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2011 Census

Ethnic group, national identity, religion and language consultation

Central and devolved government responses to the 2011 Census stakeholders consultation 2006/07

Central and Devolved Government Responses to the 2011 Census Stakeholders Consultation 2006/07: Ethnic Group, National Identity, Religion and Language, England and Wales

Contents

Data Conventions

Rounding of figures

In tables where figures have been rounded to the nearest final digit, there may be an apparent discrepancy between the sum of the constituent items and the total as shown.

Units in tables

Figures are shown in italics when they represent percentages.

Summary of Findings from Central and Devolved Government

The 2006/07 Census Stakeholders Consultation was held to provide a detailed picture of user needs for information on ethnic group, national identity, language and religion to help decide which questions should be asked in the 2011 Census. Various interested parties were consulted. This report summarises the responses from central and devolved government.

Central and devolved government respondents had strong requirements for information on three of the four topics: more than nine out of ten (96 per cent) of respondents said they needed information on ethnic group, 86 per cent had a requirement for language information and 68 per cent on needed information about religion from the 2011 Census. On the fourth topic, national identity, 50 per cent of central and devolved government respondents needed such information.

Ethnic group

The consultation looked at user needs for information on ethnic group. Key findings are presented below and full details can be found in Section 2 of this report.

Additional information required

Of the central and devolved government respondents who needed ethnic group information, 36 per cent stated that the combined ethnic group categories would provide the information they required. A further 18 per cent stated that these categories would partially provide the required information. A high proportion (86 per cent) stated that the single ethnic groups categories would provide or partially provide the information required.

Respondents required more information, either by refining existing categories or including new categories, on the following groups:

- 'Other White background' – more specific information, for example on eastern European identities

- 'Black African' – more specific information, for example breaking this down by regions in Africa as used by the UN

- Sikh

Acceptability of terminology

All (100 per cent) central and devolved government respondents to the consultation who needed ethnic group information stated that the broad ethnic group categories for 'White', 'Mixed', or 'Other ethnic group' were acceptable. Most (95 per cent) stated that the 'Black or Black British' combined category was acceptable, and 88 per cent 'Asian or Asian British' as acceptable. The terms used in the single ethnic group categories were acceptable for 74 per cent, largely as these were based on the current use of classification in surveys. Of the respondents who were dissatisfied with the terminology used raised concerns about the following aspects:

- The term 'Mixed' – some expressed the opinion that this was not an acceptable term and that 'Multiple Heritage' was preferable

- 'Gypsy/Romany/Irish Traveller' – some expressed the opinion that the addition of 'Romany' would make the category ambiguous, and that ideally these ethnic groups measured separately, and that the category should be located under the 'White' heading

- Chinese – there was concern about the movement of this category to the 'Asian' heading, as the 'Asian' combined category was previously taken to indicate 'South Asian'. Users thought a broader 'Asian' category would be too diverse for useful analysis.

- Welsh – some expressed the opinion that Welsh identity should be recorded regardless of ethnic group

Comparability over time and across the UK

Four-fifths (77 per cent) of respondents who needed ethnic group information needed to make comparisons between single ethnic group categories between the 2001 and 2011 Censuses. Most recognised that some level of change to the classification to provide more accurate or detailed information was desirable, but that this should be minimal so that trends could still be analysed. Respondents whose remit covered Great Britain or the UK had the strongest requirement for comparability of information between the UK countries.

Multiple response ethnic group information

Most respondents expressed the view that any advantages of a multiple response ethnic group question – such as the possible increase in accuracy and depth of information, the flexibility to respond to a growth in mixed ethnicity, and the possible attractiveness to respondents – would be outweighed by the difficulty in implementing and interpreting a multiple response classification and the loss of continuity with information based on the single response 2001 classification.

National identity

A question on national identity has not been asked in previous censuses. This consultation looks at what users would need from such a question. Key findings are presented below and full details can be found in Section 3 of this report.

Among central and devolved government respondents, 50 per cent stated they needed data on national identity, primarily to complement the ethnic group information. Of these, two-thirds (64 per cent) stated that the proposed national identity categories were suitable. Those who did not want the question to be included stated that it was flawed as it was very similar to the ethnic group question, and that other information on similar subjects, such as citizenship or legal nationality, would be of more value.

Religion

Following the introduction of a voluntary question on religion in the 2001 Census, this consultation looks at user needs in this area. Key findings are presented below and full details can be found in Section 4 of this report.

Four-fifths (79 per cent) of central and devolved government respondents, who required information on religion, thought that the religion question for the 2007 Census Test (a repeat of the 2001 Census question) would meet their needs. Those respondents whose needs were not met required the following additional information:

- accurate measurement of non-religious beliefs

- details of religious denominations, for example within the Christian and Muslim religions.

Language

Proficiency in languages (apart from Welsh) has not been included in previous censuses in England and Wales. Key findings of user needs in this area are presented below and full details can be found in Section 5 of this report.

A large majority (86 per cent) of central and devolved government respondents stated that they had a requirement for language in the 2011 Census. The main purposes were to monitor potential disadvantage, to improve service provision, to be an indicator of inclusion and to be a proxy for ethnic group information.

