, including the ethnicity question. Given this, it was necessary to consult widely on the classification. Ethnicity is a complex issue because it encompasses aspects of identity, race, history, culture, discrimination and inequality. Inevitably, the review generated varied opinions (and often opposing views) about how ethnicity should be defined and classified.

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<sup>3</sup>[Race Relations \(Amendment\) Act 2000](#)

## *Why is a national identity question being developed?*

1.10 For many (but not all) people, national identity is closely related to ethnicity. In this context, national identity refers to the country or countries, nation or nations which a person feels most connected to or has a strong affinity with. This may be one of the countries of the UK, or a non-UK country such as Poland, India or the USA for example. It may be a mixture of both. It is a subjective (and sometimes changing) concept which is different, but related to, more concrete concepts such as nationality or citizenship (i.e. passport entitlement) and country of birth.

1.11 It is also very closely related to, but differs from, ethnicity. For instance a person can have a strong sense of national identity that differs from the ethnic origin or heritage. For example a person could express a 'Scottish' national identity and an 'Asian: Indian' ethnicity or a 'Scottish' national identity and a 'White: English' ethnicity. For those expressing a 'Scottish' national identity and a 'White: Scottish' ethnicity, the two concepts are very closely related.

1.12 Asking a national identity question before an ethnicity question helps to ensure that all people living in Scotland can express their national identity – be that 'Scottish', 'British' or any other national identity – without that becoming confused with their ethnic origin or heritage. This is particularly important for people born in Scotland or who have been living in Scotland a long time, whose parents or grandparents are not born in the UK. For example, many people with an 'Asian' or an 'African', 'Caribbean' or 'Black' ethnicity also have a strong 'Scottish' or 'British' identity.

1.13 To ensure that every Scottish resident can express these aspects of their identity, the census will ask both a national identity question and an ethnic group question - in that order. Both questions will also be recommended for relevant Scottish Official Statistics, where it is feasible to include both questions. The national identity question will undergo further testing before it is finalised in Autumn 2008.

1.14 Research has shown that questions on national identity are not always readily understood by respondents. In part this reflects the subjective and context-specific nature of the concept but it also depends on the question wording and response options. SG and GROS have tested several versions of a national identity question (see Annex F on page 86) and further testing is required to develop the best question. The national identity questions shown at Annex F, are test versions only and do not represent the final version that will be used in the Census or otherwise. The final version of the question, could be subject to substantial change to address some of the known limitations.

## ***What are Scottish Official Statistics and how do they relate to the census?***

1.15 The new classification is for Scottish Official Statistics and as such is recommended for Scotland's 2011 Census. At present Official Statistics in Scotland consist of regular and planned statistical publications produced by the SG Statistics Group and allied agencies such as GROS and NHSScotland Information Services Division (ISD). The Chief Statistician in the Scottish Government has overall responsibility for the implementation and co-ordination of Official Statistics standards in the Scottish Administration. In particular the Chief Statistician is responsible for setting any common standards for statistical classification, in collaboration with other Heads of Profession in Scotland. The census is part of Official Statistics and is produced by GROS. It is the specific responsibility of Scotland's Registrar General, who is the statistical Head of Profession for GROS.

1.16 Over time and as applicable, the new classification will be adopted by all SG Official Statistics including sample surveys and statistical and administrative collections. SG will also recommend the use of an accompanying national identity question, where this is feasible. Whatever information source ethnicity statistics are derived from, it is important that they are comparable with ethnicity statistics collected on the census. Because the census provides a count of ethnic groups for the whole of Scotland, others can use it for comparison with their (local) ethnicity statistics, to put their figures into context. For example, most public authorities have a statutory duty under the Race Relations Act to collect information on the ethnic composition of their workforce and it is good practice to compare this against the ethnic composition locally and for the whole of Scotland to ensure that the workforce reflects the population it serves.

## ***Who else will use the new classification and why?***

1.17 It is likely (and SG and GROS would recommend) that one of the main users of the new classification will be Scottish public authorities. The Race Relations Act 1976 (as amended by the Race Relations (Amendment) Act 2000) gives public authorities a general duty to promote race equality<sup>4</sup>. Public authorities must monitor the ethnic composition of their workforce and set out their arrangements for monitoring their policies for any adverse impact on race equality. The collection of statistical data on ethnicity is essential to do this effectively.

1.18 Many other organisations not covered by this legislation such as businesses, the voluntary sector, community organisations etc are also likely to adopt the classification for many of the reasons given above and because they wish to enact the spirit of race relations legislation.

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<sup>4</sup>[Statutory Code of Practice on the Duty to Promote Race Equality in Scotland \(2002\)](#)

1.19 The classification was developed with all of these end users in mind and views from these groups were sought. The classification was developed to meet users' information needs. Some practical considerations were also taken into account - for example, users' capacity to update questionnaires and data processing systems or to ask more than one ethnicity-related question. SG and GROS were also mindful that users benefit from a long lead in time to introduce new classifications and update operating systems. This is one of the main reasons why the new classification is being published now and in advance of the national identity question and the next census in 2011.

1.20 It is recommended that, where feasible, organisations who collect ethnicity statistics also ask the national identity question when it is ready. This ensures that all respondents have an equal opportunity to express their national identity fully – be that 'Scottish', 'British' or any other national identity - before expressing their ethnic origin or heritage. Guidance on using the classification and the national identity question will be made available by the SG in Autumn 2008 when further national identity question testing has been completed and the question is finalised.

## 2. The Decision-Making Process

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### *Who made the decisions?*

2.1 Following the REAF recommendation, the then Communities Minister promised to review Scotland's official ethnicity classification and the SG was tasked with leading the review.

2.2 The review team consisted of government statisticians, researchers and policy officials<sup>5</sup> and non-governmental members from the Information Services Division of NHS Scotland and, for a time, the former Commission for Racial Equality (CRE). Team members were selected because they had expertise in the topic area and/or statistics or research.

2.3 The review team contributed to decisions about all the ethnicity classifications being developed for the UK censuses through membership of several UK groups, led by the Office for National Statistics (ONS)<sup>6</sup>. Some of these groups focus on the technical aspects of running a census such as questionnaire design and data processing and other groups focus on the topics and questions themselves. They help to ensure that census questions are joined-up across the UK (a process called 'UK harmonisation'), where necessary to enable statistics to be produced for GB and the UK.

2.4 Representatives of the review team and the other UK census offices<sup>7</sup> met in February 2008 to agree, finally, which parts of the UK classifications needed to be UK harmonised and which needed to be different in order to meet the specific circumstance of each UK country. Shortly after that, the three UK Registrars General met to agree these recommendations.

2.5 In May 2008, the new classification and the need to ask an accompanying national identity question in the census, was endorsed by Scottish Ministers.

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<sup>5</sup> Statisticians were from the SG Office of the Chief Statistician and from GROS, researchers were from SG Communities Analytical Service Division and policy officials were from the SG Equality Unit. The official name of the review group was the Equality Scheme Implementation (ESIG) Sub-Group.

<sup>6</sup> These groups included: the Ethnicity, Identity, Language and Religion Topic Group (EILR Topic Group); the UK Census Committee (UKCC) and the UK Census Questionnaire Design Working Group (UKCQDWG).

<sup>7</sup> There are three UK census offices including: GROS, the Office for National Statistics (ONS) who work in partnership with the Welsh Assembly Government (WAG) on census development and the Northern Ireland Statistics and Research Agency (NISRA).

## *What about future decisions?*

2.6 When the new classification and national identity question start to be used for Scottish Official Statistics from Autumn 2008 onwards, SG and GROS will start to publicise and promote their up-take by public authorities and other organisations who wish to collect ethnicity statistics. It will be for each body to decide whether and when to use the new classification and the national identity question. However, it is recommended that organisations wait until the national identity question is finalised in Autumn 2008.

2.7 Towards the end of the year, GROS will publish a policy statement on the next census (including topics and question content) and this will be made available to the Scottish Parliament for consideration. It will include the new classification and national identity question. In Spring 2009, GROS will conduct Scotland's census rehearsal<sup>8</sup> with approximately 50,000 Scottish households and this will include the new classification and national identity question. The rehearsal is not used to test or develop census questions but to test the logistics and process of running the census. Question testing was undertaken in the census test<sup>9</sup> in April 2006.

2.8 The Scottish Parliament will take the final decision on the content of the census in early 2010. GROS will conduct the next census on 27 March 2011. In the run up to the census, GROS and SG will continue to work with communities to explain and promote the census and to explain what it is used for and the importance of its completion.

## *Developing ethnicity classifications across the UK*

2.9 A population census is taken every 10 years in the UK; the last was in 2001 and the next will be in 2011. There are three UK Censuses (each including an ethnicity classification) for Scotland, England & Wales and Northern Ireland. Respectively they are the responsibility of GROS, the Office for National Statistics (ONS) in partnership with the Welsh Assembly Government (WAG) and the Northern Ireland Statistics and Research Agency (NISRA) – collectively termed the UK census offices.

2.10 Each UK census office is reviewing its ethnicity classification. In the last UK censuses, the classifications were similar but not identical<sup>10</sup>. In developing their classifications, the aims of ONS, WAG and NISRA are broadly similar to those of SG and GROS. A core principle of UK censuses

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<sup>8</sup> Further details of Scotland's 2009 census rehearsal can be found at: [General Register Office for Scotland website](#).

<sup>9</sup> Further details of Scotland's 2006 census test can be found at: [General Register Office for Scotland website](#).

<sup>10</sup> [Ethnicity Classification In Scotland's 2001 Census](#)  
[Ethnicity Classification In The England & Wales 2001 Census](#)  
[Ethnicity Classification In The Northern Ireland 2001 Census](#)

is that topics, questions and data outputted should be the same or similar ('harmonised'), where needed, to enable statistics to be produced for GB and the UK<sup>11</sup>. This is a requirement of some data users. SG and GROS have worked closely with the other UK census offices to decide which aspects of the UK classifications need to be harmonised and which aspects can be developed independently to meet the individual circumstances of each UK country.

2.11 Scotland's classification has been finalised before those for England & Wales and Northern Ireland. This is because SG and GROS must now prepare to include the classification in Scotland's census rehearsal<sup>12</sup> in Spring 2009, whereas the rehearsal for England & Wales and Northern Ireland is not until Autumn 2009. This gives ONS, WAG and NISRA slightly longer to test and fine-tune their classifications. Provisionally, they will finalise their classifications and make them publicly available towards the end of the year. Given this, it is not possible to provide details of the other UK classifications in this report.

2.12 It is however already clear that ONS (and WAG) are also likely to adopt a national identity question followed by an ethnic group question for the England & Wales census. GROS and SG will continue to work in partnership with ONS (and WAG) to develop the national identity question. Provisionally ONS will finalise their national identity question towards the end of the year.

2.13 It has been agreed that all UK classifications (and the ethnic group questions specifically) will be comparable at a broad category level ('White', 'Asian' etc) to allow statistics to be produced for GB and the UK. Specific tick boxes, however, will differ in some places to reflect the individual circumstances of each UK country. For example, each UK country has a different ethnic profile and some the findings from consultation and research have varied across the UK.

### ***If I use the new classification and national identity question, will there be any guidance available?***

2.14 In Autumn 2008, before the new classification and national identity question is brought into use, the SG will publish a guide for the collection and classification of ethnicity data using the new classification and national identity question. This will then appear on the SG web-site alongside this report. It will provide practical advice for data users and others who want to use the new questions to collect ethnicity statistics. It will explain what data users will need to consider if they want to compare

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<sup>11</sup> [The Conduct of the 2011 Censuses in the UK – Statement of Agreement Between the Registrars General \(2006\)](#)

<sup>12</sup> Further details of Scotland's 2009 census rehearsal can be found at: [General Register Office for Scotland website](#)

ethnicity data derived from the new and old classification, as this is a primary concern for many data users. Annex E on page 83 sets out, in brief, what level of comparability will be possible and how classifications should be compared. It will also provide some advice on coding raw data before it can be outputted as statistics and what the outputted statistics might look like. Links to other useful information on ethnicity are provided at Annex D on page 82.

## 3. The Work Programme and Evidence Base

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3.1 The review team undertook an extensive work programme to develop and test the new classification. The key aim was to ensure that the classification (and decisions underpinning it) was based on evidence. In broad terms, the work programme consisted of consultation and research (including question testing). The classification was developed and refined over time by repeated cycles of evidence gathering and assessment.

3.2 Similar work programmes have been conducted by ONS (in partnership with WAG) and these programmes were conducted in a 'joined-up' way, where possible, so that UK classifications could be developed in a broadly consistent way. The review team used some of the evidence collected by ONS and WAG (and vice versa) to help them make decisions, but as stated previously, these findings cannot be reported here. All evidence is listed in the table on page 20.

### *How was the work programme developed?*

3.3 Scotland's work programme was developed with the following pre-requisites in mind:

- It was necessary to find out what information is needed by those who collect and use ethnicity statistics, in order that the classification meets these needs and is applicable in practice.
- It was important to address concerns about the existing classification, in particular to find out what terminology is acceptable to different ethnic groups and to investigate inconsistencies between categories.
- Methodological investigation and question testing were crucial for developing a robust classification that is clearly understood by respondents, works as intended and produces high quality statistics.
- Given that the census covers all ethnic groups and communities in Scotland, it was necessary to gather a wide range of views on ethnicity and to balance these views carefully, whether or not they were expressed by many or few people.

## ***What evidence was collected?***

3.4 Consultation was conducted with data users, stakeholders, representatives from different ethnic groups and other interested groups at different stages in the process (see the table on page 20 detailing the key consultations). Consultation involved written responses to consultation papers and a range of stakeholders meetings. This was supplemented by desk research and ongoing liaison with stakeholder organisations.

3.5 Qualitative research was conducted on ethnic identity using in-depth interviews and group discussions with stakeholders and community groups, data users and members of the public. Ethnicity is a complex issue and is therefore suited to qualitative research methods which are used to explore social issues and provide in-depth information. Further qualitative research was conducted using cognitive question testing, which is a widely used approach to test proposed survey questions with target audiences. This research was conducted with members of the public from a range of different ethnic groups. A benefit of this technique is that it mimics, to some degree, the situation whereby a census form is delivered to a person's home and they then complete it with minimal, if any, assistance. During cognitive testing, small changes are made to the questions tested as results come in and issues or problems are identified. The questions shown in this report represent the very final question versions tested.

3.6 Some larger scale quantitative testing was conducted in Scotland's 2006 census test which covered approximately 50,000 Scottish households. In addition fieldwork was undertaken with Glasgow City Council, The City of Edinburgh Council and NHSScotland.

3.7 Key findings from the evidence collected by SG and GROS is summarised in detail at Annex C on page 58. Links to published findings, where available, are also provided here for those seeking more detailed information. The full findings of the other UK census offices will not be available until their classifications are finalised and published towards the end of the year.

## ***How was the evidence assessed?***

3.8 The evidence was assessed according to three core criteria for the design of the classification:

- It must be statistically robust (based on sound methodological principles) and produce high quality statistics on ethnicity,

- it should meet the key information needs of data users who collect ethnicity statistics; and
- it should be broadly acceptable and meaningful to those people who answer it.

3.9 The challenge for the review team was to assess the whole evidence-base in a balanced way, whilst keeping each of these criteria in mind. The evidence also had to be assessed with due regard to a number of constraints which precluded certain options or had a significant bearing on the viability of certain options. These are explained in section 4 from page 21 onwards.

3.10 As part of the drive towards UK harmonisation, the SG and UK census offices developed and applied a set of UK Guiding Principles to ensure that evidence was assessed in a broadly consistent way across the UK and to facilitate robust classification design. Detailed principles are set out at Annex B on page 55 and include five overarching themes:

- Strength of need for information on a specific ethnic group.
- Lack of alternative sources of ethnicity information.
- Clarity and quality of the information collected and acceptability to respondents.
- Comparability with ethnicity data derived from the 2001 Census.
- Operational considerations such as: length of question(s), speed and cost-effectiveness of data processing and ability to collect comparable information in other surveys.

3.11 SG and GROS used these principles as a general guide to help assess its evidence. ONS and WAG are applying these principles using a tool, to score and prioritise which additional ethnic groups should be included in their classifications. Like SG and GROS, they also took other factors into consideration.

<b>KEY EVIDENCE INFORMING THE NEW ETHNICITY CLASSIFICATION</b>		
<b>RESEARCH</b>	<b>Year</b>	<b>Lead<sup>1</sup></b>
Research on Ethnic Identity and the census	2004-05	SG
Linking 2001 Census and 2006 census test ethnic group question responses from individuals	2007	GROS
English focus groups on use of colour terms as ethnicity descriptors	2007	ONS
Scottish focus groups on use of colour terms as ethnicity descriptors	2007	SG
Welsh focus group on use of colour terms as ethnicity descriptors	2007	WAG
Test questions appraised by Scottish Local Authorities and NHSScotland	2007-08	SG
Desk research - analysis of 2001 Census and existing research	2005-08	SG
<b>CONSULTATION</b>		
Seminar with stakeholders to consider SG's (2004-05) ethnicity research findings	2005	SG
Review of Ethnicity Classification Consultation and Analysis	2005	SG
Initial Review on Content for England & Wales 2011 Census Consultation and Analysis	2005	ONS
2011 Census Question Consultation and Analysis	2004-06	GROS
Spring 2007 Census Consultation on 2011 Census and Analysis	2007	GROS
England and Wales Ethnicity, Identity, Language and Religion Census Consultation and Analysis	2006-07	ONS
Scottish stakeholder meeting on African, Caribbean and Black ethnicity	2007	SG
English stakeholder meeting on African, Caribbean and Black ethnicity	2007	ONS
Ad hoc liaison with stakeholder organisations and experts	2004-08	SG/ GROS/ ONS/ WAG
<b>QUESTION TESTING</b>		
Scotland's 2006 census test (52,000 households)	2006	GROS
2006 census test follow-up survey	2006	GROS
Analysis of write-in responses on the 2006 census test	2007	SG
England & Wales 2007 census test (100,000 households)	2007	ONS
Cognitive question testing (waves one to four) – England <sup>2</sup>	2006-07	ONS
Cognitive question testing (two waves) – Scotland <sup>2</sup>	2007	SG
Cognitive question testing (two waves) on the Welsh census questionnaire (a version in the Welsh language) – Wales	2007-08	WAG
Cognitive question testing (one wave) with Somali respondents – Wales	2007	WAG

**Notes:** 1. ONS & WAG findings will not be available until their classification is finalised and published towards the end of the year. Therefore they cannot be provided in this report.

2. Cognitive question testing is a research technique used by survey designers to trial questions with members of the public to see if they are meaningful to respondents and function as intended.

## 4. Constraints for Classification Development

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4.1 The development of the classification has, in part, been restricted by a number of constraints. These preclude some options outright and limited the viability of others. The constraints are outlined below.

### *Specific census constraints*

4.2 **Question layout.** Completed census forms (from approximately two million households, including over five million people) must be scanned electronically before data can be analysed. The layout of the form and its appearance, are standardized across questions to maximise scanning efficiency. The appearance of the new classification adheres to the standard layout.

4.3 **Form space.** Space on the census form is limited, with strong competition for a variety of different questions. Scotland's 2011 Census will have 4 pages of individual questions per person (2 columns per page). GROS will give one full column to the ethnicity classification. This is more space than any other question, and more than in the 2001 Census. But it still limits the number of tick boxes which can be fitted into the classification. There is no space (in this or any other question) for notes to help the respondent understand the question, which must therefore be self-explanatory.

4.4 **UK harmonisation.** As detailed in paragraphs 2.9 to 2.13, UK census offices have agreed to adhere to the principle of UK harmonisation, where possible, so statistics can be produced for GB and the UK. However, a balance had to be struck between meeting the needs of UK harmonisation and also the specific circumstances of each UK country. For example, Scotland has a different ethnic profile and the findings of Scotland's evidence-base differed from the rest of the UK in some cases.

### *Survey and census constraints*

4.5 **Data outputs.** The classification must meet the main information needs of data users and users must be able to apply it in practice. The ethnic groups outputted from the classification must be meaningful and manageable (in number). In part, this determined the number of tick boxes which were included (now 21, previously 14). It

precludes an exhaustive list of ethnic groups or a single write-in box for respondents to self-identify in any way they wish.

**4.6 Single or multiple responses.** If only a single response to the question is allowed, information can be provided about 21 ethnic groups (plus write-in responses), which is a useable total and gives a fuller breakdown than the 14 groups provided for in the 2001 classification. If people were allowed to tick as many boxes as they wished, there would be hundreds, and possibly thousands, of different combinations which would be extremely difficult to output or use meaningfully. Multiple responses may cause people of the same ethnicity to identify using different categories. This makes it difficult to obtain a robust single count of each ethnic group (a key requirement of data users). This is considered in more detail in paragraphs 5.13 to 5.20.

**4.7 Small and disclosive numbers.** Official Statistics and the census must avoid very small numbers being published in a way which is disclosive (i.e. allows individuals to be identified, breaking the confidentiality of their data). Small numbers can also prevent robust cross-tabulations of the ethnicity question with other questions on the census (or in surveys), for example, ethnicity analysed by educational attainment or occupation etc (a key requirement of data users). Providing an exhaustive list of ethnic groups or allowing multiple ethnic group combinations to be outputted (from multiple responses), increases the likelihood of very small numbers in some of the data.

**4.8 Response errors.** The classification must try to minimise inaccurate responses or errors to ensure high quality data. Three main inaccuracies or errors are possible: multiple responses, not using the best or most appropriate category and crossing out an initial response then giving another response lower down the question. In such a long question such as this one, with several sub-sections, these errors can be reduced by labelling each sub-section (e.g. A 'White', B 'Asian' etc) and a prominent completion instruction to give a single response also helps (as detailed in section 5 on page 24 onwards). Previous testing by ONS also found that people with 'mixed or multiple ethnicities' are less likely to multi-tick or not notice their category if it is positioned near the top of the classification rather than at the bottom.

### ***Specific methodological constraints***

**4.9 Length of the classification.** To reflect the diversity of Scotland's ethnic profile, a lot of categories and tick boxes are needed. So the classification needs to be very long – much longer than most statistical classifications. Because of this, respondents need help (visual cues) to guide them through it. Without these cues, testing has shown that a significant proportion of respondents do not read the whole

question and fail to find the best response category for them (often using a less good category). So a visual cue is necessary. Labelling categories 'A' to 'E' was shown to be an effective visual cue to perform this methodological function (this is explained in more detail in paragraphs 5.21 to 5.27)

**4.10 Double banking.** As space on the census form is limited, some questions save space by positioning tick boxes side by side rather than in a longer list (called 'double banking'). It is recognised methodologically, that when tick boxes are double banked, some respondents are less likely to see (and so miss) the tick boxes to the right hand side. This is less problematic for questions where respondents make concrete responses, e.g. a 'yes' or 'no' as they will search for the appropriate response. However, this is less likely for questions where there is choice or many options. This applies to the ethnic group question and so double banking has been avoided.

### *User and stakeholder constraints*

**4.11 Historical comparability.** Consultation found that, in general, data users recognise the need for a modernised classification but require a degree of comparability with the previous classification. Users need to compare ethnicity data over time to monitor the effectiveness of their policies to promote equality and tackle discrimination. A balance had to be struck between this comparability requirement and ensuring that the classification reflects Scotland's current (and future) ethnic profile and that it is acceptable to people filling in the census (and other surveys or questionnaires).

**4.12 Consultation coverage.** The classification applies to all ethnic groups in Scotland, but equally it causes specific concerns for certain communities and stakeholders. A balance had to be struck between gathering a broad range of views about ethnicity (using large public consultations) and consulting specific organisations, users and stakeholders about their concerns (using seminars, correspondence, meetings etc). It was not possible for SG and GROS to consult every stakeholder in Scotland; however a very broad range of views were gathered and fed into the development of the classification.

**4.13 Balancing viewpoints.** Stakeholders and data providers expressed a wide variety of views about many aspects of ethnicity. Some of these views were polarised or opposing, for example the acceptability of colour terms (particularly 'Black') and classification of 'Sikh' and 'Jewish' as ethnic groups. Where views were opposing, it was sometimes necessary to adopt compromise positions as a way of moving forward. It was also necessary to consider all the points of view put forward (sometimes conflicting), whether or not these were expressed by many or few people, and to strike an appropriate balance.

## 5. The New Ethnicity Classification and Supporting Evidence

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5.1 This section sets out the new ethnicity classification and the evidence underpinning it. The question wording and completion instruction are detailed first, followed by the question categories and terminology. For each of these, a text box at the start of the sub-section summarises the key points about the new classification. Key findings from each piece of evidence are also set out, in more detail, at Annex C on page 58. The old and new classifications are shown on pages 26 and 28 respectively, together with some different versions tested during the review. Findings on national identity are summarised and the different versions tested so far are shown at Annex F on page 86. Some of the alternative approaches that were considered and tested are also explained, together with the evidence for why they have not been adopted. These include: a geographic classification with colour terms removed and inclusion of 'Sikh' and 'Jewish' as ethnic groups.

### *Changes to question wording and completion instruction*

#### *Question Wording and Completion Instruction*

- The existing (2001 Census) question wording, 'What is your ethnic group?' will be retained
- The existing completion instruction will be re-worded, removing the reference to 'culture'. The instruction will read 'Choose **ONE** section from A to E, then choose **ONE** box which **best describes** your ethnic group or background'.

#### *Question Completion and Category Labelling*

- The question will allow one response (tick) per person.
- Response categories will be labelled A to E (eg 'A White', 'B Asian' etc.)

### *Why consider the question wording and completion rules?*

5.2 Collecting ethnicity statistics is not straightforward because there is no consensus about what constitutes an 'ethnic group'. In part, this stems from the absence of any legal definition in race relations legislation. However research tends to show that 'ethnicity' means different things to different people, has a number of possible meanings which can depend on the context or situation, and evolves over time.

5.3 For these reasons, ethnicity questions on past UK censuses have not defined an 'ethnic group' in any rigid or substantive way, though in 2001 references were made, in the completion instruction, to 'cultural background' in England & Wales and Scotland (but not in Northern Ireland). Instead, they have focused on developing acceptable response options through a process of consultation and research, to ensure that respondents understand the question and complete it accurately and that the response options deliver the key information needed by data users.

5.4 The wording (and completion instruction) of an ethnic group question must strike a balance between being meaningful and acceptable to respondents, eliciting the information required by data users and ensuring high quality data is generated. The review investigated these issues using consultation and research (including question testing).

5.5 The ethnic group questions in past UK censuses were restricted to a single response (tick) per person. The possibility and implications of allowing multiple responses were considered during the review. In the 2001 Census in England & Wales and Scotland each of the categories in the question was labelled 'A' to 'E'. The review also explored the need for category labelling and people's views on this issue.

### ***What was tested and what were the findings?***

5.6 The review team developed the question wording and completion instruction, over time, using repeated cycles of evidence collection and assessment. Several versions of question wording and completion instruction were considered and tested (see pages 26 to 28). Towards the end of the review some of these were tested with members of the public from a range of ethnic groups. The findings are set out below.

### ***How did people define their ethnicity?***

5.7 Consultation and research found that for some people national identity was a dominant factor of their ethnic identity whilst for others it was, for example, country of birth, parents' birth place, country of residence, heritage, religion, race, language or community affiliation. For many it was a combination of several of these factors.

5.8 Often, there were differences of opinion about what constitutes 'ethnicity' among people from the same and different ethnic groups. What is clear is that no single concept was identified as *the* definitive component(s) of ethnic identity; it is multi-faceted, often subjective, and complex and does not lend itself to a standard definition which fits everybody.

**1. Scotland's 2001 Census**

What is your ethnic group?

- ◆ Choose **ONE** section from A to E, then ✓ the appropriate box to indicate your cultural background.

**A White**

- Scottish
- Other British
- Irish
- Any other White background, please write in


**B Mixed**

- Any Mixed background, please write in


**C Asian, Asian Scottish or Asian British**

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Any other Asian background, please write in


**D Black, Black Scottish or Black British**

- Caribbean
- African
- Any other Black background, please write in


**E Other ethnic background**

- Any other background, please write in


**2. Scotland's 2006 Census Test**

What is your ethnic group?

- ◆ ✓ one box which best describes your ethnic background or culture.

**European**

- Scottish  British
- English  Northern Irish
- Welsh  Irish
- Other, write in


**Multiple ethnic groups**

- Any multiple background, write in


**Asian**

- Pakistani  Chinese
- Indian  Bangladeshi
- Sikh  Other, write in


**Arab**

- Middle East  North African
- Other, write in


**African or Caribbean**

- North African  East African
- Southern African  West African
- Central African  Caribbean
- Other, write in


**Other ethnic group**

- Gypsy/Traveller  Jewish
- Other, write in






5.9 In the first wave of cognitive question testing, references to 'culture' and 'background' were removed from the completion instruction (see question 3, page 27) and respondents were asked simply to indicate their 'ethnic group'. Without these references, most respondents understood what was meant by the term 'ethnic group'. However, some did struggle with its meaning and suggested, instead, the term 'ethnic background'.

5.10 A reference to 'background' was then added back into the completion instruction in the second wave of cognitive question testing (see question 4, page 27) and respondents were asked to describe their 'ethnic group or background'. Participants generally understood the term 'ethnic group'. Some felt that the word 'background' had a different meaning to ethnic group; whilst others felt it aided their understanding of this term.

5.11 Few people saw 'culture' as a defining concept of their ethnic identity. When this reference was removed from the completion instruction, and tested, it did not appear to diminish people's understanding of the term 'ethnic group'. However, social and historical factors or events were considered, by some, to have a bearing on ethnic identity and its classification.

5.12 In summary, most respondents understood what is meant by the term 'ethnic group', without the need for further definition. Although no definition has been added, a reference to 'background' has been included in the completion instruction as this was found to aid understanding of what is meant by the term 'ethnic group' for some and many referred to it when self-defining their ethnicity. This was not true for references to 'culture' and this has been removed from the completion instruction.

### ***Should respondents be allowed to give a single response (tick) or multiple responses (ticks)?***

5.13 The 2001 Census ethnicity question allowed respondents to tick only one of 14 boxes to describe their ethnic group. During the consultation some people said that, if people were allowed to tick more than one box, it would enable them to describe their ethnicity more accurately – particularly if their ethnicity was multi-faceted.

5.14 The point was reinforced by the results of the 2006 census test because, although respondents were instructed to tick only one box, about 7 per cent (3,500) ticked more than one. That may mean that they had not read the completion instruction correctly – or that they felt that a multiple response gave a better description of their ethnicity.

5.15 There are benefits in allowing multiple responses. It would enable people with multi-faceted ethnicities to reflect this in their responses, in a way which they chose, rather than obliging them to fit into a preset categorisation. It would also remove the need for a separate 'Mixed or multiple' category. So the review team looked very carefully at the pros and cons of allowing multiple responses (ticks) instead of a single response (tick) and discussed these with the other UK census offices. These discussions, and further methodological work, clearly demonstrated that the disadvantages of this approach were significant and outweighed the benefits of self-expression – particularly in a survey like the census (which counts over five million people) or a survey by a large employer, which both produce a great deal of data.

5.16 The main disadvantages of multi-ticking were identified as:-

5.16.1 **It makes it more difficult to complete the form.** In 2006, the University of Kent carried out a small study to find out how people with a 'Mixed' ethnic identity describe and classify their ethnicity. Participants completed three versions of an ethnic group question: a write-in box, a series of 'Mixed' tick boxes and an option to multi-tick all applicable ethnic groups. The majority found the multi-tick version the most difficult to complete. Other work carried out by SG and GROS suggested that it would not be possible to distinguish between a genuine multiple response and certain response errors. For example, respondents might tick one option at the top of the question and then select a more appropriate later option (which they had not initially seen) without crossing out the earlier response – a particular risk when there are as many tick boxes as there are in the ethnicity question.

5.16.2 **It would make it more difficult to count the 'Mixed or Multiple' ethnic group.** This category is intended for people whose parents or grandparents are from different ethnic groups. But a multiple response option can be misinterpreted as inviting respondents to indicate both their current ethnicity and their distant ancestry many generations ago. This would not give data users the information they need: a measurement of current ethnicity (or fairly recent ethnic heritage) rather than distant ancestry.

5.16.3 **It would produce an unmanageable number of outputs.** If only a single response to the question is allowed, information is provided about 21 ethnic groups (plus write-in responses), which provides usable statistics. If people were allowed to tick as many boxes as they wished, there would be hundreds, and possibly thousands, of different combinations and the resulting statistics would be extremely difficult to publish or to use meaningfully.

**5.16.4 It risks obscuring the size of the main ethnic groups.** The ability to tick more than one box may cause people of the same ethnicity to identify using different categories, depending on their precise view of their ethnicity. While that has the advantage of allowing self-expression, it makes it difficult to obtain a robust single count of each main ethnic group in the population (a key requirement of data users). For example, people who ticked 'African' and 'Arab' would have to be included either in the 'African' or 'Arab' grouping for most outputs, and statisticians making that decision might not choose what the respondents regarded as their main ethnicity.

**5.16.5 It would make it more difficult to publish statistics about small areas.** One of the major strengths of the census in particular, is that it allows statistics to be published about very small geographical areas. But the census, and most other surveys, promise confidentiality. So great care is taken to avoid publishing results which allow individuals to be identified. The risk of this can increase if very small numbers are published – and if multiple ethnic group combinations were published (from multiple responses) there would be a greater risk of some combinations containing very small numbers. To avoid breaching confidentiality, such statistics could not be published – hampering users who want data about small areas, or want to cross-tabulate the answers from different questions (for example, ethnicity analysed by educational attainment and occupation).

**5.16.6 It would make comparison more difficult.** The 2001 Census permitted a single response only. If the 2011 Census permitted multiple responses, the results from the two censuses could not be compared, because the way people responded would have changed dramatically. If Scotland's census allowed multiple responses, but the censuses in the rest of the UK did not, it would also be impossible to produce ethnicity data for GB and the UK. The need for historical and cross-UK comparability is a key requirement of many data users.

**5.17** In 1998 and prior to the 2001 Census, ONS undertook cognitive question testing with 59 participants from 'non-White' ethnic groups on three different versions of an ethnic group question. **Version 1** had seven categories (thirty-one tick boxes) and asked for a single response. **Version 2** had five categories (twenty-three tick boxes) and asked for a single response and **Version 3** had two sub-questions. The first had 6 tick boxes and asked for a single response and the second had 13 tick boxes and asked respondents to give as many responses as they liked (multi-ticks).

5.18 Some respondents found the multiple response question problematic because they failed to notice the instruction to multi-tick and then found it difficult to choose between all the options listed. Some used the multi-tick question to indicate their ancestry as well as their parentage. Some were unsure if they should tick 'British' and 'African' for example and others opted to tick 'British' but didn't tick 'African' (to specify their ethnic heritage) for example. In the last instance this would have made responses difficult to compare to the 1991 Census for the 'African' groups. Sometimes, people from 'Mixed' backgrounds answered the multi-tick question based on feelings of 'affinity' rather than ethnicity or ethnic heritage i.e. they used one of the multiple ticks to indicate the country they were raised in even though they or their parents were not born there.