Several aspects of language information were identified. Respondents were most interested in the inclusion of questions on the ability to speak English and ability to understand spoken English. Both of these were ranked as 'very important' by more than 70 per cent of respondents.

The proposed language question in the 2007 Census Test included categories for the ability to understand, speak, read and write English, Welsh and one other language (to be specified by the respondent). Categories for the ability to understand and sign British Sign Language were also included. Almost two thirds (63 per cent) of central and devolved government respondents stated that the proposed categories for language provided the information they required. A further 31 per cent stated that their requirements would be partially met. The problems identified with the proposed question included the lack of space for recording non-UK languages and concerns that the question was too complicated.

1. Introduction

The census is carried out every ten years and provides vital information about the UK population. As part of the preparations for the next Census in 2011, the Office for National Statistics (ONS) has developed a programme of consultations to help inform the question development for the 2011 Census and to gain a better understanding of user and stakeholder requirements. The first consultation was held in 2005[1] and in March 2006 ONS published a summary of user requirements for each topic.

This consultation builds on the 2006 summary assessment of initial user requirements on ethnicity, identity, language and religion[2] and aims to provide a detailed view of user needs for information on these topics in England and Wales. It took place between December 2006 and March 2007.

Comments from interested people and organisations were gathered so that ONS could:

- gain a better understanding of key data requirements

- gain an awareness of the range of views held on these topics

- identify the relative priorities for this information given the constraints of space on the census form

Details of the consultation were published on the National Statistics website, www.statistics.gov.uk, and were also sent to recognised stakeholders. Respondents to the consultation were required to complete a questionnaire, see Appendix (A.5). Central and devolved government respondents participating in the consultation are listed in Appendix (A.2).

Table 1: Number of respondents: by organisation type
England and Wales

	Number of respondents	Number of respondents (excluding repetitions and non-questionnaire responses)
Central & devolved government	27	23
Experts, community & special interest groups	441	139
Local & regional government	92	89
Local service providers	46	46
All respondents	**606**	**297**

There were 606 responses to the consultation (Table 1). For reporting purposes, respondents have been grouped into four stakeholder types:

- central and devolved government – includes central government departments and agencies and devolved government

- expert, community and special interest groups – includes community based organisations, special interest groups, academia, private companies and individuals

- local and regional government

- local service providers – includes organisations providing services at the local level, such as the police, fire service and primary care trusts

Some community organisations and special interest groups arranged for copies of their response to be sent in by individuals as well, resulting in some duplication. This occurred particularly among organisations representing Sikh, Kashmiri and Cornish interests. As the main purpose of the consultation was to identify the range of views held, the responses presented in this report are based on the 297 unique responses received, without the duplicates. In addition, while respondents were invited to submit their responses using the questionnaire, some supplied their views by correspondence. As the data in the tables are derived from the responses to specific questions in the questionnaire, the data presented in the reports includes questionnaire and unique responses only.

Findings from the consultation have been published in five reports. A summary report conveys the main messages from the consultation from all the respondents. The other four reports summarise the key findings from the different stakeholders consulted and this report summarises responses received from central and devolved government.

1. *Consultation Summary Report of Responses to the 2011 Census Stakeholders Consultation 2006/07: Ethnic Group, National Identity, Religion and Language, England and Wales*, Office for National Statistics, 2007 [web address]

2. **Central and Devolved Government Responses to the 2011 Census Stakeholders Consultation 2006/07: Ethnic Group, National Identity, Religion and Language, England and Wales, Office for National Statistics, 2007 [web address]**

3. *Expert, Community and Special Interest Groups Responses to the 2011 Census Stakeholders Consultation 2006/07: Ethnic Group, National Identity, Religion and Language, England and Wales*, Office for National Statistics, 2007 [web address]

4. *Local and Regional Government Responses to the 2011 Census Stakeholders Consultation 2006/07: Ethnic Group, National Identity, Religion and Language, England and Wales*, Office for National Statistics, 2007 [web address]

5. *Local Service Providers Responses to the 2011 Census Stakeholders Consultation 2006/07: Ethnic Group, National Identity, Religion and Language, England and Wales*, Office for National Statistics, 2007 [web address]

2. Review of Requirements for Information on Ethnic Group

The consultation asked about seven different aspects of ethnicity:

- requirements for information on concepts of ethnicity
- suitability of ethnic group categories and suggested changes
- requirements for comparison with 2001 ethnic group information
- requirements for comparison between UK countries
- acceptability of ethnic group terminology
- advantages and disadvantages of multiple response ethnicity data
- comments on the Scottish 2006 Census Test ethnicity classification

An ethnic group question was included in both the 1991 and 2001 Censuses, providing information on the self-identified ethnic group of the population. The initial assessment of user requirements for ethnicity data in the 2011 Census[2] and responses to this consultation report the wide range of potential uses of ethnic group information, including:

o resource allocation and informing the provision of services
o to enable public bodies to meet their statutory obligations under the Race Relations Act 1976, Race Relations (Amendment) Act 2000, and equal opportunities legislation
o central and local government policy development and monitoring
o market research
o academic research
o representing the interests of specific groups

2.1 Requirements for information on concepts of ethnicity

Although the census question has always used the term 'ethnic group' rather than race the current legal framework (as set out by the *Race Relations Act*) is phrased in terms of race. However, the Act protects people from discrimination on the grounds of several related factors: colour, race, nationality (including citizenship), or national or ethnic origins.