5.19 Respondents were asked to say which of the three versions of the questions they preferred. Respondents identifying as 'Asian' widely criticised the multi-tick version but this seems to stem from the fact that they failed to notice the instruction to multi-tick and then found it difficult to choose between the response options listed. Respondents identifying as 'African', 'Caribbean' or 'Black' and who said they preferred the multi-tick version said it gave them more choice and made the question more specific. However, very few actually did tick more than one response and often people of similar backgrounds gave very different answers. People of 'Mixed' ethnic backgrounds did not prefer the multi-tick version. They considered it lengthy and time consuming. Some also mentioned that they would find it difficult to know where to stop. However one or two respondents preferred it because of this flexibility.

5.20 So the SG and GROS has decided that a single response (tick) will be required, as in the 2001 Census. But the number of categories has been increased from 14 to 21, giving people a wider range of choice. And people with particularly complex ethnicities can use the write-in boxes (particularly under the 'Mixed or Multiple' category) to add to the richness of the data.

### ***What function does category labelling play and what do people think about it?***

5.21 A small number of people objected to each category in the (2001 Census) classification being labelled 'A' to 'E'. The position of the 'White' category (at the top of the classification) followed by the 'Mixed' category and the remaining ethnic categories, is seen by some to imply a white-dominated racial categorisation. The labelling of the categories from 'A' to 'E' is hierarchical and is seen by some to reinforce this.

5.22 Based on these views and since it was unclear what, if any function, this labelling performed, the review team removed it from the ethnicity question tested in the 2006 census test (see question 2,

page 26). However, the effect of removing category labels did not become apparent to the project team until cognitive question testing was conducted after the test. Cognitive testing allowed SG and GROS to specifically monitor and assess how individuals responded to a question with and without category labels.

5.23 At the start of wave one cognitive testing, the review team firstly tested an ethnic group question without category labels and then with labels added back in (see question 3, page 27). Without labels, it was evident that many respondents did not see (or realise) that the question has five sections. Instead, many thought that the question ended at the write-in box at the bottom of the first 'White' category. Many respondents wrote their answers here, only then realising that there were four additional response categories. Some went on to select a more appropriate category further down the list (crossing out their earlier response) but some did not. For these people the question was not functioning as intended, with people responding in error or using the least good category for them.

5.24 These findings were unexpected and the review team discussed them with the other UK census offices. It became clear that the classification presents a unique methodological challenge because it is unusually long for a survey question (the longest question on the census) and has more sections than most standard survey questions (in order to reflect the diversity of Scotland's ethnic profile). Respondents need help (visual cues) to guide them through the question and assist them to find the most appropriate response option.

5.25 The first visual cue tested cognitively was to indent each write-in box by one then two boxes (to try and visually distinguish each section of the question). This worked partially but many respondents still thought that the question ended at the first write-in box. The second visual cue tested was to label each category 'A' to 'E' and amend the completion instruction asking respondents to read sections A to E before responding. Most respondents seemed to understand the question with this layout and responded using an appropriate category. A very small number of those who took part in the question testing objected to the ordering of the sections but nobody objected to category labelling and most were content with the category ordering.

5.26 So categories have been labelled 'A' to 'E' as a visual cue to help respondents see that the question has five sections before they give a response. This will help respondents find the most appropriate response option for them, which in turn reduces the number of response errors and increases the quality of resultant data. For the same reasons, references to 'A to E' are included in the completion instruction. Most people involved in the question testing did not object to this category labelling or find it offensive.

5.27 The conclusion of this work was that, although some respondents may find the category labels 'A' to 'E' offensive because of their hierarchical nature, the use of the labels was the only effective way that could be found to ensure that people answer the question correctly – which is vital for data quality.

### *Why is it necessary to make the question and completion instructions stand out?*

5.28 A recognised methodological challenge for the design of self-completion survey questions is that respondents frequently do not notice or read questions and instructions before giving their response. As expected, this happened in cognitive question testing with some respondents. For example, some respondents did not realise they could only give a single response (tick) and instead gave multiple responses, whilst others did not realise there were five categories.

5.29 Within the constraints of question layout for the census, several changes have been introduced to the completion instructions, to make it more prominent. The instruction to select '**ONE**' category and choose '**ONE**' response in that category have been capitalised and emboldened. The instruction have been re-worded to ask respondents to choose the option which '**best describes** your ethnic group'. The words '**best describes**' have also been emboldened and are designed to convey to respondents that they are being asked to make a choice, because multiple responses are not permissible (see question 5, page 28).

5.30 In summary, the text of the completion instruction is capitalised and emboldened (in parts) to help increase the number of respondents who see it and read it. In this way, it is hoped that the instruction to give a single response will be followed (to minimise response errors) and that respondents understand that they are being asked to choose one response option which best describes their ethnicity.

5.31 However, it is inevitable that some respondents will not read the completion instruction and will go on to give multiple responses or respond using a category that is not the best one for them. Such responses will need to be cleaned and re-coded appropriately before they can be outputted as data (further information on this will be provided in the guidance accompanying this report and which will be published in Autumn 2008).

## *Changes to question categories and terminology*

### *'White' Category*

- New tick boxes will be added for 'English', 'Welsh', 'Northern Irish', 'British', 'Gypsy/Traveller' and 'Polish'.

### *'Mixed or Multiple' Category*

- The category heading will be re-worded from 'Mixed' (2001 Census) to 'Mixed or multiple ethnic groups'.
- The length of the write-in box will be increased & split over two rows.
- This category will be kept in the same place, in between the 'White' and 'Asian, Asian Scottish or Asian British' categories.

### *'Asian, Asian Scottish or Asian British' Category*

- The tick boxes in this category will be re-worded and re-ordered as follows:

'Pakistani, Pakistani Scottish or Pakistani British'

'Indian, Indian Scottish or Indian British'

'Bangladeshi, Bangladeshi Scottish or Bangladeshi British'

'Chinese, Chinese Scottish or Chinese British'.

### *'African, Caribbean or Black' Category*

- The category heading will be re-worded from 'Black, Black Scottish or Black British' (2001 Census) to 'African, Caribbean or Black'.
- A new tick box will be included for those who wish to identify as 'Black' and the tick boxes will be re-worded and ordered as follows:

'African, African Scottish or African British'

'Caribbean, Caribbean Scottish or Caribbean British'

'Black, Black Scottish or Black British' .

### *'Other Ethnic Group' Category*

- The category will be re-worded from 'Other ethnic background' (2001 Census) to 'Other ethnic group'.
- A new tick box will be added for 'Arab'.

### *'Other' Tick Boxes and Write-ins*

- Under the 'White' category, the 'Other White background' tick box (2001 Census) will be re-worded to 'Other white ethnic group'.
- The remaining 'Any Other....' tick boxes (2001 Census), will be re-worded to simply 'Other'.

## *Why consider the question categories and terminology?*

5.32 The main focus of the review was to consider what ethnic group categories and terminology should be used in the classification to meet the needs of data users and to reflect Scotland's current and future ethnic profile. It was important to ensure that the categories and terminology used are broadly acceptable to data providers and communities and that any changes do not have an adverse impact on respondents' ability to understand and use the classification or on the quality of the data it produces. It was also necessary to work with the other UK census offices to ensure that all UK classifications are harmonised, where necessary, but that they also meet the specific circumstances of each UK country.

## *What was tested and what were the findings?*

5.33 Between 2004 and 2008, SG and GROS developed and tested several versions of an ethnic group question using research, consultation and question testing (pages 26 to 28 show a selection of the main versions tested). The evidence was used to assess the effect of any changes to categories and terminology on their acceptability to data providers and stakeholders, the usefulness of the data and the quality of the data. The overall aims were to:

- Explore the possibility of removing inconsistency from the classification in terms of race, national identity (i.e. Scottish-ness, 'British-ness' etc) and geography.
- Consider whether concepts of race or colour are needed in the classification and whether this is acceptable to data providers and communities.
- Explore how the concepts of national identity and ethnic identity interact.
- Consider which ethnic groups may require a new or revised tick box and assess this against users' information needs.
- Devise terminology which is meaningful to respondents and is broadly acceptable to data providers and communities.
- Assess the impact of any changes to the classification on the quality and utility of resultant ethnicity data.
- Consider the operational impact that any changes to the classification would have for the census, Scottish Official Statistics (including surveys) and other organisations that may need to use the classification for the collection of ethnicity statistics.

## *How do national identity and ethnic identity interact?*

5.34 A person's sense of national identity is often closely related to their ethnicity. The two concepts are inter-related in this context. Therefore national identity had a significant bearing on how the proposed classification was developed and, of course, the decision to develop a separate national identity question for the census and relevant Scottish Official Statistics, where feasible. The main findings on national identity and its relationship to ethnicity are detailed below and are referenced throughout the remainder of this section.

5.35 Consultation and research found, repeatedly, that many UK-born people whose parents or grandparents were born outside the UK considered 'Scottish-ness' or 'British-ness' to be central aspects of their identity and often their ethnicity. This was particularly evident among people identifying as 'Asian' who were born in Scotland or had lived in Scotland for a long time. This was also true of some people identifying as 'African', 'Caribbean' and/or 'Black'.

5.36 With this in mind, a separate national identity question was devised to allow people to express this aspect of their identity fully – be that 'Scottish', 'British' or any other national identity - before they went on to specify their ethnic origin or heritage. The question was devised to allow people to express any national identity they wished, whether or not that was 'Scottish'. The first version was included in the 2006 census test (see question 2 in Annex F on page 86).

5.37 The majority of test respondents identified as 'Scottish' (76%) or 'British' (20%), with 2 per cent identifying a national identity outwith the UK or Republic of Ireland. Although the question allowed multiple responses, 90 per cent of respondents gave a single response.

5.38 At the same time as this, ONS were conducting cognitive testing of a similar question. Based on these findings, SG & GROS decided to test another version of the question cognitively (see question 3 in Annex F on page 86) to see if it was easier for respondents to understand.

5.39 Cognitive testing yielded some positive results but also highlighted issues for further consideration. For some the national identity question functioned as intended, for example they answered 'Scottish' here and 'Indian' on the ethnicity question. However some respondents said they wanted to identify their 'Scottish-ness' or 'British-ness' as part of their ethnicity, regardless of the national identity question. These people found it hard to separate their national identity and ethnicity.

5.40 It was clear that the national identity question worked well for some in allowing a separate expression of this aspect of their identity before they went on to express their ethnic origin or heritage. However it was also clear that the ethnicity classification should, where possible, factor in concepts of 'Scottish-ness' and 'British-ness' for those who find it more difficult to separate their national identity from their ethnicity.

## *Would a national identity question help measure ethnicity?*

5.41 Research and consultation found that many people identify as 'Scottish' or 'British' regardless of their ethnic origin or heritage, particularly those who were born in the UK (but whose parents or grandparents were not) or were not born in the UK but have resided here for a long time. It may be possible to avoid that confusion by separating out the concept of national identity and capturing it in a separate question altogether.

5.42 Two versions of a national identity question were tested (see Annex F on page 86) to allow people to express their national identity fully – be it 'Scottish', 'British' or any other national identity - before they identified their ethnic origin or heritage. It was hoped this would improve the quality of ethnicity data and aid self-expression. These questions were included in the 2006 census test or were tested cognitively. A similar approach was adopted across the UK.

5.43 The evidence suggests that the majority of people understood and did not object to the national identity questions. However the questions tested to date were shown to have some limitations. Some respondents interpreted national identity very widely and in different ways, taking it to mean country of birth, nationality/citizenship or countries they would like to live in, amongst other things. In part, this is due to the subjective nature of this concept but it may also reflect the question wording and response options used.

5.44 When the second re-worded question was tested (see question 3 on page 85), it was misinterpreted by some to mean affiliation to the Scottish National Party (SNP) government or as a test of loyalty to Scotland for which there was a 'right' answer (with a potential here to introduce bias into the data). Some respondents continued to want to express their national identity, particularly their 'Scottish-ness' or 'British-ness' on the ethnic group question itself (regardless of a preceding national identity question). Data users tended to recognise that a national identity question aids self-expression of increasingly complex identities but some were unable to identify a need for this information beyond that. An emerging policy interest around national identity was identified as it is a possible indicator of social cohesion and inclusion (among people from different ethnic backgrounds) and this was felt to merit further work to develop a robust question.

5.45 GROS, in partnership with SG, will continue to develop and test a national identity question to address these limitations, with the aim of making it available in Autumn 2008. The national identity questions shown at Annex F, are test versions only and do not represent the final version that will be used in the census or otherwise. The final version of the question, could be subject to substantial change to address some of the known limitations. This question will be recommended for next census (subject to Parliamentary approval) and will be included in

relevant Scottish Official Statistics, where it is feasible to do so. ONS (and WAG) are likely to adopt a national identity question for the England & Wales census. GROS will continue to liaise with ONS (and WAG) when developing the national identity question. As stated previously, it is not possible to show ONS's findings on national identity in this report as ONS will not be reporting these until Winter 2008, when its testing programme will be complete.

5.46 Alongside the work to develop a satisfactory national identity question, references to 'Scottish' and 'British' have been included in the new ethnicity classification, in response to those consulted who wanted to identify their 'Scottish-ness' etc as part of ethnicity (whether or not a separate national identity question is asked). This approach has the additional benefit of allowing the ethnicity classification to function very effectively on its own (to provide users with the information they require) in those instances where it is not possible for users to ask a separate national identity question when collecting ethnicity statistics.

### *Is it acceptable to use colour to describe ethnicity?*

5.47 The most complex and contentious issue (and one which led to the review) is the acceptability of using colour terms (particularly the term 'Black') to describe ethnicity. The review team gave a particular focus to the exploration of this issue using consultation (both formal and with stakeholders), research (in-depth interviews and focus groups) and question testing. This has been an important issue for all UK census classifications and other UK census offices adopted a similar approach.

5.48 The review team aimed to find out if it is acceptable to use colour terms to describe ethnicity and whether the inclusion of colour terms in an ethnicity classification serves a legitimate purpose for data users. They also tested classifications with and without colour terms (see question 1 to 5 on pages 26 to 28) and examined the effect of this on the quality of responses and resultant data. Findings are detailed below.

5.49 Consultation, research and question testing demonstrated, repeatedly, that there are opposing views on the acceptability of colour terms as ethnicity descriptors. Some people are in favour of them, whilst others are opposed to them. This was particularly the case regarding use of the term 'Black' to describe people with 'African' or 'Caribbean' ethnicities. People from both these ethnic groups expressed opposite views, with opposition to the term 'Black' tending to be stronger among people of 'African' ethnicity. Relatively few people expressed a view just on the use of the term 'White': most were opposed to the use of any colour terms.

5.50 Those opposed to the term 'Black' gave a range of reasons for this. Some said that skin colour refers to race and that this is separate from ethnicity. Others argued that racial terms such as 'Black' and 'White' are socially constructed concepts with no objective reality or validity.

5.51 Some people expressed concern that colour terms were used inconsistently in the classification in the 2001 Census i.e. the 'White' and 'Black' categories referred to colour terms but the remaining categories (e.g. 'Asian') did not. This was seen by some as an unequal and divisive approach to ethnicity classification. The positioning of the 'White' category at the top of the classification, followed by 'non-White' categories, was seen by some to imply a white-dominated racial categorisation.

5.52 Those in favour of retaining the term 'Black' gave a range of reasons for this. Some believed that the term 'Black' was an accurate description of their skin colour or the culture or music they affiliate with. In this way, they felt that they would wish to use the term 'Black' to describe their ethnicity and they did not see it as relating solely to their race.

5.53 A range of people said they were proud to be 'Black' and so wanted the option to identify in that way. Some people born in the UK said they identified as 'Black', 'Black Scottish' or 'Black British' because they had never lived in or visited Africa or the Caribbean. Others felt that people should be given a choice to identify as 'Black' or 'White' if they wished but that this should not be imposed on anyone. Some people expressed a wish to identify as both 'Black' and 'African' or 'Black' and 'Caribbean'.

### ***What purpose do colour terms play in an ethnicity classification?***

5.54 In consultation, data users were asked if they need colour terms to be included in the classification. Many asked for colour terms to be retained, in order for the classification to provide data on visible ethnic groups. This would allow them to monitor and tackle discrimination and inequality on the grounds of visible difference (particularly skin colour, which is known to be a key trigger of discrimination). Some added that this would be essential for them in order to meet the statutory requirements of race relations legislation. However, some data users did not believe that colour terms are required in the classification to meet their statutory requirements, nor did they say they needed to measure visible ethnic difference.

5.55 A key requirement of data users is that the new classification should, at some level, be comparable with the old classification. This would enable them to produce ethnicity data over time in order to monitor the impact of policies to tackle discrimination and inequality. However, data users also recognised that the classification would benefit from modernisation. Some, but not all, data users consulted felt that a new classification without colour terms would be too different from the existing classification to allow comparability to be maintained at the level they required.

## *What effect would removing colour terms from the classification have on quality of responses and data?*

5.56 One of the main criticisms of the 2001 census classification was its inconsistent use of colour and geography. For example the 'Black, Black Scottish or Black British' category used colour terms *and* geography but the 'Asian, Asian Scottish or Asian British' category used only geography. The review team responded by devising a revised version of the classification with colour labels removed and based on consistent geography (with the exception of an 'Arab' category). The 'White' category was replaced with a 'European' category and the 'Black, Black Scottish or Black British' category with an 'African or Caribbean' category (see question 2, page 26). A separate national identity question was asked before the ethnic group question where respondents could express their 'Scottish-ness', 'British-ness' etc (see question 2, Annex F on page 86). These questions were included in Scotland's 2006 census test (with approximately 50,000 Scottish households). This was developed at an early stage in the review, before the full range of evidence on the acceptability and user need for colour terms had been collected and assessed.

5.57 Analysis of the test results revealed that removing colour and national identity from the classification has a number of adverse effects on response quality and data quality. These are outlined in brief below and are discussed in the remainder of this section of the report.

5.58 Some 'Asian Scottish' or 'Asian British' respondents ticked 'Scottish' or 'British' on the national identity question and then ticked 'European: Scottish' or 'European: British' on the ethnic group question. In effect their 'Asian' ethnic heritage disappeared and became invisible in the data. However data users need this information to tackle discrimination and inequality and to deliver services.

5.59 The 'White' category was replaced with 'European'. This seemed to encourage some respondents - born in Scotland (or long term residents) or in Europe - to use this category over a more appropriate one, for example those with an 'Asian' ethnic origin. Others seem to have identified distant 'European' ancestry rather than their more recent ethnic heritage or origin. These response patterns became apparent from an analysis of responses given in the 'European: Other' write-in box. Of the top twenty most frequent write-in responses given here, nine were 'non-European' ethnicities, the most common of which were 'Asian', 'African', 'Australian' and 'American' ethnicities.

5.60 This meant that the 'European' category did not always allow data to be collected that users require. If this happened on the census (or a survey), these respondents would need to be identified and re-grouped (where possible) before their responses could be outputted as ethnicity data. This is time and resource intensive and increases the risk of data errors. Additionally it would not be possible, for some respondents, to identify where this had occurred, for example those who ticked 'Scottish'

rather than those who wrote in 'North American' etc. It is incumbent on SG and GROS to devise a classification which maximises data quality (and usefulness) before it is processed for outputting.

5.61 Testing a question without colour terms prompted some people who felt strongly that colour terms should be retained to contact the review team. These views were explored further and it was found that views on the acceptability and need for a colour-based classification are polarised, among both data providers and data users. Some are in favour of retaining colour terms whilst some are opposed and others are ambivalent to their inclusion.

5.62 Given the issues outlined above, a decision was taken to re-introduce the terms 'White' and 'Black' into the classification. However, it was decided to re-introduce (and test) the 'Black' term in a different way from the last census, to try and achieve a compromise between the opposite views of some data users and data providers (see question 3, page 27). This is discussed in more detail below.

5.63 A robust classification should try to minimise people from the same ethnic group identifying using different categories, in order to derive as robust a count of that group as possible. Many data users requested that the new classification be comparable with (though not necessarily identical to) the previous classification, so that they can monitor ethnicity trends over time. Removal of colour labels would prevent this.

5.64 These findings show some of the difficulties which arise when attempts are made to remove inconsistency, by classifying all ethnic groups in a standardised way. Different ethnic groups identify using different terminologies and based on different histories. In some cases, they experience different inequalities and types of discrimination which the classification must make visible in the statistics to allow these to be tackled. Consistency has been added when this did not compromise data quality (for example the addition of the term 'Scottish' and 'British' throughout the classification). However, SG and GROS have not imposed the terminology of one ethnic group on another in an effort to remove inconsistency, particularly where this would diminish data quality.

### ***Why are the categories and tick boxes in this order?***

5.65 Categories and tick boxes are not listed alphabetically. In general, their ordering is based on population size in Scotland (with larger groups appearing higher up the list) or in order to maximise the quality of responses by reducing response 'errors' (i.e. a methodological reason). In some instances another factor, specific to a category or tick box,

was taken into account. Examples of these ordering principles are provided below.

5.66 Based on population size the 'White' category is listed first; followed by 'Asian, Asian Scottish, Asian British', then the 'African, Caribbean or Black' category and 'Other Ethnic Group' listed last. Similarly the 'Scottish' tick box is placed at the top of the 'White' category and the 'African' tick box at the top of the 'African, Caribbean or Black' category etc. according to population size.

5.67 Testing across the UK has shown that respondents have a tendency to only read down the classification as far as the first tick box they find suitable. So the ordering of categories and tick boxes makes a difference to the responses given. The 'Mixed or Multiple' category is positioned near the top of the classification, after the 'White' category. This is because question testing showed that these respondents were likely to miss this category if it was placed at the bottom of the classification (since they had responded using one or more of the tick boxes higher up the classification).

5.68 Additionally, the positioning of the 'Polish' tick box before the 'Any other white ethnic group' write-in box is to signpost that respondents from other countries which joined the EU since 2003 should give their response here. The 'British' tick box is positioned after the UK tick boxes to encourage respondents to tick these, since data users are more interested in counts of specific UK groups than a count of 'British'.

5.69 There are several tick boxes which are positioned for another reason. The 'Chinese' tick box is positioned at the bottom of the 'Asian, Asian Scottish or Asian British' category for continuity with the 2001 Census (these respondents are used to seeing it here) and since it is less connected culturally and historically to Pakistan, India or Bangladesh. The 'Black, Black Scottish or Black British' tick box sits at the bottom of the 'African, Caribbean or Black' category because, as a new tick box, the size of this population is unknown.

5.70 SG and GROS also discussed category and tick box ordering with the other UK census offices to ensure that, where possible, they are harmonised across UK classifications but also meet the specific circumstances of each UK country (i.e. the different size of ethnic group populations across the UK).

### ***Changes to the 'White' category***

5.71 A variety of changes have been developed and tested for the 'White' category. It has been expanded to include new tick boxes for 'English', 'Welsh', 'Northern Irish' and 'British' (see question 5, page 28). Previously, only 'Scottish', 'Other British' and 'Irish' tick boxes were listed.

5.72 Research suggests that the 'British' identity is declining in England and Scotland and that people are increasingly identifying as 'Scottish' or 'English' rather than 'British'. For example, the New British Social Attitudes Survey (2007)<sup>13</sup> found that in 1974 three in ten people (31%) in Scotland said they were 'British' and now half this proportion (14%) do so. The proportion choosing 'Scottish' has gone up from 65 per cent to 78 per cent. The findings were similar for England.

5.73 However, question testing by SG and GROS shows that a fair proportion of Scottish residents continue to identify as 'British' when given the option. For example on the 2006 census test, 20 per cent of respondents identified as 'British' on the national identity question and 9 per cent identified as 'European: British' on the ethnic group question (it should be noted that the sampling used for the census test means these proportions are not representative of the population as a whole - see Annex C on page 58, paragraph 59).

5.74 In this way, the new UK tick boxes allow those with 'White' ethnicities to identify as 'Scottish', 'English', 'Welsh' etc, but do not force people to identify in this way by providing a separate 'British' tick box. Given that research suggests a continuing, long-term trend away from the 'British' identity, these changes should mean that the classification will become increasingly relevant in future years and when the next census takes place in 2011.

5.75 SG and GROS research found that some data users wanted all 'British' nationalities to be included in the classification, with some users reporting that sub-UK tick boxes would better help them meet their data needs. Some stakeholders and data users reported that the UK tick boxes could potentially enable them to use the classification to monitor statistically, for the first time, the level of anti-English discrimination occurring in Scotland, for instance if the classification was used in a crime survey or to collect statistics on crime

5.76 Cognitive testing found that almost all respondents were comfortable with a 'White' category heading. The few who objected to it, objected to all colour terms in the classification. Some respondents found it difficult to choose between the 'Scottish' or 'British' tick box but this did not prevent them making a choice.

5.77 A new 'Polish' tick box has been included in the 'White' category. The review team undertook consultation and research to find out what information is required by data users on people who have recently migrated from central or Eastern Europe and how these people classify their ethnicity. The available sources of data were Accession Monitoring Reports<sup>14</sup> produced by the Home Office, analysis of the 2001 Census and 2006 census test, consultations with data users and cognitive testing.

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<sup>13</sup> [British Social Attitudes Survey – Press Release \(January 2007\)](#)

<sup>14</sup> [Home Office Accession Monitoring Reports](#)

5.78 Home Office statistics show that since May 2004, around 70 per cent of migrants from the first Accession countries (A8) to Scotland were 'Polish' nationals. Responses given on the 2006 census test show that, in general, people from these countries used national identity, nationality or country of birth to describe their ethnicity i.e. 'Poland'/'Polish', rather than the term 'Eastern European'.

5.79 Data users consistently reported a strong demand for information on recent migrants from A8 countries. Many believed that this information could be best captured on the census using a number of questions including ethnic group. Repeatedly, users said they needed information on recent A8 migrants for language and housing provision and to monitor discrimination. The need for this information is particularly strong because there is a lack of reliable, alternative sources of statistics at Scotland and sub-Scotland level.

5.80 The next census will include a set of questions aimed to capture information specifically on migration. Final decisions have not yet been made, but questions currently proposed for 2011 include: country of birth, month and year of entry to the UK, citizenship (i.e. passport entitlement) and usual address one year ago. The ethnic group question and a new language question can be added to this question set to provide data users with the kind of migration information they identified above.

5.81 The new 'Polish' tick box was tested cognitively by the review team (see question 4, page 27). 'Polish' respondents were content with this tick box, though some respondents from other areas of Central and Eastern Europe thought it was unfair to single out 'Polish' in this way. Whilst A8 nationals have migrated to Scotland from a total of eight countries, there is not sufficient space on the census form to include a separate tick box for each of the groups.

5.82 It was decided to test a 'Polish' tick box only because this is by far the largest A8 group resident in Scotland and since a broader 'Eastern European' tick box would not meet users' specific information needs. Allied to this, an analysis of verbatim responses given on the census test shows that people from these groups do not identify their ethnicity using the term 'Eastern European'. As such they may find this term offensive or unmeaningful.

5.83 The 'Polish' tick box is positioned above the 'Any other white ethnic group' write-in box to signpost to respondents from other A8 countries that they should provide their response here. Following the 2011 Census, GROS has agreed to output counts of these groups (subject to data quality and disclosure rules) in order to meet the information requirements of data users.

5.84 A new 'Gypsy/Traveller' tick box has been included in the 'White' category. This was developed and tested because there is a very strong requirement for information on this group among data users. This is because there are few robust counts of this group (at national and local

level) even though they are known to experience high levels of discrimination, deprivation and inequality.

5.85 The term 'Gypsy/Traveller' is the official term used by the SG following consultation with these communities. As with some of the other terms used in the classification, 'Gypsy/Traveller' is an umbrella term used to describe a number of different ethnic groups.

5.86 Because this is a small group in the general population, it is necessary to use an umbrella term (as opposed to more specific tick boxes for the individual groups) to avoid small numbers and the difficulties this creates for useful analysis of results. Overall, the tick box has been welcomed by data users and stakeholders but some felt that 'Gypsies' and 'Travellers' are two distinct groups who should not therefore be joined together using a single term.

5.87 A decision was taken to position the tick box under the 'White' category, rather than the 'Other ethnic group' category. Some stakeholders advised this, however, the main reason was to ensure that these respondents did not tick a box under the 'White' category (such as 'Scottish') at the top of the classification causing them not to respond using a 'Gypsy/Traveller' tick box at the bottom of the classification. Therefore its positioning under the 'White' category is designed to maximise response rates and the quality of data for this group.

5.88 Some data users said that the term 'Gypsy/Traveller' may not be adequate for people wanting to identify as 'Roma' or 'Romany', many of whom are known to have migrated to Scotland recently. This group is known to face high levels of discrimination and so data users are keen for specific information on this group. As this is a very small group in the general population and the available space on the census form is limited, it is not possible to provide a separate tick box for this group.

5.89 Respondents identifying as 'Roma' or 'Romany' may tick the 'Gypsy/Traveller' tick box or they may write-in their ethnicity in one of the 'Other' write in boxes. It may be possible to distinguish between 'Roma' and 'Gypsy/Traveller' on the census by analysing the results of the ethnicity question together with the country of birth question. Given this, GROS may be able to produce a count of this group (subject to data quality and non-disclosive data) in order to meet the information requirements of data users. If this is not possible, it may be necessary for data users to conduct specific research or a survey, at a local level, to gather information on this group.

### ***Changes to the 'Mixed or multiple ethnic groups' category***

5.90 Early on in the review, research and consultation by the review team found that people's views on the acceptability of the term 'Mixed ethnic group' were opposing. Some are in favour of it, whilst others are

not. The term 'Multiple' was suggested as an alternative by those not in favour of the term 'Mixed'. For the 2006 census test, the review team re-termed the existing 'Mixed ethnic group' category to 'Multiple ethnic groups' (see question 2, page 26). Subsequent consultation revealed that some people were confused by the term 'Multiple'. In part, this was because the term 'Mixed' has become the accepted term which some people from these ethnic groups identify with, expect to see and understand.

5.91 A further term was therefore devised: 'Mixed or multiple ethnic groups' (see question 3, page 27) and this was tested cognitively. Use of the word 'Mixed' continued to be viewed unfavourably by several respondents, who said it could be offensive. Others favoured the word 'Multiple' instead. Some respondents said they were unfamiliar with the term 'Multiple' and that the word 'Mixed' should appear next to it, to explain its meaning. Following testing, the contracted researchers suggested that the term 'Mixed or multiple ethnic groups' could be used for the time being and as people become familiar with the word 'Multiple' it may be possible to phase out the word 'Mixed'.

5.92 Cognitive testing also revealed that there was some confusion about who should be included in the 'Mixed or multiple ethnic groups' category. In part, this was due to its position after the 'White' category and before the remaining categories. However it was also due to use of the terms (used in the 'Asian' and 'African, Caribbean or Black' categories) 'Indian Scottish' and 'Caribbean Scottish' etc. To some people these looked like 'Mixed or multiple' ethnicities.

5.93 The researchers suggested adding a definition of this group and repositioning the category at the bottom of the classification. However, as discussed previously, the position of this category is to maximise response rates and minimise response errors. Equally, a constraint of the census is that the meaning of the questions should be self-evident because definitions require additional space on the census form and this space is restricted for each question on the census.

5.94 Cognitive testing also revealed that the single write-in box in this category was too short to allow respondents to write-in more than one ethnicity. Two write-in boxes are provided on the new classification (see question 5, page 28). This provides more space and the dual write-in box also signifies, visually, that more than one ethnicity should be entered here.

### ***Changes to the 'Asian, Asian Scottish or Asian British' category***

5.95 All the 'Asian' tick boxes have been re-worded and re-ordered. References to 'Scottish' and 'British' are included against each tick box, for example, 'Bangladeshi, Bangladeshi Scottish or Bangladeshi British'.

As previously explained, tick boxes have been re-ordered, in part, to reflect the population size of these ethnic groups in Scotland.

5.96 Until the later stages of the review, the wording of the 'Asian' tick boxes remained largely unchanged because research and consultation found that, in general, people accepted this category and they did not seek to changes to it. In part, these changes to the new 'Asian' category were made because some 'Asian' respondents said that their 'Scottish-ness' was an important facet of the ethnic identity *as well as* their national identity. If data users are not able to ask a national identity question, for example due to space on their surveys or operational constraints, the ethnicity classification will continue to reflect many people's sense of 'Scottish' and 'British' national identity when it is used as a standalone question.

5.97 As detailed earlier, it is clear that many UK-born people of 'Asian' ethnic heritage, feel that their 'Scottish-ness' or 'British-ness' is an important facet of their ethnicity. However, data users require information on people's ethnic heritage in order to tackle discrimination and inequality and deliver services effectively to different ethnic groups. As with the other categories, these changes required a balance to be struck between self-expression on the one hand and users' data needs on the other, when developing the 'Asian' category.

5.98 As detailed in paragraphs 5.34 to 5.46, a separate national identity question is currently being developed for the census and the SG's key surveys. When tested, previous version of the question did not always function as intended. In part, this was because some respondents saw their national identity as part of their ethnicity. This was particularly evident for some 'Asian' people. Given, this, the review team had to consider some way of capturing 'Scottish-ness' and 'British-ness' within the ethnic group question, regardless of whether or not a separate national identity question was asked.

5.99 The first wave of cognitive testing also found that, whilst the majority of 'Asian' respondents felt the existing category and tick boxes to be adequate (see question 3, page 27), they said that the tickboxes could be improved by adding references to 'Scottish' and 'British', for example, 'Pakistani' becoming 'Pakistani, Pakistani Scottish or Pakistani British'. This was also seen to mirror the tick boxes under the 'African, Caribbean or Black' category. The researchers also suggested that this change was even more advisable in the event that a national identity question was not asked.

5.100 These changes were introduced and tested in the second wave of cognitive testing (see question 4, page 27). On the whole they were positively received by 'Asian' respondents, who felt that including references to Scotland and Britain was important for those 'Asians' who were born in the UK or who had lived here a long time but were born elsewhere. They understood the meaning of 'Indian Scottish', 'Bangladeshi British', 'Pakistani Scottish' etc as someone born in the UK

whose parents were from Indian, Bangladesh or Pakistan or who has one 'Asian' and one 'Scottish' parent.

5.101 The researchers suggested retaining the new wording. By including a national identity question in the census and relevant Scottish Official Statistics (where feasible), all 'Asian' respondents will be able to specifically identify their national identity fully - be it 'Scottish', 'British' or any other national identity – on this question before they are asked to specify their ethnic origin or heritage.

### *Changes to the 'African, Caribbean or Black' category*

5.102 The previous 'Black, Black Scottish or Black British' category has been re-worded to 'African, Caribbean or Black' and a new tick box has been added for 'Black, Black Scottish or Black British'. References to 'Scottish' and 'British' have been included in the remaining tick boxes i.e. 'African, African Scottish or African British' and 'Caribbean, Caribbean Scottish or Caribbean British'.

5.103 These changes have been introduced in order to accommodate (as far as possible) the opposing views which were expressed in consultation and research on the acceptability and user need for colour terms to describe ethnicity (as detailed above). References to 'Scottish' and 'British' have been introduced for the same reasons as their introduction to the 'Asian' category.

5.104 The compromise position adopted by the review team is to provide respondents with the option to identify as 'Black' should they wish but not to impose this on other people who want to identify as 'African' or 'Caribbean'. This was not possible on the previous classification. As a compromise, these changes do have a number of limitations on data quality and not everybody is likely to agree with them.