Table 2: Requirements for information on ethnic group from the 2011 Census: by organisation type
England and Wales **Percentages**

Organisation type	Yes	No	Base = 100% (numbers)
Central & devolved government	*96*	*4*	23
Experts, community & special interest groups	*87*	*13*	130
Local & regional government	*97*	*3*	86
Local service providers	*93*	*7*	44
All respondents	***92***	***8***	**283**

Ethnic group information was required by 96 per cent of all central and devolved government responses (Table 2). The main reasons for requiring this data were for research and analysis, and policy making.

'Comparing key indicators in Armed Forces and Ministry of Defence civilians – recruitment, staffing and promotion – to national comparators.'
(Defence Analytical Services Agency)

'[Ethnic group data are used for the following purposes:]
1. To compare the ethnic profile of the school workforce with that of the working-age population and the pupil population. This feeds into ethnic monitoring and helps fulfil our obligations under the *Race Relations (Amendments) Act 2000*.
2. Benchmarking in programme evaluations and equality assessments.
3. To provide national patterns for comparison with survey data.
4. To examine the household and family characteristics of learners.
5. To examine the local profile of learners and characteristics of ethnic groups. To identify "hot spots". This local level information cannot be obtained from other data sources.'
(Department for Education and Skills)

'To be able to understand more about the changing population of the UK, the difficulties faced by some ethnic groups interested in enterprise, and levels of self-employment amongt different ethnic groups.'
(Ethnic Minority Employment Partnerships Team, Jobcentre Plus)

Users were invited to consider whether their need is for information on ethnic group (a cultural characteristic), or if they require information on other related concepts as well as, or instead of, ethnic group, for example race, visible minorities, non-White groups and ancestry. Classifications of race are generally based on a set of physical characteristics. Visible minority status is related to having a different appearance from the majority. Ancestry relates to historical information about where an individual's forebears come from, though it also has a subjective element in deciding how many generations of ancestry to consider

Table 3: Requirements of information for concepts related to ethnicity from the 2011 Census: by organisation type
England and Wales   **Percentages**

	Visible minority population	Non-White population	Ancestry	Race	Base[1,2] = 100% (numbers)
Central & devolved government	32	41	27	27	22
Experts, community & special interest groups	54	27	28	28	113
Local & regional government	48	57	23	46	83
Local service providers	27	32	22	46	41
All respondents	**46**	**39**	**25**	**37**	**259**

1 Respondents could respond to more than one category.
2 Respondents only answered this question if they stated that they needed ethnic group information from the 2011 Census in Question 5.

Non-white/visible minority population

Information on visible minority populations was required by 46 per cent of respondents, and Non-White population by 41 per cent. Central and devolved government departments needed this information to monitor the incidence of discrimination based on physical appearance.

> 'Along with "BME" [Black and Minority Ethnic] these groupings non-White/visible minority] identify people who may experience discrimination based upon their physical appearance. Many policies are directed at addressing inequalities and their success is measured by comparing the White population with the BME population.'
> (Department for Work and Pensions)

'Information about the non-White population (which we believe is already contained in the census) will help to understand the impact of phenotype [observable characteristics] on discrimination and disadvantage.'
(Commission for Racial Equality)

The term non-White was seen as less ambiguous than the term visible minority.

'We believe that visibility is a vague term that could refer to a number of things including phenotype [observable characteristics], accent, dress and name.'
(Commission for Racial Equality)

Race

Around one-quarter (27 per cent) of respondents required information on race. Central and devolved government departments required information on race, as distinct from ethnic group, for similar reasons. The Commission for Racial Equality (CRE) pointed out in clarification that:

'The Race Relations Act uses "race" both to describe the catch-all class that receives protection under the Act, that is, "racial group", and as one of five sub-classes that fall within it. Racial groups are groups defined by racial grounds, that is race, colour, nationality (including citizenship) or ethnic or national origins. All racial groups are protected from unlawful racial discrimination under the Act. The census question "What is your Ethnic Group? "appears to use the term "ethnic group" to mean the same as "racial group" as defined by the Act.'
(CRE)

Ancestry

Information on ancestry is required to inform public health and for treating certain health conditions. The Department of Health (DH) is interested in ancestry to help clinicians when diagnosing or treating certain health conditions. However, DH recognises the collection of information on ancestry is "beyond the census … as it is at the individual level that clinicians need to ascertain a person's ancestry".

Bòrd na Gàidhlig (The Gaelic Development Agency) require information on ancestry to '[establish] whether Scottish origins or ancestry are a significant factor in learning Gaelic.'