5.105 Cognitive testing found that some 'African' and 'Caribbean' respondents were confused by having a separate 'Black' tick box, in that they were unsure who this was meant for. Some wanted to identify using two tick boxes such as 'African' and 'Black' for example, but realising that only a single response is permitted, the majority of those involved in the testing chose to tick 'African' or 'Caribbean' rather than 'Black'. A few respondents objected to the term 'Black'.

5.106 References to 'Scottish' and 'British' were introduced into each tick box under the 'African, Caribbean or Black' category (see question 3, page 27) for the same reasons as the 'Asian' category. In cognitive testing, most respondents from the 'African, Caribbean or Black' group welcomed this change, but some believed that there should be three separate tick boxes for 'African', 'African Scottish' and 'African British' etc. However, in order to accommodate this, the category would have to extend to ten tick boxes rather than four and this is not possible due to space constraints on the census (and other surveys). By including a

national identity question on the census and relevant Scottish Official Statistics (where feasible), all 'African', 'Caribbean' and/or 'Black' respondents will be able to express their national identity fully – be it 'Scottish', 'British' or any other national identity - on this question before they are asked to specify their ethnic origin or heritage.

### *Changes to the 'Other Ethnic Group' category*

5.107 A new tick box for 'Arab' has been included in the 'Other Ethnic Group' category. In the 2001 Census, people identifying as 'Arab' did not have a tick box but they were the largest group (1,959) to write-in their ethnicity. Since this is a sizeable ethnic group and one which is likely to have grown since 2001, a decision was taken to include a new tick box for this group.

5.108 In addition, consultation showed that data users expressed a need for information on this group. Yet it is difficult for them to obtain a robust count using the 2001 classification because 'Arab' respondents wrote in their responses across all five ethnic group categories (probably due to the wide geographic spread of 'Arabic' countries).

5.109 The need for information on this group is also heightened because they are known to have experienced greater discrimination since the terrorist attacks in the USA on 11 September 2001, in London on 7 July 2005 and at Glasgow International Airport on 30 June 2007. The number of 'Arab' people living in Scotland has increased in recent years both prior to, and since, the war in Iraq and this group may have distinct service needs.

5.110 The terminology for this tick box was decided based on consultation with stakeholders and by analysing the write-in responses of people identifying as 'Arab' on the 2001 Census. Stakeholders said the term 'Arab' was more acceptable, accurate and useful than the term 'Middle Eastern' (which refers to a political geography). Analysis of write-in responses on the last census also bears this out to some extent, as people were far less likely to describe themselves as 'Middle Eastern' than as 'Arab'.

5.111 A decision was taken to term the tick box 'Arab' rather than 'Arab, Arab Scottish or Arab British' (as with some of the other tick boxes). Analysis of the write-in responses on the 2001 Census results showed that the majority of 'Arab' people did not identify as 'Arab Scottish' or 'Arab British' and those who did tended to give their response in the 'Mixed ethnic group' category. In the main, however, people tended to self-identify as 'Arab' or 'Arabic' or as 'Arab Syrian', 'Saudi Arab', 'Arab Iraq' for example. By including a national identity question on the census and relevant Scottish Official Statistics (where feasible), all 'Arab' respondents will be able to express their national identity fully – be it 'Scottish', 'British' or any other national identity - on this question before they are asked to specify their ethnic origin or heritage.

5.112 Earlier on in the review, stakeholders recommended that a 'Middle East' and 'North African' tick box be included under an 'Arab' category and this was included in the 2006 census test (see question 2, page 26). This formulation was also in line with the geographic re-configuration of the ethnic group question at this stage. However further consultation with stakeholders revealed that a single 'Arab' tick box should be sufficient to capture the information required rather than a separate category. Given the constraints of space on the census form, the review team came to a decision to include one tick box only.

### *Did you test tick boxes for any other ethnic groups?*

5.113 Although 'Sikh' and 'Jewish' will be included as specific groups in the census question on religion, some stakeholders from both communities asked for 'Sikh' and 'Jewish' to also be classified as ethnic groups, as they face discrimination regardless of whether they practice their religion. They also pointed out that they are recognised as ethnic groups following judicial interpretation of race relations legislation.

5.114 The review team tested 'Sikh' and 'Jewish' tick boxes in the 2006 census test and did additional testing with members of the 'Sikh' and 'Jewish' public (see questions 2, 3 and 4 on pages 26 to 27).

5.115 On balance, the evidence does not support the inclusion of 'Sikh' and 'Jewish' in the new classification, for several reasons. When the question was tested with a small number of 'Sikh' and 'Jewish' members of the public they were confused by inclusion of these tick boxes, which they saw as religions not ethnicities. They found it hard to choose between the 'Sikh' or 'Indian' tick box and the 'Jewish' or 'Scottish' tick box, often ticking both in error. Census questions must be answered without detailed instructions, by the entire Scottish population, so questions must aim to be easy to answer and avoid causing confusion where possible.

5.116 If people choose 'Indian' over 'Sikh', 'Scottish' over 'Jewish' and vice versa, all four populations are undercounted. Since a large number of 'Sikhs' are 'Indian' and a large number of 'Jewish' people are 'Scottish' this may produce substantial undercounts for the smaller 'Indian', 'Sikh' and 'Jewish' groups (but would have a lesser effect on the larger 'Scottish' group). Undercounts cannot accurately inform resource allocation, discrimination monitoring or service provision. Some 'Sikh' stakeholders are opposed to 'Sikhism' being classified as an ethnicity as they argue that the faith was founded as a universal religion, inclusive and open to all ethnic groups.

5.117 None of the data users consulted identified specific needs for information on 'Sikh' and 'Jewish' ethnicity, and some were confused by its inclusion in the census ethnic group question rather than the census

religion question. However, this may be because data users would be able to gather information on 'Sikh' and 'Jewish' groups from the census religion question.

5.118 While these groups have not been included in the classification, they are known to face discrimination, which must be monitored. In the guidance which will follow this report in Autumn 2008, SG will recommend that organisations consider asking both a religion and ethnicity question when collecting ethnicity statistics, even though collecting statistics on religion is not currently a statutory requirement for public authorities (as is the case for ethnicity). The main SG official surveys will ask both questions as will the 2011 Census.

5.119 This would facilitate self-expression but would also allow data users to cross-tabulate the religion, ethnic group and other survey questions to produce rich analysis of any different outcomes for these groups. If they wish to, 'Jewish' people can identify as 'Jewish' ethnicity in the write-in boxes provided on the classification. The same is true for those who wish to identify as ethnically 'Sikh'. The write-in boxes provide this flexibility. It has been recommended to GROS, that they output statistics on the number of people who write-in 'Sikh' and 'Jewish' (subject to sufficient numbers to avoid disclosure).

### ***What are the limitations of the new classification?***

5.120 Whilst the new classification has been adopted to ensure that the question wording and completion instruction is meaningful and acceptable to respondents and produces high quality data to meet the main information needs of data users, there are clearly a number of limitations.

5.121 In the 'White' category, some respondents may find it difficult to choose between tick boxes where they have a choice, for example the 'Scottish' tick box and the 'British' tick box or the 'Scottish' tick box and the 'Gypsy/Traveller' tick box. This is a matter of personal preference on the part of the respondent and they may have less difficulty in making this choice when a preceding national identity question is asked. However, because people of the same ethnic group might tick different boxes, this might produce a slight undercount of each group. This is most likely to affect the 'British' population count since it is known that the 'British' identity is declining. Because respondents have a choice they may be more likely to multi-tick (in error), if they don't notice the instruction to provide a single response only.

5.122 Although the new classification gives respondents the choice to identify as 'Black' or not, some of those who object to colour terms may continue to object to this formulation and may elect not to answer an ethnic group question using this classification. There may also be objection to the fact that colour is not used consistently across the ethnic group categories. Again some people may choose not to answer the

question on this basis. If this were to happen, it would produce an undercount of the 'African', 'Caribbean' and 'Black' communities. This would have an adverse impact because the census is used to deliver services and allocate resources to these communities, as well as to tackle discrimination and inequality.

5.123 Some people may use the 'Black' tick box to identify as 'Black' in a political way rather than ethnically i.e. interpret the 'Black' tick box to mean all minority ethnic groups. Based on the review's findings, the likelihood of this occurring is fairly small, however it would incorrectly increase the 'Black, Black Scottish or Black British' population count.

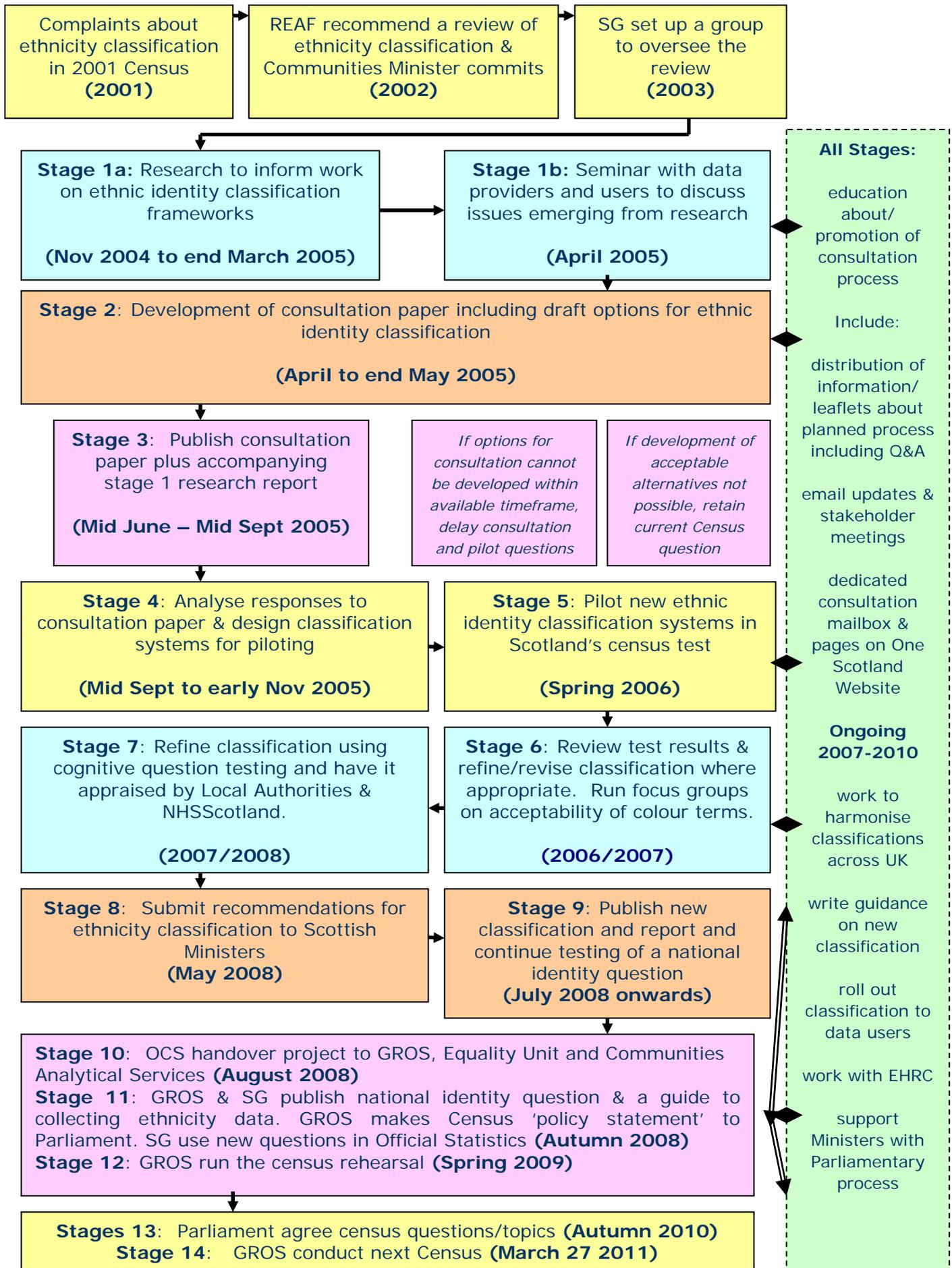
5.124 People of 'African' and 'Caribbean' ethnicity have the option to identify as 'Black' if they wish. Where this happens, this will produce a slight undercount of the 'African' and 'Caribbean' populations at tick box level, however the population count for the overall 'African, Caribbean or Black' category will not be undercounted. Yet this had to be balanced, against the need to ensure that the classification makes provision for people to identify as 'Black' if they wish (which was expressed clearly in the evidence base).

5.125 There is a small chance that some 'White Africans' will answer using the 'African' tick box rather than the 'White: Other' tick box (as intended). However, in specific question testing with a small number of 'White Africans', the majority answered using the 'White: Other' write-in box.

5.126 An additional limitation of this category is that respondents will not be able to identify, specifically, as 'African Scottish' or 'Caribbean British' for example because it is only possible to provide tick boxes which read 'African, African Scottish or African British' or 'Caribbean, Caribbean Scottish or Caribbean British'. It is not possible to allow this degree of self-identification because this would require the category to include 10 tick boxes and there is not sufficient space to provide for this on the census form. The same holds true for the 'Asian' category, which would have required 13 tick boxes to enable this. However, the preceding national identity question will allow respondents from both groups to express their 'Scottish-ness', 'British-ness' (or any other national identity) fully, before expressing their ethnic origin or heritage.

# Review Timeline and Project Stages

# ANNEX A



## UK Guiding Principles for Developing Census Questions

1. As part of the drive towards UK harmonisation, SG, GROS and the other UK census offices formulated a set of UK Guiding Principles to help assess evidence and develop classifications in a broadly consistent way across the UK.

2. The principles set out some key criteria that should be considered for the development of robust census questions. In essence, they are fundamental to good survey design. There are five broad principles, including:

- (A) Strength of need for information on a specific ethnic group;
- (B) lack of alternative sources of ethnicity information;
- (C) clarity and quality of the information collected and acceptability to respondents;
- (D) comparability with ethnicity data derived from the 2001 Census; and
- (E) operational considerations such as length of question(s), speed and cost-effectiveness of processing, and ability to collect comparable information on other surveys.

3. SG and GROS used these principles as a general guide to help assess its evidence. However, as detailed earlier, some compromises had to be made in some cases, based on the evidence. ONS and WAG applied the principles using a tool to score and prioritise which ethnic groups should be included in their classifications. However, like SG and GROS, they also took other factors into consideration.

4. The detail of each guiding principle is set out below.

**(A) Strength of need for information on a specific ethnic group**

There is a strong need *in general* for accurate information on an ethnic group. This criterion is intended to pick up any need for information *in addition* to this.

**(Ai) The group is of particular interest for equality monitoring or for policy development** (for example it is particularly vulnerable to disadvantage). The Census needs to provide data for policy development, it should be in line with the Race Relations Act and it should provide data on ethnic groups to allow inequalities to be identified.

**(Aii) The 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 allow services to be tailored and delivered effectively.

***(B) Lack of alternative sources of ethnicity information***

The Census needs to be as clear and efficient as possible and needs to avoid having two or more questions that elicit the same information.

**(Bi) 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.

**(Bii) Other Census information is inadequate as a suitable proxy.** For example if another Census question such as language, religion, country of birth etc provides similar (proxy) information for an ethnic group, there is a lesser need to provide a tick box on the ethnic group question.

***(C) Clarity and quality of the information collected and acceptability to respondents***

The question needs to be as user-friendly as possible and structured in a way that elicits the most useful information.

**(Ci) Without a 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 distinctive group was not given a separate tick box they may be confused about how to respond. They may respond using different tick boxes or they may not respond at all. This could reduce the quality of their responses or damage the response rate. It may also not be possible to obtain a robust count of that ethnic group.

**(Cii) The addition of the tick-box and its terms are acceptable and clear to respondents i.e. they are not confused as to which tick box to use. The tick box should provide the required information to an acceptable level of quality.** Inclusion of the tick box will give a high and consistent response and will provide data that reasonably represents a distinct ethnic group population. Any other reason why lack of a tick box would compromise the accuracy of ethnic group population estimates.

*(D) Comparability with ethnicity data derived from the 2001 Census*

**(Di)** For groups included in 2001, there is a strong need for continuity of data with the 2011 Census. Consultation reveals a strong need for comparability with 2001 data, to enable users to see changes over time.

**(Dii)** For groups not included in 2001 (but included in 2011), there is evidence that there will be no adverse impact on comparability. Consultation reveals a strong need for comparability with 2001 data, to enable users to see changes over time.

*(E) Operational considerations such as length of question(s), speed and cost-effectiveness of processing, and ability to collect comparable information on other surveys*

**(Ei)** The question and list of tick boxes does not require more form space than reasonably available on the Census form, when taking into account the space required by other Census questions and the overall amount of space available.

**(Eii)** The amount of form space given to each question and tick box is proportionate for the ethnic diversity of a given population, the level of information required by data users, and the acceptability of higher level groupings among respondents.

**(Eiii)** The number of tick boxes will not place an undue burden on other surveys which use the Census classifications.

### Key Findings of Each of the Main Evidence Strands

1. Key findings from the evidence collected by the review team are summarised below. Links to full, published findings are provided, where available. Links cannot be provided for analysis containing disclosive confidential data (with very small numbers) or where information was provided in confidence. Some findings are part of a separate ongoing project, e.g. the second wave of cognitive testing, and have not yet been published. The review also used some evidence generated by ONS (as detailed on page 20), however this is not referenced here as ONS's review is ongoing and will not be published until Autumn 2008. Scotland's evidence is presented under three broad category headings; research, consultation and questions testing.

#### RESEARCH

##### *Ethnic Identity and the Census (2004-05)*

2. Research was commissioned to explore how people wish to classify their ethnicity and what information data users require. The research used in-depth interviews and focus groups.