2.2 Suitability of ethnic group categories and suggested changes

The consultation invited comments on how well the 2007 Census Test question on ethnic group would meet user needs for information. Details of the 2007 Census Test question can be found in Appendix (A.3).

Table 4: Suitability of the proposed ethnic group categories in the 2007 Census Test: by organisation type
England and Wales   **Percentages**

	Combined ethnic groups[1]				Single ethnic groups[2]			
	Yes	**No**	**Partially**	***Base[3] = 100% (numbers)***	**Yes**	**No**	**Partially**	***Base[3] = 100% (numbers)***
Central & devolved government	*36*	*45*	*18*	22	*45*	*14*	*41*	22
Community & special interest groups	*14*	*71*	*15*	108	*13*	*59*	*28*	112
Local & regional government	*30*	*33*	*37*	84	*24*	*25*	*52*	85
Local service providers	*42*	*42*	*17*	36	*30*	*38*	*33*	40
All respondents	**25**	**52**	**23**	**250**	**22**	**41**	**37**	**259**

[1]*Combined ethnic groups include 'White', 'Mixed', 'Asian or Asian British', 'Black or Black British' and 'Other ethnic groups'.*
[2]*Single ethnic groups refer to individual tick boxes in the ethnic group question e.g.' White English', 'Indian'.*
3 *Respondents only answered this question if they stated that they needed ethnic group information from the 2011 Census in Question 5.*

Respondents were asked whether the single and combined ethnic group categories that are used in the 2007 Census Test questionnaire would provide the information they require. Half (45 per cent) of central and devolved government respondents stated that the combined ethnic groups would not provide the information they required, while 36 per cent were satisfied with the information provided (Table 4). A high proportion (86 per cent) stated that the single ethnic group categories would either provide or partially provide the information required.

Additional requirements and suggested changes were invited. Respondents required improved information in the following areas.

Combined ethnic group categories:
- 'Mixed' categories are too general

Single ethnic group categories:
- including a 'White British' category would hinder UK comparability
- 'Gypsy/Romany/Irish Traveller' should be included in the 'White' combined ethnic group
- Sikh ethnic group should be included
- 'Other White' covers a vast and varied population
- 'Black African' is too broad
- Chinese has moved into the 'Asian or Asian British' combined group
- Welsh should be recorded as an ethnic group and not a sub-category of 'White'

2.2.1 Details of additional requirements – combined ethnic group categories

'Mixed' categories are too general
Requirements for changes to the 'Mixed' categories included the need to 'more accurately reflect [the] Mixed race population and to signal explicitly that White is not always a component of Mixed race' (CRE) and for more detailed information about additional mixed groups, for example:

> 'In some datasets the final 'Any other mixed background' accounts for up to 40% of all 'Mixed' responses. There are therefore arguments to include other 'mixes' most notably Black and Asian (to recognise that mixed race is not simple about white-non white combinations) and White and Chinese (the next largest category – although if the relocation of Chinese goes ahead it is assumed that this will be merged with White and Asian). [This information is needed] to more accurately reflect mixed race population and to signal explicitly that White is not always a component of mixed race.'
> (CRE)

'Research by ONS has shown that "Mixed White and Chinese" people were the largest identifiable group within the "Other Mixed" group. Some may currently be included in the "Mixed White and Asian" group. An additional Mixed White and Chinese category would improve the ethnic group classification.'
(Department of Communities and Local Government)

2.2.2 Details of additional requirements – single categories

Including a 'White British' category would hinder UK comparability
The CRE was concerned that dividing the 'White British' ethnic group category would be problematic for UK or GB comparability and suggested instead the case for 'retain[ing] a single White British [ethnic group] category, relying on the national identity question to distinguish between Welsh, English, etc (although we understand that there may be some public opposition to this).'

'Gypsy/Romany/Irish Traveller' should be located in the 'White' combined ethnic group
Several respondents suggested the category for 'Gypsy/Romany/Irish Traveller' should be located under the 'White' heading rather than the 'Other Ethnic Group' heading, and also that the terminology should be amended. For example:

'Location under "White" is consistent with existing ONS allocation of write-in options, Department for Education and Skills (DfES) practice and CRE policy.' (CRE)

'The current terminology is confusing: the terms "Gypsy" and "Romany" are two ways of referring to the same ethnic group, that is British Gypsies (the word Romany is superfluous in this context and should be omitted) … Our first preference would be for two categories: Gypsies and Irish Travellers. If this is not practicable, then we would be content for an ethnic category of "Gypsy/Irish Traveller" to be used in the census.'
(Department of Communities and Local Government)

'Use of the term "Romany/Gypsy" may attract responses from European Roma (we are aware that this is the case with DfES data where the term Gypsy/Roma is used in its pupil surveys) which would cloud the data set making it effectively useless for developing policy with regard to Gypsies and Irish Travellers … Although European Roma are historically related to Romany Gypsies, they are quite distinct groups with quite different needs. "Gypsy" is thought to be inclusive enough for Welsh Gypsies to identify with as well as English (Romany) Gypsies. We recommend that the term "Gypsy/ Irish Traveller" is used instead.'
(CRE)

Sikh ethnic group should be included

Although most departments were opposed to the inclusion of 'religious' categories in an ethnic group question, the Defence Analytical Services Agency (DASA) requested a Sikh/Indian (non-Sikh) category:

'[DASA requires a] separate category to identify Sikhs from Indian non-Sikhs. Although technically a religion rather than an ethnic group, it may be useful to collect information on Sikhs compared with other Indians, to enable us to understand better whether there are differences between communities in propensity to join/stay in the Armed Forces and the effectiveness of recruiting.'
(DASA)

'Other White background' covers a vast and varied population

The Department of Trade and Industry (DTI) was concerned that 'Other White background' covers a large and varied population and requested further breakdown of this group. Several departments and agencies stated a requirement for statistics on 'immigrants from eastern and central Europe [who are] placing particular demands on service provision' (CRE), raising concerns that 'inadequate population estimates [of these groups] have led to insufficient central funds to meet service demands (which may in turn motivate hostility).' (CRE).

'[We require] further breakdown of 'White Other'. Other White covers a large and varied population, including [people from] the Americas, Australasia, eastern and

western Europe … [to] understand more about the changing population of the UK, including concentration/dispersion of different ethnic groups, to target local policies, and in particular, understand more about the diverse self-employed population.'
(DTI)

'Eastern European migrants may be vulnerable to prejudice and discrimination not experienced by other White "Westerners". The failure to identify them makes it impossible to monitor inequality and identify emerging problems and needs.'
(Department of Communities and Local Government)

'We also have concerns that any disadvantage experienced by these groups may not be addressed adequately because of a failure by some public bodies to recognise that ethnic minorities can be "White" or that race equality policies need to meet the need of all ethnic groups (and not just visible ethnic minorities).'
(CRE)

However, the CRE recognised that there may not be 'an obvious, practical way to capture these communities through an ethnicity question'.

'Black African' is too broad
The CRE stated a need for data to 'more accurately reflect the heterogeneous nature of those who have identified as "Black African" to tailor better policy responses.' It suggested ONS should:

'Consider expanding the category for "African". A possible set of proposed categories are suggested in the recent Scottish Executive consultation on the 2011 census [see Appendix A.4]. Regional breakdown using these categories seems to be the most suitable method for understanding the diversity better. The regional categories are used by the African Union and the UN so are likely to be widely understood.'
(CRE)

'Chinese' has moved into the 'Asian or Asian British' combined group
Central and devolved government respondents commented that ONS had not provided enough evidence of a need to move the 'Chinese' category to the 'Asian or Asian British' combined ethnic group, and expressed concerns that this would hinder 'longitudinal comparisons between "Asian" data sets from either side of the 2001 census' (CRE). Other specific concerns included:

> 'We need to be able to continue to produce trend data for the "South Asian" group (Indian, Pakistani, Bangladeshi, Other Asian). Many organisations (for example Police Authoriities and Health Authorities) only produce data by the five-group ethnic breakdown. Trends for the Asian group with regard to CJS [Criminal Justice System] and health statistics will not be possible with the proposed classification.'
> (Department of Communities and Local Government)

> 'Given that the health profile of the Chinese community is markedly different from that of other large Asian communities (for example Indian, Pakistani and Bangladeshi), the 2011 "Asian or Asian British" combined group will mask the generally good health of the Chinese community and make 2001/2011 comparisons at the combined group level difficult.'
> (Department of Health)

'Welsh' should be recorded as an ethnic group and not as a sub-category of 'White'
The Welsh Assembly Government stated a requirement for Welsh identity to be recorded regardless of ethnic group, for example, not just a sub-category of 'White'.

> 'Need to be able to identify Welsh categories other than White Welsh in order to target policy.'
> (Office of the Chief Social Research Officer, Welsh Assembly Government)

> 'If a "White" category was to be split, the current proposal as we understand it for Wales, that is "White Welsh", "Other White British", "White Irish", and "Other White background" is acceptable.'
> (Bwrdd yr Iaith Gymraeg/The Welsh Language Board)

2.3 Requirements for comparison with 2001 ethnic group information

Any changes to the ethnic group categories in 2011 might reduce the comparability with information collected in 2001. The degree to which comparability is reduced will depend on the extent of the changes.

Table 5: Need to compare combined and single ethnic group information in 2011 with information from the 2001 Census: by organisation type
England and Wales   **Percentages**

	Combined ethnic groups[1]			Single ethnic groups[2]		
	Yes	No	Base[3] = 100% (numbers)	Yes	No	Base[3] = 100% (numbers)
Central & devolved government	59	41	22	77	23	22
Experts, community & special interest groups	37	63	104	54	46	110
Local & regional government	79	20	81	90	10	83
Local service providers	41	59	39	51	49	39
All respondents	**53**	**46**	**246**	**67**	**33**	**254**

[1]*Combined ethnic groups include 'White', 'Mixed', 'Asian or Asian British', 'Black or Black British' and 'Other ethnic groups'.*
[2]*Single ethnic groups refer to individual tick boxes in the ethnic group question e.g.' White English', 'Indian'.*
3 Respondents only answered this question if they stated that they needed ethnic group information from the 2011 Census in Question 5.