3. Stakeholders (11) wanted skin colour to be unlinked from ethnicity and nationality and saw the dichotomy of 'White'/'Black' in the existing classification as unacceptable. A separate question on colour was suggested.

4. Data users (12) wanted more information about white minority groups, a longer list of ethnic categories and a review of both the 'other' ethnic group category and the relationship between ethnicity, colour, nationality and religion.

5. Data providers (39) gave opposing views on the use of colour terms as descriptors of their ethnicity; it was central to some people's ethnic identity whilst others strongly objected to it.

Links: [Ethnic Identity and the Census - Full Research Report \(June 2005\)](#)

[Ethnic Identity and the Census - Summary Report \(June 2005\)](#)

## Linking 2001 Census and the 2006 Census Test ethnicity responses (2007)

6. GROS linked responses from the 2001 Census ethnic group question (which includes references to national identity and colour) to the same person's response on the 2006 Census Test ethnic group question, (which excluded references to national identity and colour); for the same person. The effect of question changes on response patterns was assessed. Approximately 35,000 records were linked. Numbers of linked records for 'non-Europeans' were small and these findings are subject to error.

7. Tick boxes for each UK country (2006 question) encouraged responses away from the 'Other British' tick box (2001 question), suggesting they better reflect UK ethnicities. Over half of those identifying as 'British' in 2006 identified as 'Scottish' in 2001, suggesting that many Scots wish to identify as 'British' if given the option.

8. The 'European' tick boxes in 2006 drew people who identified as 'Mixed' or 'Asian' in 2001. This may be because they were born or had lived for a number of years in Scotland or elsewhere in Europe.

9. There was movement from 'White' in 2001 to 'African' categories in 2006, suggesting that White 'Africans' identified more with the 'African' than 'European' category on the 2006 question.

## Scottish focus groups on use of colour as an ethnicity descriptor (2007)

10. SG commissioned ONS to undertake 12 focus groups (with 96 participants in all) with members of the public self-identifying as 'African', 'Caribbean', 'Black' or 'Mixed' ethnicity in Aberdeen, Edinburgh and Glasgow to explore the acceptability of using colour to classify ethnicity. Due to recruitment difficulties, only the Glasgow groups went ahead (with 30 participants).

11. Ethnicity was seen as complex and multi-faceted including roots, origins, background, parents birth place, belonging, culture, beliefs, values, nationality, race, language and physiology. It was seen as fluid over time and wider than just race or skin colour.

12. A majority of participants felt comfortable describing themselves as 'Black' and of these many were proud of it. Those who preferred to be described by country of origin disliked the negative connotations of the term 'Black' and did not want this label imposed on them.

13. The meaning of the term 'Black' was seen as context specific and could denote skin colour, music, culture, history etc. Therefore, the acceptability of the term 'Black' was situation specific for some people.

### **Appraisal of test questions (national identity and ethnic group) by Glasgow City Council and The City of Edinburgh Council (2007-08)**

14. The review team provided Glasgow City Council and The City of Edinburgh Council with a test version of classification (as at November 2007) for their appraisal, as data users and service providers. Local authorities have a statutory requirement, under race relations legislation, to promote equality and tackle discrimination on the grounds of race and they collect ethnicity statistics as part of this.

15. Feedback was given on how well the classification (including a national identity and ethnic group question) would enable them to meet their statutory obligations under race relations legislation for the purposes of service provision, resource allocation and promoting equality. Key equality and service delivery personnel participated and a household survey was also used by Glasgow.

16. Overall, national identity was seen as an aid to self-expression of increasingly complex identities. However, it would not help local authorities to fulfil their statutory obligations, service delivery, resource allocation or tackling discrimination in any substantive way.

17. Changes to the ethnic group question were generally welcomed as improvements that would help effective service delivery to communities. 'Roma' or 'Romany' people were identified as an emerging ethnic group facing potential discrimination. The need to maintain comparability with the 2001 Census was highlighted in several cases.

18. Glasgow City Council included the test version of the classification (see ethnic group question 3, page 27 and national identity question 3 at Annex F on page 86) in its annual Household Survey. A representative quota sample of 1,020 residents was interviewed by Mruk, with 10 interviews carried out in each of 102 Census Output Areas. Interviews were conducted using Computer Assisted Personal Interviewing, face-to-face in residents' homes between November 2007 and January 2008.

19. No operational difficulties were caused by introducing a new classification into this survey. No respondents raised objections to the classification (categories or tick boxes) with the interviewers. On the national identity question, the majority of respondents identified as 'Scottish' (89%), followed by 'British' (9%). Three per cent of people identified a non-UK national identity. Two per cent said they did not understand the meaning of national identity.

20. On the ethnic group question, the largest groups were 'Scottish' (90%), 'British' (4%) and 'Pakistani' (3%). Numbers for other groups were very small, therefore findings should be interpreted with caution. However, in relative terms 'Polish' was a large group at 0.5 per cent of respondents (the same proportion as identified as 'English'). No respondents identified as 'Black, Black Scottish or Black British' or as 'Gypsy/Traveller'. More respondents identified using the 'Other [African, Caribbean or Black] write-in box (0.3%) than the 'African, African Scottish or African British' tick box (0.1%). More respondents identified as 'Indian' (0.6%) than 'Sikh' (0.1%).

21. Only 0.1 per cent refused to answer the ethnicity question. Three per cent said they did not understand the meaning of an ethnic group and only 1 per cent did not understand that they could only give a single response. Nobody said they were unable to find an appropriate response option or said they objected to the colour labels 'Black' and 'White'. Nobody objected to the 'Sikh' tick box or reported that having to make a choice between 'Indian' and 'Sikh' was confusing. Only 0.4 per cent objected to the category labels 'A' to 'E'.

22. Following its main Household Survey, Glasgow City Council carried out a further 200 interviews with residents from 'non-White' ethnic groups. Again, the test version of the classification was included (see ethnic group question 3, page 27 and national identity question 3 at Annex F on page 86). Two results were particularly interesting. Twenty five per cent of respondents in this group did not understand the meaning of 'national identity' and 13 per cent refused to answer the ethnic group question.

### ***Appraisal of test questions (national identity and ethnic group) by NHSScotland (2007-08)***

23. In November 2007, ISD NHSScotland helped the review team to appraise the test classification (see ethnic group question 3 on page 27 and national identity question 3 on page 86). It was provided to key equality officials in a cross section of Health Boards. These included Greater Glasgow & Clyde, Highland, Lothian, Orkney and Tayside. This was to find out if the classification would meet their needs (i.e. those of a large organisation) in terms of equality legislation, service provision, patient care, tackling discrimination and promoting equality.

24. As with the Local Authorities, the national identity question was seen as an aid to self-expression, particularly for people who were born in the UK (and identify strongly as 'Scottish') but whose parents or grandparents were born outside the UK. However, it is not seen as useful for delivery of patient care; questions on language and religion were seen as more important to know.

25. The revised ethnic group question was received positively as providing a more comprehensive ethnic profile of the population. Again, complementary information on language and religion were seen as important for effective delivery of patient care to different ethnic groups.

26. A need for information on A8 nationals other than 'Polish', was highlighted, particularly 'Slovakians' and a need for more information on the other white minority ethnic groups. 'Sikh' and 'Jewish' were regarded as religion groups rather than ethnic groups and their inclusion in the ethnicity question caused confusion.

### ***Desk Research (2005-2008)***

27. The review team conducted various pieces of desk research on ethnicity and its classification. This included analysis of the 2001 Census and other existing research in the field of national identity and ethnicity. Some of this analysis has been published. Key references and findings are outlined below.

#### ***'Ethnic group statistics – A guide for the collection and classification of ethnicity data' (2003)***

28. In 2003, ONS published official guidelines for the collection and classification of information on ethnic group. Guidance is given for two methods: a two-question and a single-question method.

29. It was recommended that, generally speaking, a two-question classification should be used i.e. a national identity question followed by an ethnic group question. A single ethnic group question was recommended when only one question can be asked or direct comparison with 2001 Census data is important, response rates will not be damaged by omission of a national identity question or national identity is not important to measure. A national identity question and response categories were recommended for England, Scotland and Wales.

Link: [Ethnic group statistics – A guide to the collection and classification of ethnicity data \(2003\)](#)

#### ***'Who are the 'Mixed' ethnic group?' (2006)***

30. In 2006 ONS undertook a demographic/socio-economic analysis of people responding to the 'Mixed Ethnic Group' category in the 2001 England & Wales census.

31. The 'Mixed' ethnic group category was first included in the UK censuses in 2001. Four 'Mixed' tick boxes were included in the England &

Wales census and Scotland used a single write-in box. In England & Wales, the majority (but not all) of people with a 'Mixed' ethnic identity had one 'White' parent and one 'African', 'Caribbean' or 'Asian' parent and were born in Britain. People of 'Mixed' ethnic identities had the youngest age profile of any ethnic group in GB. Half were under 16 years of age in 2001. Four-fifths of people with 'Mixed' ethnic identities were born in the United Kingdom.

Link: [Who are the 'Mixed ethnic group?' \(May 2006\)](#)

### ***Mixed Race in Britain: A Survey of the Preferences of Mixed Race People for Terminology and Classification: Interim Report (2006)***

32. In 2006, the University of Kent ran a pilot study to find out how people with a 'Mixed' ethnic identity describe and classify their ethnicity. Participants completed three ethnic group questions: **(version 1)** three tick boxes 'White and Black Caribbean', 'White and Black African' and 'White and Asian' and an 'Any Other Mixed background' write-in box **(version 2)** a single tick box 'Any Mixed Background' and a write-in box and **(version 3)** an option to multi-tick all applicable ethnic groups. Preferences were then obtained.

33. Three quarters of respondents chose to write-in their ethnic identity, most with two short terms. Respondents most preferred the term 'Mixed race', followed by 'Mixed heritage' and 'Mixed parentage'. A majority found version 1 easiest to complete and version 3 most difficult. Almost equal numbers thought that versions 1 and 2 best enabled them to describe their racial/ethnic identity. Only a fifth said this about version 3, the multi-tick option. Versions 1 and 2 scored best on respondents' ability to understand the question. The aspects of version 1 most disliked were that all the mixes included 'White' and, in this way, were too limited.

Link: [Mixed Race in Britain: A Survey of the Preferences of Mixed Race People for Terminology and Classifications: Interim Report \(July 2006\)](#)

### ***Ethnic classification of people from Central and Eastern Europe – What do we know? (2007)***

34. In 2007, the review team carried out an analysis of what is known about the information needs of data users on recent migrants from Central and Eastern Europe and how such individuals classify their ethnicity. Data sources used were: Accession Monitoring Reports produced by the Home Office, analysis of responses given on the 2001 Census and 2006 census test, consultation with census data users and cognitive question testing.

35. Home Office statistics show that since May 2004, around 70 per cent of A8 migrants to Scotland were 'Polish' nationals. Responses to the 2006 census test show that people from Central and Eastern Europe use national identity, nationality or country of birth to describe their ethnicity i.e. 'Poland'/'Polish', and not the term 'Eastern European'.

36. There was a significant need among data users for information on recent migrants from A8 countries and they felt this could be best captured using several census questions, including ethnic group. Their information needs tended to be around language and housing provision and to monitor discrimination. They found it difficult to find robust, alternative information sources of information.

## CONSULTATION

### *Seminar with key stakeholders to consider ethnicity research findings (2005)*

37. In 2005, the review team held a seminar with key stakeholders to present interim findings of its 'Ethnic Identity and the Census' research. Three workshops were held on 1) Consulting with communities, 2) Monitoring ethnicity data in a changing Scotland and 3) Provision and use of ethnicity data. Forty-one delegates attended from a wide variety of public and community bodies.

38. **Workshop 1.** Barriers to community engagement included suspicion, consultation fatigue, perception of institutional racism and language ability. Some solutions included using community gatekeepers, targeting the right communities and feeding back results.

39. **Workshop 2.** Migrant workers and refugees are changing Scotland's ethnic profile, with mixed ethnicities becoming more diverse and difficult to categorise. Ethnicity is fluid; it differs across generations, is context specific and may be affected by devolution.

40. **Workshop 3.** Some object to providing ethnicity data for historical reasons, confusion or objection to the classification used or limited understanding of why data are collected. This may be eased by explaining the purpose of collecting ethnicity statistics and how data are used.

Link: [Scottish Executive Review of Census Ethnicity Classification Seminar – Note \(April 2005\)](#)

## ***Review of Census Ethnicity Classifications Consultation and Analysis – (2005)***

41. The SG's consultation explored separating out some different aspects of ethnic identity: geographic background, ethnic affiliation, national identity, visibility (including colour), religion, language etc. The consultation set out the background and asked a total of 11 questions focused on four topic areas. It was distributed to around 450 organisations, individuals, community groups and was issued publicly.

42. Ninety-three responses were received. The majority (82%) of responses were on behalf of organisations or groups, and 18 per cent responded as individuals. The largest number of organisational responses (32) was from local authorities, representing 42 per cent of total organisational responses and 34% of all responses.

43. The majority of respondents (70) agreed that several questions should be used to capture information on ethnic identity instead of a single question. Key reasons for this were that a single question limits the scope of information and detail that can be collected on ethnic identity, it is important to enable people to identify in their preferred way, or that ethnicity is too complex to be captured using a single question.

44. Despite support for new ethnicity question(s), the need to maintain comparability over time and across data sources was highlighted. Some respondents asked for the number of new questions to be balanced against the information need of data users.

45. The issue of how to capture information on colour prompted the most varied response. That said, a total of 30 respondents favoured the use of the term 'visibility' compared to 11 favouring use of the term 'colour'. None of the minority group organisations supported the use of the term 'colour'.

Links: [Review of Census Ethnicity Classifications Consultation \(June 2005\)](#)

[Analysis of Response to the Review of Census Ethnicity Classifications Consultation \(December 2005\)](#)

## ***2011 Census Question Consultation and Analysis (2004-2006)***

46. Between Autumn 2004 and January 2006 GROS ran an online consultation to gather views on the 2001 census questions, asking which questions should be retained, dropped or modified for the 2011 Census. Eighty-six responses were received; over half from individuals and a fifth from Local Authorities. Respondents were asked about the ethnic group question used on the 2001 Census.

47. A majority thought that the ethnic group question should be modified. Most agreed that it is inappropriate to mix colour terms and national identity but some felt that this is the only way to fully capture ethnicity. Some Local Authorities stressed that any new ethnic group question must allow comparison with questions asked on previous censuses and surveys. Some respondents felt that the question should be reduced in size.

Links: [Autumn 2004 Census Consultation](#)

[Report of the Autumn 2004 Census Consultation](#)

### *Spring 2007 Census Consultation and Analysis (2007)*

48. In 2007, GROS conducted a formal consultation with census users, asking for views about the content of the questionnaire, general conduct of the census and its outputs. As part of this, specific questions were asked about data needs for national identity and ethnicity, preferences for the national identity and ethnicity questions in the 2006 census test as compared with the 2001 Census and the impact of question changes if full historic and UK comparability were not achievable. Responses totalled 128 and a majority were received from organisations or groups.

49. National identity was often misunderstood as citizenship, nationality or country of birth and therefore misunderstood by some as a measure of immigration. Around a third of respondents had little or no use for such data though some believed it aided self-expression and could provide information on integration and affiliation.

50. A majority of respondents use ethnicity data for policy development, followed by service provision, tackling discrimination, promoting equal opportunities and workforce monitoring, often to meet statutory requirements under race relations legislation.

51. A majority of respondents require ethnicity data at Scotland level but a sizeable proportion need information for GB or the UK. Some respondents (notably business and commercial users) consider UK comparability crucial. For others, developing a meaningful question is as important as GB and UK comparability.

52. A loss of comparability with ethnicity data derived from the 2001 Census question is problematic for monitoring change over time and since a new question(s) would require operating and monitoring systems to be changed this would be a significant burden on data users.

53. A majority of respondents preferred the ethnicity question on the 2006 census test (excluding colour and national identity and based on

geography) over the question used on the 2001 Census (based on colour, national identity and geography). Reasons for 2006 preferences included more detailed breakdown of categories and more acceptable terminology i.e. removal of colour labels. Reasons for 2001 preferences included comparability of data and ability to monitor discrimination on the basis of colour.

Links: [Spring 2007 Census Consultation](#)

[Analysis of Responses to the Spring 2007 Census Consultation](#)

### ***Scottish stakeholder meeting on 'African, Caribbean and Black' ethnicities (2007)***

54. In September 2007, the review team held a stakeholder meeting to provide an update on the latest position regarding the development of Scotland's ethnicity classification and to discuss this. The focus was on classification of 'African', 'Caribbean' and 'Black' ethnicities.

55. A small number of stakeholders, who had contributed to consultation earlier in 2007, were selected on the basis that each person represented a different facet of the complex and polarised debate on the acceptability of colour terminology. Some stakeholders were individuals, others represented organisations and the meeting was mediated by an external facilitator. No decisions were taken at the meeting.

56. The review team highlighted that ethnicity data from the census are used for resource allocation, monitoring discrimination, service provision and policy development and that for communities to be visible in the statistics it is vital that they complete the next census. It was emphasised that the census is a statistical tool used to measure Scotland's demographic profile and is not a political vehicle.

57. Some stakeholders were in favour of using colour to describe ethnicity, whilst others believed that ethnicity should not be equated to skin colour. Some felt that the inconsistencies within the ethnicity classification being developed would make it difficult to monitor inequality, whereas others felt this was not the case.

58. Alternative forms of classification were discussed including: removal of colour, using geographic categories and replacing category headings with an alphabetical list of all ethnic groups. The review team explained some of the constraints on question design, the rationale for category and tick box ordering and the evidence on 'Sikh' and 'Jewish' as ethnic groups.