The majority of respondents from central and devolved government departments and agencies need to make comparisons between the 2001 and 2011 Censuses, particularly for single ethnic groups (77 per cent) (Table 5). Most recognised that some level of change to the classification was desirable to provide more accurate or detailed information, but that this should be minimal so as not to lose trends. For example:

'A failure to monitor the position of any of the eight main ethnic groups would be very serious.'
(Department of Communities and Local Government)

'As the 2011 coding of ethnic group is improved through, for example, the inclusion of "Gypsy/Romany/Traveller" and "Arab" codes, it is inevitable that proposed codes for 2011 will differ from those for 2001. It is a price worth paying for small improvements like these.'
(Department of Health)

'A small loss would be acceptable, if the benefit was more detailed ethnic groups.'
(DTI)

'In terms of the categories and questions that are asked in the 2011Census, the CRE recommends that as far as possible they are comparable with those used in the 2001 Census. We strongly argue that for policy-makers, and particularly [those in] the public sector, it is imperative that the 2011 output data can be compared with 2001 data to track social, economic and demographic patterns.'
(CRE)

'Would support the change as it would provide better information.' (Welsh Assembly Government)

However the Department for Work and Pensions (DWP) did not see the benefits of the proposed changes:

'Overall, [our] view is that we do not see a significant rationale for change and [it is] much more important for us to maintain the ability to monitor change over time. We need a much better rationale of the benefits of change over the benefits of being able to compare over the ten-year census period. A recent example of the advantage of comparability was the recent work to introduce ethnicity information into the claimant count national statistics.'
(DWP)

Some respondents also expressed reservations about the effect of change on administrative data collection systems.

'The systems for the school workforce are set up to collect data using the categories from the 2001 Census, so any changes to the categories would have implications and costs for both the Department and for schools and local authorities to change how the data are held, collected, validated and analysed.'
(Department for Education and Skills)

'The precise details of minor changes to the actual questions used in the census on ethnicity matter less than whether it will be mandated for use across administrative systems. Any such changes to the DWP's administrative systems has led in the past to discontinuities that take a long time to unwind, for example, the 2001 Census and the impact on ethnicity data for the New Deals [employment policies].'
(DWP)

Departments and agencies were all of the view that a large loss of comparability would have extremely negative consequences.

'[It would be] pretty much unthinkable. It would lead to such a large loss of information and comparability over time.'
(DWP)

2.4 Requirements for comparison between UK countries

Any changes to the ethnic group categories in 2011 may affect comparability across the UK. Respondents were asked what impact this would have on their use of the information. In 2001 ethnic group classifications in Scotland and Northern Ireland were different to those in England and Wales, reflecting differences in the ethnic minority populations in each country. The Registrars General of the respective countries are committed to working towards consistent UK census outputs, but it is possible that the differences between ethnic group classifications in England and Wales, Scotland and Northern Ireland may increase if there are different needs for information in each area.

Government departments or agencies that covered Great Britain or the UK had the strongest requirement for comparability of information between the UK countries.

> '[For DWP a small difference between UK countries would be] problematic, as DWP is a GB based organisation, so the inability to produce consistent information for all of GB would be a significant problem for this Department and [would affect] our ability to report, [A large difference would be] very difficult – among other things [we] would have to re-define the Departmental PSA [public service agreement] target.'
> (DWP)

Without UK-wide data, DASA would find it difficult to ascertain whether the Armed Forces reflect the wider population.

Those whose remit did not cover Great Britain or the UK were content with a small loss of comparability, if changes improved the information.

2.5 Acceptability of ethnic group terminology

The consultation sought feedback on the ethnic group terminology used in the 2007 Census Test, and in particular, whether it was clear, understandable and acceptable to respondents. Responses were required for the broad ethnic categories and for single ethnic groups. Respondents who found the terms unacceptable were asked to suggest alternatives or improvements.

Table 6: Respondents who found the terms for the combined ethnic group categories in the 2007 Census Test acceptable: by organisation type
England and Wales   **Percentages**

	White	Mixed	Black or Black British	Asian or Asian British	Other ethnic group	Base = 100% (numbers)
Central & devolved government	100	100	95	88	100	18
Experts, community & special interest groups	76	75	73	54	60	112
Local & regional government	89	82	84	80	86	78
Local service providers	88	79	86	88	92	42
All respondents	**84**	**80**	**80**	**71**	**76**	**251**

The majority of central or devolved government respondents found the terms for the combined ethnic groups acceptable. 'Asian or Asian British' combined ethnic group category was considered the least acceptable (Table 6).

Table 7: Respondents who found the terms for the single ethnic group categories in the 2007 Census Test acceptable: by organisation type
England and Wales   **Percentages**

Organisation type	Acceptable	Not acceptable	Base = 100% (numbers)
Central & devolved government	74	26	19
Experts, community & special interest groups	52	48	104
Local & regional government	71	29	78
Local service providers	67	33	42
All respondents	**62**	**38**	**243**

Almost three-quarters of central and devolved government respondents (74 per cent) found the terms used in the single ethnic group categories acceptable (Table 7). This view was generally based on current use of the classification in surveys with no objections from respondents.

'All [main headings are] used currently within DfES analyses and external consultations and have not raised objections.'
(DfES)

'The names are familiar and acceptable to the majority of the general population. This is evidenced by the willingness of most people to allocate themselves to these groups in surveys, censuses and in administrative data collection for the past 10 to 20 years. The residual "Other" categories have always presented an opportunity for people to write in their own names but this option has only been taken up by a minority of the population.'
(Department of Communities and Local Government)

Respondents found the terms used in the combined and single ethnicity groups unacceptable for the following reasons:

o   use of the term 'Mixed'
o   failure to acknowledge the inclusion of the Chinese in the title of the 'Asian' combined ethnic group

Use of the term 'Mixed'
Respondents questioned the use and acceptability of the term 'Mixed' as it can be perceived as derogatory. Alternative terms suggested were 'Dual Heritage' or 'Multiple Heritage'.

'Some thought needs to be given to the "Mixed" race terms. The symbolic significance of giving primacy to the "White" identifier has been questioned by some.'
(CRE)

'"Mixed" is a generally understood term. However, a more positive term such as "Dual Heritage" or "Multiple Heritage" might be better ... "Dual" implies a richness; and "heritage" implies gain and culture.'
(Department of Health)

Failure to acknowledge the inclusion of the Chinese in the title of the 'Asian' combined ethnic group

> 'Previously Chinese was separate from the "Asian and Asian British" combined group; merging Chinese with the combined group but not recognising this in the title of the group seems insensitive to Chinese sensibilities and fails to recognise that a significant change has occurred … If as a result of 2007 test, ONS persist in combining Chinese with Asian or Asian British, the title of the new combined group might become"'Pan-Asian or Asian British".'
> (Department of Health)

2.6 Advantages and disadvantages of multiple response ethnicity data

Ethnic group information on previous UK censuses has been based on asking people to tick one box only. Specific categories were introduced in 2001 to record people with 'Mixed' ethnicity. As the proportion of the population with Mixed ethnicity is likely to increase, ONS proposes to test whether a multiple response ethnic group question, based on asking people to tick all categories that apply, would allow people to record their ethnic group more efficiently/accurately.

2.6.1 Advantages of a multiple response ethnicity data

Central and devolved government departments and agencies saw some potential advantages of multiple response ethnic group information, including:

- a possible increase in accuracy and depth of information
- flexibility to respond to a growth in mixed ethnicity and
- possible attractiveness to respondents

> 'The option of multi-ticking is conceptually attractive as it focuses on multiplicity and allows for much more flexibility than pre-designated categories … Multiple response answers may be more acceptable to some respondents as they do not force people to choose only one identity and indeed may encourage people to choose identities that they would not otherwise have indicated.'
> (CRE)

'Accuracy of response, allowing individuals to indicate exactly what groupings they feel they belong to. This might have a positive impact on the response rate too.'
(DfES)

'Could potentially provide us with interesting information, as long as it was clear that multiple respondents were clearly shown in statistics only once.'
(Jobcentre Plus)

'[Multiple response ethnic group] recognises the complexity of ethnicity in modern Britain; would improve information about the true size and variety within the "Mixed" population; and may make it possible to identify second/third generation Irish who currently identify as "White British" (but only for those who choose to register their Irish ancestry).
(Department of Communities and Local Government)

However, departments and agencies were concerned that these perceived advantage to respondents would not be borne out in practice.

'[multiple response could leave] more room for misreporting and misunderstanding of this important issue'
(DfES)

'In the University of Kent's recent Mixed Race in Britain survey [2006], respondents found the multiple tick option confusing and there was a fair bit of evidence of misinterpretation.'
(CRE)

2.6.2 Disadvantages of a multiple response ethnicity data

Central and devolved government respondents generally expressed the view that any advantages of a multiple response ethnic group question would be outweighed by the difficulties in implementing and interpreting a multiple response classification, the loss

of continuity with information based on the single response 2001 classification, and the presence of tick-boxes for specific 'Mixed' categories.

> 'We agree that some respondents may wish to identify with more than one ethnic group but on balance we feel that the current solution of having a category for "Mixed" ethnicity is sufficient and preferable to allowing multiple responses. If multiple response were allowed this would seriously affect comparability with earlier censuses. In our outputs we would either count responses rather than people, or have some sort of prioritisation rule (including the possibility of recoding all multiples as "Mixed").'
> (DWP)

Almost all respondents expressed concerns that a multiple response question would pose problems for trend analysis. Other problems with analysis were identified, such as:

> 'Problematic for data analysis and presentation – how would we decide how to group categories? Some respondents might only tick one box, where others from the same ethnic group might tick two or more, therefore making analysis difficult.'
> (Department of Communities and Local Government)

> 'A multiple response ethnic group could result in considerable chaos, render any sensible analysis almost impossible, and render comparisons with 2001 completely impossible. As an alternative, ONS should keep the single ethinc coding they propose for the 2007 Test. Guidance should be given to individuals that if they are of "Mixed or Dual Heritage" that is not captured in the proposed "Mixed" categories, they should use the "Other Mixed Background" category and write in their particular combination. ONS could analyse the results and publish tables based on the responses as appropriate.'
> (Department of Health)

> 'Assuming that (as happened after the 2001 census), all Government Statistical Service (GSS) sources switch to the latest census definition, this would lose comparability not just for census data but for all GSS data. Also, it would be very

difficult to measure the discontinuity; an exercise to do this this would need a re-run under the same conditions as the Census 2011, including the legal obligation to respond.'
(DTI)

It would also be a major change that would be difficult for other organisations to implement.