## QUESTION TESTING

### *Scotland's 2006 census test (2006)*

59. In April 2006, GROS ran a census test to evaluate possible new questions and assess different ways of completing the census. Around 52,000 households in various Scottish regions (including parts of Glasgow City Council, West Dunbartonshire, Highland, Stirling, Perth & Kinross and Argyll & Bute City Council areas) were included. These areas were purposely chosen for the test because each presented particular enumeration challenges. Therefore the resultant frequency counts are not necessarily representative of Scotland as a whole and results have been interpreted with caution. A new national identity question was tested, alongside a revised ethnic group question based on geographic categories and with references to colour and national identity removed (see ethnic group question 2 on page 26 and national identity 2 at Annex F on page 86).

### *Results from the ethnic group question*

60. Frequency counts of responses to the ethnic group question are shown below. Under the 'European' category, 'Scottish' and 'British' tick boxes elicited the highest response (34,154 and 4,150 respectively) - suggesting that a fair proportion of Scottish residents may identify ethnically as 'British' rather than as 'Scottish', 'English', 'Welsh', or 'Northern Irish'.

61. 'Asian: Sikh' elicited 75 responses suggesting that some 'Asian' people tested may identify as ethnically 'Sikh' in a census proper rather than as 'Asian: Indian' or another ethnicity.

62. Twenty-one people identified as 'Jewish', suggesting that some people would identify ethnically in this way were they to be given this option on the census proper.

63. Ninety-one people gave responses using the new 'Arab' tick boxes. The relatively small number of responses to 'Arab: Other' (12) and 'North African' (5) suggests that the 'Arab' tick boxes provided were adequate response options for those completing the test.

64. The relatively small number of responses to 'African - Other' (2) suggests that the African tick boxes were adequate for those tested. Similarly, the relatively small number of responses to 'Other ethnic group: Other' (26), at the end of the question, suggests that most respondents in the test found, and used, a suitable category (and tick box or write-in box therein) to describe their ethnicity. The relatively high number of responses to the 'European: Other' (486) and 'Asian: Other' (107) tick boxes suggests that the tick boxes listed under these categories may not

have been fully adequate or have functioned as intended, for those tested.

65. Five per cent of respondents did not answer the question. Three per cent gave multiple responses (only single responses are permitted on this question). Relative to all other questions asked on the test, multiple responses were high on the ethnic group question.

<b>Ethnic Group Question – Frequency Counts</b>		
<b>Response</b>	<b>Frequency</b>	<b>%</b>
European - Scottish	34,514	73.5
European - English	1,562	3.4
European - Northern Irish	181	0.4
European - Welsh	79	0.2
European - British	4,150	8.9
European - Irish	549	1.2
European - Other ( <i>write-in</i> )	486	1.0
Multiple ethnic groups ( <i>tick and write-in</i> )	100	0.2
Asian - Pakistani	1,026	2.2
Asian - Chinese	115	0.2
Asian - Indian	110	0.2
Asian - Bangladeshi	7	0.0
Asian - Sikh	75	0.2
Asian - Other ( <i>write-in</i> )	107	0.2
Arab - Middle East	58	0.1
Arab - North African	21	0.0
Arab - Other ( <i>write-in</i> )	12	0.0
African/Caribbean - North African	5	0.0
African/Caribbean - East African	99	0.2
African/Caribbean - Southern African	52	0.1
African/Caribbean - West African	92	0.2
African/Caribbean - Central African	43	0.1
African/Caribbean - Caribbean	8	0.0
African/Caribbean - Other ( <i>write-in</i> )	2	0.0
Other - Gypsy/Traveller	21	0.0
Other - Jewish	21	0.0
Other - Other ( <i>write-in</i> )	26	0.1
No Response	2,099	4.5
Error	1,234	2.7

### **Results from the national identity question**

66. Frequency counts of responses to the national identity question are shown below. The majority of test respondents identified as 'Scottish' (76.3%) or 'British' (20.0%). The proportion of respondents identifying as 'British' on the national identity question (20.0%) was higher than

those who identified as 'European: British' (8.9%) on the ethnic group question. This suggests that the national identity question was working as intended for some in that it allowed them to identify their 'British-ness' first and then go on to identify a 'non-European' ethnic origin or heritage. Four per cent of respondents did not answer the national identity question.

<b>National Identity Question – Frequency Counts<sup>1</sup></b>		
<b>Response</b>	<b>Frequency</b>	<b>%</b>
Scottish	35,487	76.3
English	1,335	2.9
Northern Irish	161	0.3
Welsh	88	0.2
British	9,276	20.0
Irish	486	1.0
Other ( <i>write in</i> )	980	2.1
No response	1,927	4.1

Note: <sup>1</sup>Percentages add to more than 100 per cent because some respondents answered this question giving more than one national identity. The percentages shown here include multiple responses.

67. The national identity question allowed respondents to provide multiple responses. The number of single and multiple responses given by respondents is shown below. Nearly 90% gave single responses and 7% gave two or more responses.

<b>National Identity Question – Single and Multiple Responses – Frequency Counts</b>		
<b>Number of ticks</b>	<b>Frequency</b>	<b>%</b>
0	1,927	4.1
1	41,424	89.1
2	3,049	6.6
3	88	0.2
4	5	0.0
5	0	0.0
6	0	0.0
7	1	0.0

68. Respondents were asked if they were unhappy to answer any of the census test questions. Respondents identifying as 'British', 'English' and 'Other' were most dissatisfied with the national identity question.

Links: [2006 census test questionnaire \(Scotland\)](#)

[Evaluation of the 2006 census test \(April 2007\)](#)

## *2006 census test follow up survey (2006)*

69. Following the 2006 census test, GROS conducted a small follow-up survey to ask respondents about why they responded as they did and their views on the test questions; including those on national identity and ethnic group. Interviewees described their ethnicity in their own words and then re-answered the national identity and ethnic group questions included on the 2006 test. The ethnic group question used in the 2001 Census was then completed and question preferences were requested. Since these findings are based on small numbers and are not drawn from a representative sample they have been treated with caution.

70. The national identity and ethnic group questions did not appear to work as intended for some people identifying as 'Scottish Asian'. Nine (of 44) respondents, who identified as 'Asian: Pakistani' on the 2001 ethnicity question, selected 'European: Scottish' or 'European: British' on the 2006 question, even though they had already identified as 'Scottish' or 'British' on the national identity question. In effect, their 'Asian' ethnic heritage disappeared from the statistics.

71. It was intended for the above respondents to identify as 'Scottish' or 'British' on the national identity question and 'Asian' on the ethnic group question. The unintended responses probably occurred as 'Scottish' was under a 'European' heading in 2006 rather than a 'White' heading as in 2001 and since all references to 'Scottish' and 'British' were removed from the 2006 'Asian' category but were included on the 2001 'Asian' category. This demonstrated one effect on responses of removing references to colour and national identity from the 2006 ethnic group question.

72. Seven respondents identified as 'White: Scottish' or 'White: Other British' on the 2001 ethnicity question but identified as 'Asian' on the 2006 ethnic group question and 'Scottish', 'British' or 'Other' on the 2006 national identity question. These individuals may have benefited from the inclusion of a national identity question i.e. it allowed them to assert their 'Scottish-ness' or 'British-ness' before going on to identify as 'Asian' on the ethnic group question (as intended).

Link: [2006 census test follow-up survey \(November 2006\)](#)

## *Analysis of write-in responses on the 2006 census test (2007)*

73. Following the census test, GROS provided SG with the responses of those people who had written their ethnicity in the open boxes provided, rather than using the tick boxes provided. This information gave some indication of whether the category headings and tick boxes were interpreted as intended and also whether the tick boxes listed under each category were adequate. However since this analysis

was based on small numbers and since the test was not drawn from a representative sample, these findings have been treated with caution.

74. The table below shows how respondents answered the write-in options under each ethnic group category on the 2006 census test. Three types of response were possible: a tick only, text only or tick and text.

75. Across all six ethnic group categories, most respondents chose to provide a text answer for the write-in options and very few provided a tick only. This may suggest that most respondents will write descriptions of the ethnicity when they don't use a tick box. This is helpful because it makes it possible to examine (and even publish) responses to each write-in box.

Ethnic Group Write-In Boxes	Type Of Response Given			
	% Tick only (N=148)	% Text only (N=750)	% Tick and Text (N=1,103)	Total (N=2,001)
European: Other	6	39	54	100
Multiple ethnic groups	10	27	63	100
Asian: Other	6	32	63	100
Arab: Other	11	61	27	100
African or Caribbean: Other	18	56	26	100
Other ethnic group: Other	14	25	61	100

### ***'European: Other' written responses***

76. The 'European' write-ins were the most varied (297 different descriptions were given in total). Of the most frequent descriptions, 9 were 'non-European' ethnicities (suggesting that people were identifying here because they were born or had lived for some time in Scotland or another European country or that they were identifying distant European ancestry). Of these, the most common were 'Asian' ethnicities, followed by 'African', 'Australian' and 'American' ethnicities.

77. Three of the most frequent descriptions were ethnicities relating to people from Central or Eastern Europe, namely 'Polish', 'Latvian' and 'Albanian'. 'Polish' was the second most frequent write-in, after 'Asian'. Ethnicities described as 'White' (*not intended*) were also given, but infrequently.

78. Many respondents wrote in two descriptions for their ethnicity. Many of these were two UK ethnicities, for example 'Scottish: Irish', (expected in some cases), others wrote-in a UK and non-UK ethnicity, for example 'Scottish: Pakistani' (intended for the 'Multiple ethnic group category) and a fair number of respondents wrote two non-UK ethnicities, for example 'Polish: German' (expected in some cases).

### ***'Multiple ethnic groups' written responses***

79. The 'Multiple ethnic groups' category, by its very nature encourages people to write-in their responses. Most combinations of ethnic groups listed, were therefore expected.

80. Of the most frequent descriptions 'Scottish: Pakistani' was top. Other frequent ethnic group combinations given included: a UK and non-UK ethnicity e.g. 'British: Chinese', two UK ethnicities e.g. 'English: Scottish' (intended for the 'European' category) and two non-UK ethnicities e.g. 'Portuguese: Burmese'.

81. The colour term 'Black' was referenced several times e.g. 'Black: African', 'Black Scottish' but 'White' was referenced less often in this way e.g. 'White: Kosovan'. Some respondents wrote in a single ethnic group (*not intended*) but this was quite seldom.

#### ***'Asian: Other' written responses***

82. Of the most frequent descriptions 'Sri Lankan' was top, followed by 'Malaysian', 'Afganistani' and 'Filipino'. Also responses such as 'Iranian' and 'Persian' were fairly frequent.

#### ***'Arab: Other' written responses***

83. Of the most frequent descriptions, 'Kurdish' was top.

#### ***'African or Caribbean: Other' written responses***

84. Of the most frequent descriptions, 'Somalian' was the top, followed by 'South African'. Few people chose to write-in 'Black'.

#### ***'Other ethnic group: Other' written responses***

85. Of the most frequent descriptions, 'Somalian' was top, followed by 'Kurdish' 'Australian' and equally tied 'North American' and 'South American'. However, far higher numbers wrote in 'North American' in the 'European: Other' write-in box.

### **Wave one cognitive question testing – Scotland (2007)**

86. Following a competitive tendering exercise, the review team commissioned Ipsos MORI to undertake independent cognitive question testing of a provisional set of ethnic group and national identity questions (see question 3, at Annex F on page 86), in June 2007. The religion question being developed for the next census was also included to test for any interaction effects, as people tend to relate it to ethnicity.

87. Cognitive question testing is being used across the UK to develop ethnicity classifications. It is a well recognised research technique used by survey designers to trial questions with members of the target audience to see if they are meaningful to respondents and function as intended. A benefit of this technique is that it mimics, to some degree, the situation whereby a census form is delivered to a person's home and they then complete it with minimal, if any, assistance. In this instance, the overall testing aims were to find out how different versions of Scotland's questions were interpreted by respondents and whether the questions elicited the required information. The acceptability of, and preference for, different category terms (particularly the 'Black', 'African', and 'Caribbean' category terms) were also explored.

88. Eighty-eight interviews were conducted with male and female members of the public from different ethnic backgrounds, covering a range of ages and locations in Scotland. Given the focus on acceptability of colour labels, in particular 'Black', a 'boosted' sample of 30 people self-identifying as 'Black', 'African' or 'Caribbean' was included. The sample also included people identifying as 'Asian, Asian Scottish, Asian British' (20), 'White Scottish, British' (10), 'White African' (7), 'Sikh'(7) and 'Eastern European' (14).

89. An iterative approach was adopted i.e. questions were modified and re-tested if significant problems arose in terms of respondents ability to answer the questions or where changes were desirable. Question 3 on page 26 shows the version of the question that was tested in the final iteration. Six slightly different versions of the form were used over the testing period.

90. One version of the national identity question was tested; **'Which nation or nations do you identify with most? Tick all boxes that apply.'** A copy of the question is shown at Annex F on page 86. No changes were made during testing.

91. Two versions of the ethnic group question were tested:

1. **'What is your ethnic group? Read the options below and tick ONE box to indicate your ethnic group'**
2. **'What is your ethnic group? Choose ONE section from A to E, then tick the appropriate box to indicate your ethnic group'.**

92. Changes were made to categories and tick boxes during the testing period for each iteration. A 'Polish' tick box was included under the 'White' category. The write-in boxes were indented to see if this visual cue made people recognise that this was a single question with five separate categories (many respondents thought the question ended after the first 'White' category). Then a further indentation was tested. Finally, each category was labelled 'A' to 'E' (for example, 'A White', 'B Mixed or

multiple ethnic groups' etc) to see if this visual cue made people recognise that this is a single question with five separate categories.

93. As this was in-depth qualitative research, the sample was not intended to be statistically representative of Scotland. Rather, it was designed to reflect the range and diversity of respondents who potentially would have trouble working out the meaning or intention of the question or have difficulty locating a response option that they feel accurately describes them. Respondents' experiences of completing the test questions were reported along with some recommendations from the contractors

### ***Findings on the national identity question***

94. Most people understood the meaning of the question. However, there were some misinterpretations. A few thought it referred to the ethnicity or nationality of people they socialised with, a few thought it referred to countries they liked or would like to visit and a few thought it referred to their legal status i.e. citizenship or nationality. The word 'identity' caused some ambiguity and there was also some confusion about the meaning of the word 'nation'

95. Some respondents felt the question was important because it meant they could express their 'Scottish-ness' or 'British-ness'. Several respondents, and British respondents in particular, thought that the purpose of the question was to explore their views on Scottish devolution and independence. There was a view that immigrants *should* try to integrate and therefore the "correct" answer was 'Scotland' and/or 'Britain'.

96. Many respondents did not notice the instruction to 'Tick all boxes that apply' and then felt uncomfortable identifying with one nation only. The write-in box was frequently described as too short.

### ***Suggestions for national identity***

97. The contracted researchers suggested deleting the national identity question. If the question was deleted, their suggestion to include 'Scottish' and 'British' in the Asian response options on the ethnic group question (e.g. 'Pakistani', 'Pakistani Scottish' and 'Pakistani British') was considered even more important. If the question was retained, the suggestion was to increase the length of the write-in boxes and emphasise the instruction to 'Tick all boxes that apply'.

## ***Findings on the ethnic group question***

98. The main problem with this question was the layout. Many respondents thought the 'White' section represented the whole question because they interpreted the "Other white ethnic group" write-in box space as signalling the end of the question. They went on to write their ethnicity (e.g. 'Black: African') in that space, rather than in a later section of the question as was intended.

99. Indenting the write-in boxes did not adequately correct for this perceptual difficulty and subsequent response errors. Each category was then labelled 'A' to 'E' and the completion instruction amended to reflect this. This visual cue was then tested to see if it helped respondents to perceive the question correctly (as having five categories) and then to respond using the most appropriate category.

100. At the point when the category labels were introduced, there were not enough interviews remaining with 'non-White' respondents to draw any conclusions about whether putting a letter in front of each section heading (A to E), solved the problem. However there appeared to be very little objection to the lettering. This was tested further in the second wave of cognitive testing (detailed below).

101. Most respondents were happy with the order of the categories and assumed it reflected the numbers of people from different ethnic groups in the Scottish population. Most respondents seemed to understand the term 'ethnic group'. However, some felt that the explanation of ethnic group in the 2001 Census would make it easier to understand the question.

102. Respondents who understood why ethnicity data are collected were more likely to accept the question. Virtually all respondents were comfortable with the 'White' category heading. Respondents who could identify as both 'Scottish' and 'British' sometimes found it difficult to choose between a 'Scottish' or 'British' tick box. All 'Polish' respondents were happy with the 'Polish' tick box. Some people from other 'Eastern European' countries supported a 'Polish' tick box whereas some others saw this as unfair.

103. Several respondents found the term 'Mixed' offensive and preferred 'Multiple ethnic groups'. Others were unfamiliar with this term and wanted to retain the 'Mixed' term. There was some confusion about who should be included in the 'Mixed or multiple ethnic group' category. Some thought it was for combinations of 'White' ethnic groups. Others thought it was for combinations of one 'White' ethnic group and a 'non-White' ethnic group. Some thought the 'Asian, Asian Scottish, Asian British' category was a mixed or multiple ethnicity and this also caused some confusion.

104. Respondents were generally happy with the phrasing of the 'Asian, Asian Scottish, Asian British' category heading as recognising the identities of 'Asian' people born and raised in the UK. Most were happy with the 'Asian' response categories but several UK-born people identifying as 'Asian' found it difficult to accept the response categories as they did not include any reference to 'British' or 'Scottish'.

105. Most 'Sikh' respondents ticked the 'Indian' response option rather than the 'Sikh' option and believed that the 'Sikh' option should be removed as they felt that Sikhism was a religion not an ethnicity. Some felt uncomfortable at being asked to choose between 'Sikh' and 'Indian'.

106. Under the 'African, Caribbean or Black' category, inclusion of a separate 'Black, Black Scottish or Black British' tick box caused considerable confusion, because it could be seen to imply that 'African' and 'Caribbean' people were not 'Black'. Those identifying as 'Black African' and 'Black Caribbean' were confused as to whether to tick 'African' or 'Caribbean' or 'Black' but most eventually choose 'African' or 'Caribbean' and not 'Black'. In most cases this did not stem from any objection to the word 'Black', though a few people did object to the term.

107. Within the 'African, Caribbean or Black' category, the inclusion of the terms 'Scottish' and 'British' against each tick box was generally seen as positive, but it did cause some confusion about whether, for example, 'African, African Scottish, African British' was a 'Mixed or multiple ethnic group'.

### ***Suggestions for the ethnic group question***

108. The contractors made a number of suggestions for the development of the ethnic group question based on their findings.

109. Additional testing of a question with category labels ('A' to 'E') with more respondents was suggested, to see if it functioned as an effective visual cue. In the completion instruction, consideration should be given to amending the phrase 'ethnic group' to 'ethnic background'.

110. They suggested consideration should be given to including an explanation about why it is necessary to collect information on ethnicity from the census. The 'Polish' tick box should be retained.

111. The phrase 'Mixed or multiple ethnic groups' should be retained as people are familiar with the term 'Mixed' (even though some find it offensive) but are as yet unfamiliar with the term 'Multiple'. However, consideration should be given to including an explanation of who should be in this group and consider moving this category so it does not appear after the 'White' category. It was suggested that the write-in box be

extended so that people can adequately describe their ethnicity and that this category be tested with more people from this group.

112. Retention of the heading 'Asian, Asian Scottish, Asian British' was suggested but that consideration should be given to adding 'Scottish' and 'British' to the individual response options within this category, for example 'Pakistani, 'Pakistani Scottish' or Pakistani British'. It was suggested that the 'Sikh' tick box was removed from this category.

113. The contractors thought that consideration should be given to changing the 'African, Caribbean or Black' category heading back to the 2001 Census wording i.e. 'Black, Black Scottish and Black British' and to consider deleting the 'Black, Black Scottish or Black British' response option.

Links: [Cognitive Question Testing Scotland's Census Ethnicity Classification – Main Report \(2008\)](#)

[Cognitive Question Test Scotland's Census Ethnicity Classification – Summary Findings \(2008\)](#)

### **Wave two of cognitive question testing – Scotland (2008)**

114. In early 2008, GROS commissioned Ipsos MORI to undertake cognitive question testing of some questions proposed for the 2011 Census. One aim, was to test some of the related questions with respondents, in context, i.e. questions which are planned to sit near each other on the census form. One of these was the ethnic group question and so this provided scope to test some further changes to the question following the findings of wave one testing earlier on.

115. As the end of the ethnicity classifications review was approaching, there was only a limited amount of time available to conduct this testing. Therefore the number of participants was kept small, focusing on outstanding testing issues. The overall aims were to find out if introducing the term 'background' to the completion instruction helped respondents understand the meaning of an 'ethnic group', to see if the category labels 'A' to 'E' acted as an effective visual cue for respondents, to test the new 'Asian' tick boxes and to test a 'Jewish' tick box in the 'Other Ethnic Group' category.

116. Overall, interviews were conducted with 88 members of the public and the ethnicity classification was tested with a sub-set (26) of these people.

117. Of the 26 people recruited, 7 self-identified as 'Jewish', 14 as 'Asian, Asian Scottish or Asian British', 2 as 'Polish' and 3 as 'African,

Caribbean or Black'. A final version of the ethnic group question tested is shown at question 4 on page 27.

118. In this round of testing, most of the respondents interviewed seemed to understand the layout of the question. A few seemed to pause after they had read the 'White' section but then realised there were subsequent sections to choose from. The few respondents who did tick two response options were mainly the 'Jewish' respondents, an issue discussed below.

119. For the last four interviews, the write-in boxes at the end of each section were indented slightly. It was not possible to tell whether the indentation specifically had an effect on how the final respondents answered the question as it is not possible to differentiate between this change and the current layout using only four interviews.

120. It was suggested that the current layout of the question should be retained. This appears to be clearer to respondents than the previous versions tested. It was suggested that if someone responds in the 'White' section and again using another section, the first response should be disregarded. This is because evidence suggests that multi-ticking occurred due to the layout of the question.

121. Respondents felt that the ordering of the response categories ('White' first, etc) was appropriate and mentioned that this ordering was most likely due to the number of people from different ethnic backgrounds present in the population.

122. In this round of testing, there was no objection from respondents to the lettering before section headings (e.g. 'A White', 'B Mixed or multiple ethnic groups', etc). The contracted researchers suggested that the lettering and ordering used in the question be retained.

123. Participants generally understood what the term ethnic group meant. Most described this as their parents' backgrounds, cultural background or skin colour. Some could not describe the meaning of the phrase 'ethnic group' but felt they understood what the question was asking as they have filled similar questions out so many times before.

124. There were mixed feelings among respondents about the use of the word 'background' in the instructions. Some felt that 'background' had a different meaning to 'ethnic group'. Others felt it aided understanding of the question. However, the term 'background' did not seem to confuse respondent's understanding. And it aided the understanding of some respondents. Therefore, it was suggested that the word "background" should be retained.

125. Most 'Jewish' respondents were confused by the inclusion of a 'Jewish' response option. They could not understand why they were being

asked to state their religion again, as they had already been asked to do so in the preceding religion question (in the census, a religion question appears before the ethnic group question).

126. Nearly all of the 'Jewish' respondents felt that the 'Jewish' response option should be removed. The reasons given for these views were that Judaism is a religion not an ethnicity and that they felt uncomfortable having to choose between saying they were 'Scottish' or 'Jewish' when they are both. Some also felt that if 'Jewish' was included then other groups should be included such as 'Sikh', 'Muslim' etc.

127. Most of the 'Jewish' respondents ticked both the 'Scottish' response option and the 'Jewish' response option. It is difficult to untangle the reasons behind these choices. Respondents were familiar with choosing the 'Scottish' response option as an answer to this type of question and therefore did not look at the later sections in the question. However, some did not initially notice the 'Jewish' response option due to the layout issues discussed previously, and then noticed the response option after they had initially chosen the 'Scottish' response option. The layout issue is more difficult to clarify with 'Jewish' respondents as one of the response options they may choose to tick is in the 'White' section of the question.

128. Most respondents felt that if the 'Jewish' response option was to be retained, then it should be labelled 'Jewish, Jewish Scottish and Jewish British'. This was because they felt this would at least include some reference to Scotland in the response option. However, most felt they would still choose the 'Scottish' response option and preferred the removal of the 'Jewish' response option. The contractors suggested that the 'Jewish' response option be removed.

129. All 'Asian' respondents felt that the section heading was acceptable. The contractors suggested that the section heading should be retained in its current format.

130. Several participants mentioned the importance of including a reference to Scotland and Britain in the 'Asian' response options. These included most of the 'Asians' respondents who were born in Scotland or Britain, as well as those who had lived in Scotland/Britain for a long time but were born elsewhere.

131. 'Asian' respondents understood the meaning of 'Indian Scottish', 'Indian British', 'Pakistani Scottish', etc as someone who was born in Scotland or Britain but whose parents were from India, Bangladesh or Pakistan. A few respondents felt this included older 'Asian' participants, who had lived in Scotland/Britain most of their lives, as well as younger 'Asians' who were born and brought up in Scotland or elsewhere in the UK.

132. Some 'African: Caribbean' respondents felt that the 'African, African Scottish or African British' and 'Caribbean, Caribbean Scottish or Caribbean British' response options were for people from 'Mixed or Multiple Ethnic Groups'. Nevertheless, on balance, the contracted researchers suggested that the current wording of the response options in the 'Asian' and 'African, Caribbean or Black' section should be retained.

### Useful Sources of Information

- Information on Scotland's census  
[General Register Office for Scotland \(GROS\) website](#)
- Information on the England & Wales census  
[Office for National Statistics \(ONS\) website](#)
- Information on the Northern Ireland census  
[Northern Ireland Statistics and Research Agency \(NISRA\) website](#)
- Analysis of ethnicity statistics from Scotland's 2001 Census  
[Scottish Government Analysis of Ethnicity in the 2001 Census \(2004\)](#)
- High Level Summary of Equality Statistics (2006)  
[High Level Summary of Equality Statistics: Key Trends for Scotland 2006](#)
- Information on the full range of statistics produced by the Scottish Government  
[Scottish Government statistics website](#)
- On-line statistics from Scotland's 2001 Census  
[Scotland's Census Results On-line \(SCROL\)](#)
- Guide to collecting ethnicity statistics using the 2001 classification (2003)  
[Ethnic group statistics – A guide to the collection and classification of ethnicity data \(2003\)](#)
- (One Scotland) No Place For Racism  
[No Place for Racism Website](#)

## Proxy Comparisons Between the New Classification and 2001 Census Classification

2001 Census Classification [14 tick boxes]	New Classification (July 2008) [21 tick boxes]
<b>A White</b>	<b>A White</b>
Scottish	Scottish
Other British	English Welsh Northern Irish British Gypsy Traveller
Irish	Irish
Any other White background	Any other white ethnic group Polish
<b>B Mixed</b>	<b>B Mixed or multiple ethnic groups</b>
Any Mixed background	Any mixed or multiple ethnic groups
<b>C Asian, Asian Scottish or Asian British</b>	<b>C Asian, Asian Scottish or Asian British</b>
Indian	Indian, Indian Scottish or Indian British
Pakistani	Pakistani, Pakistani Scottish or Pakistani British
Bangladeshi	Bangladeshi, Bangladeshi Scottish or Bangladeshi British
Chinese	Chinese, Chinese Scottish or Chinese British
Any other Asian background	Other
<b>D Black, Black Scottish or Black British</b>	<b>D African, Caribbean or Black</b>
African	African, African Scottish or African British
Caribbean	Caribbean, Caribbean Scottish or Caribbean British
Any other Black background	Black, Black Scottish or Black British Other
<b>E Other ethnic background</b>	<b>E Other ethnic group</b>
Any other background	Arab Other

## ***How can I compare data from the old and new classifications?***

1. Many data users will want to compare ethnicity data derived from the old classification (2001 Census) and the new classification, to produce trends over time. Because it was necessary to modernise and change the new classification this means that direct comparability is not possible. However, many aspects of the classification are similar and this means that classifications are broadly or indirectly comparable i.e. allow proxy comparisons.

2. The table above shows the old and new categories and tick boxes side by side. The comparisons that will and will not be possible (in some cases) are explained below, together with any necessary caveats (or exceptions). It is not possible to predict exactly how different people will answer the new classification, however it is possible to give an indication of what is likely to happen based on knowledge gathered during the course of this review. It is strongly advised that data users who produce comparisons over time consider these issues in any analysis they produce.

3. **'White' Category.** At category level, total counts of 'White' should be broadly comparable. However, some people identifying as 'Gypsy/Travellers', 'Polish' and to some extent other people from Central and Eastern European countries may have responded in the previous classification using the 'Other ethnic background' category. At tick box level only the 'Scottish' and 'Irish' tick boxes are broadly comparable, although some people identifying as 'Scottish' under the previous classification may identify as 'British' under the new classification. The 'Other British' (2001) tick box is roughly comparable with the sum of the new 'English', 'Welsh', 'Northern', 'British' and 'Gypsy/Traveller' tick boxes. The 'Any other White Background' (2001) is broadly comparable with the sum of the new 'Any other white ethnic group' and 'Polish' tick box.

4. **'Mixed or multiple Ethnic Groups' category.** Total counts of this category are broadly comparable. However, some people identifying as, say, 'Indian Scottish' or 'African British' (who answered using the 'Mixed' category in the previous classification) may now answer using the new 'Asian, Asian Scottish or Asian British' tick boxes or the 'African, Caribbean or British' tick boxes.

5. **'Asian, Asian Scottish or Asian British'.** At category level, total counts should be broadly comparable. However, as detailed above, we may expect some respondents who responded using the 'Mixed' category in the previous classification to identify as, say, 'Indian Scottish' in this category using the new 'Indian, Indian Scottish or Indian British' tick box' for example. The same applies to all the 'Asian' groups listed in the new classification.

6. **'African, Caribbean or Black'**. At category level, total counts should be broadly comparable. However as detailed above, some respondents who previously responded using the 'Mixed' category may now identify as, say, 'African Scottish' in this category using the new 'African, African Scottish or African British' tick box. At tick box level, comparisons are not advisable, since testing has indicated that some people will now opt to identify as 'Black, Black Scottish or Black British' rather than 'African' or 'Caribbean' as in the previous classification. It is possible that some people identify as 'White African' or 'White Caribbean' and may choose to do so under this category (although small scale testing indicated that the majority of those identify as 'White African' did so using the 'White' category on the new classification).

7. **Changes affecting all the above categories.** An analysis of responses from people identifying as 'Arab' in the 2001 Census, shows that 47 per cent did so under 'Any other ethnic background', 22 per cent under the 'Asian' category, 13 per cent under the 'Mixed' category, 7 per cent under the 'White' category, 1 per cent under the 'Black' category and 9 per cent gave multiple responses across several categories. The inclusion of the new 'Arab' tick box in the 'Other Ethnic Group' category means that, now, most of these people are likely to respond here instead. This will have reduce somewhat the total counts of each of the above categories.

8. **'Other Ethnic Group'**. At category level, total counts should be broadly comparable. However, as detailed above, the inclusion of the new 'Arab' tick box should mean that more people identifying as 'Arab' use this category (with the possible exception of the people identifying as say 'Arab Scottish' or 'Arab British' who may continue to identify using the 'Mixed or Multiple Ethnic Group' category). As detailed above, we may expect fewer people from Central and Eastern Europe to identify using this category than did so under the previous classification, because the inclusion of the new 'Polish' tick box under the 'White' category is likely to encourage such respondents to give their answers here instead. The same is true of people identifying as 'Gypsy/Traveller', to some extent.

The national identity questions shown below, are test versions only and do not represent the final version that will be used in the census or otherwise. The final version of the question, could be subject to substantial change to address some of the known limitations.

<p>1. Scotland's 2001 Census</p> <p style="text-align: center;"><b>NO NATIONAL IDENTITY QUESTION</b></p>	<p>2. Scotland's 2006 Census Test</p> <p>What do you consider your national identity to be?</p> <ul style="list-style-type: none"> <li>✓ the boxes you identify with most.</li> </ul> <table border="0"> <tr> <td><input type="checkbox"/> Scottish</td> <td><input type="checkbox"/> British</td> </tr> <tr> <td><input type="checkbox"/> English</td> <td><input type="checkbox"/> Northern Irish</td> </tr> <tr> <td><input type="checkbox"/> Welsh</td> <td><input type="checkbox"/> Irish</td> </tr> <tr> <td colspan="2"><input type="checkbox"/> Other, please write in</td> </tr> <tr> <td colspan="2"> <table border="1" style="width: 100%; height: 15px;"> <tr> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> </table> </td> </tr> <tr> <td colspan="2"> <table border="1" style="width: 100%; height: 15px;"> <tr> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> </table> </td> </tr> </table>	<input type="checkbox"/> Scottish	<input type="checkbox"/> British	<input type="checkbox"/> English	<input type="checkbox"/> Northern Irish	<input type="checkbox"/> Welsh	<input type="checkbox"/> Irish	<input type="checkbox"/> Other, please write in		<table border="1" style="width: 100%; height: 15px;"> <tr> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> </table>																						<table border="1" style="width: 100%; height: 15px;"> <tr> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> </table>																					
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<p>3. SG Cognitive Question Testing (Wave 1)</p> <p>Which nation or nations do you identify with most?</p> <ul style="list-style-type: none"> <li>• Tick all boxes that apply.</li> </ul> <table border="0"> <tr><td><input type="checkbox"/> Scotland</td></tr> <tr><td><input type="checkbox"/> England</td></tr> <tr><td><input type="checkbox"/> Wales</td></tr> <tr><td><input type="checkbox"/> Northern Ireland</td></tr> <tr><td><input type="checkbox"/> Britain</td></tr> <tr><td><input type="checkbox"/> Republic of Ireland</td></tr> <tr><td><input type="checkbox"/> Other nation or nations, please write in</td></tr> </table> <table border="1" style="width: 100%; height: 15px;"> <tr> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> </table>	<input type="checkbox"/> Scotland	<input type="checkbox"/> England	<input type="checkbox"/> Wales	<input type="checkbox"/> Northern Ireland	<input type="checkbox"/> Britain	<input type="checkbox"/> Republic of Ireland	<input type="checkbox"/> Other nation or nations, please write in																					<p>4. Recommended for Scotland's 2011 Census and Scottish Government key surveys</p> <p style="text-align: center;"><b>NATIONAL IDENTITY QUESTION UNDER DEVELOPMENT</b></p>																									
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## Contact Points

## ANNEX G

<b>By Email to:</b>
<a href="mailto:ethnicity-classification@scotland.gsi.gov.uk">ethnicity-classification@scotland.gsi.gov.uk</a>

<b>By Phone to:</b>		
For statistical enquiries	Scottish Government Communities Analytical Service Division (CASD)	0131 244 3004 or 0131 244 7371
	Scottish Government Office of the Chief Statistician (OCS)	0131 244 0324
For policy enquiries	Scottish Government Equality Unit	0131 244 1420 or 0131 244 5503
For census enquiries	General Register Office for Scotland (GROS)	0131 3144 675 or 0131 3144 217

<b>By Post to:</b>
Scottish Government Equality Unit Victoria Quay Area 2-G Edinburgh EH6 6QQ