'To be sure we are comparing like with like we would have to change all of our systems and re-survey up to 300,000 personnel – a major undertaking.'
(DASA)

'[Allowing respondents] to indicate more than one ethnic grouping … would have cost implications for the Department, schools and local authorities to alter the way data are held, collected, validated and analysed.'
(DfES)

2.7 Comments on the Scottish 2006 Census Test ethnicity classification

The 2006 Census Test in Scotland used a different ethnic group classification to the one proposed for the 2007 Census Test in England and Wales. The main difference was that it replaced the term 'White' with 'European' and the term 'Black' with 'African or Caribbean'. It also contained a larger number of tick-box categories than for the 2001 Census. Respondents were asked to compare the two classifications and provide views on the advantages or disadvantages between the classifications of ethnic group.

Central and devolved government departments and agencies generally saw the removal of colour terms and the inclusion of Sikh and Jewish categories as problematic.

'The proposed Scottish codes are a confusing mix of nationality, race, ethnic group, country and religion.'
(Department of Health)

'[Problems include:] (1) The combining of religion and ethnicity by including Sikh and Jewish as ethnic groups, at worst, implies that people can only be one or the other and, at best, asks people to decide which identity is most important to them. Also, as religion is asked separately there will be two population estimates. It is also likely to prompt other religious groups to seek to be included in the ethnic group question, which could undermine the collection of ethnic group data in the future.

(2) The inclusion of "Southern African" within the combined "Black" group may produce data validity problems, as many South Africans are White.

(3) Good data collection requires that people can easily allocate themselves to a group - the many African categories may create difficulties for some people, undermining the validity of the data.

(4) The replacement of "White" with "European" is potentially offensive as it implies that people from BME [Black and Minority Ethnic] groups cannot also regard themselves as Europeans.

(5) The replacement of "Other White" with "Other European" means that people from the USA and Australasia have to identify as "Other Ethnic" whereas they have previously identified as "Other White".'
(Department of Communities and Local Government)

'It's a rather long list that is premised differently to that used in England and Wales, in that it is specifying the provenance. This would be quite different to the current England and Wales list, although the two could be mapped.'
(DfES)

However, DASA commented positively on the inclusion of a Sikh category, see page 18 and there were some favourable comments about the sub-division of the African category and the overall greater level of detail. DfES stated that it allows respondents more freedom to indicate where they feel they belong.

3. Review of Requirements for Information on National Identity

ONS developed a national identity question after controversy around the 2001 Census. Public and political concerns were expressed in Wales about the lack of a Welsh tick-box category in the ethnic group question to enable Welsh people to specify their national identity in the same way that people in Scotland could record themselves as Scottish. A question on national identity has not been included in previous censuses in England and Wales, though it has been asked in surveys such as the ONS Labour Force Survey since 2001.

National identity is subjective and self-perceived, unlike objective information such as country of citizenship. It records, for example, British, English, Scottish and Welsh national identities independently from ethnic group. It also allows recording of national identities outside the UK. Testing of the national identity question showed that British-born people from ethnic minority groups preferred answering the ethnic group question if they were asked to record their national identity first. The proposed national identity question is a multiple response question, so would provide information for different combinations of national identities.

3.1 Requirements for information on national identity

Information on national identity was required by 50 per cent of respondents from central and devolved government departments and agencies (Table 8). The remainder stated that they had no need for this information. Some were against asking a national identity question in the 2011 Census.

Table 8: Requirements for information on national identity from the 2011 Census: by organisation type

England and Wales **Percentages**

Organisation type	Yes	No	Base = 100% (numbers)
Central & devolved government	50	50	22
Experts, community & special interest groups	57	43	114
Local & regional government	67	33	81
Local service providers	45	55	40
All respondents	**58**	**42**	**257**

Respondents needed national identity data for the following reasons:

- to measure the proportion of ethnic minority groups that identify as British
- to produce estimates of migrant pupils in schools
- to be able to compare census results with the Department for Work and Pension's Family Resources Survey (FRS) and measure how many people living in Wales, and in the UK more widely, see 'Welsh' as their national identity

'The percentage of people from BME [Black and Minority Ethnic] groups that identify as "British" is potentially useful for measuring a sense of belonging, which is one aspect of community cohesion.'
(Department of Communities and Local Government)

'In terms of policy, developing a fuller picture of people's national identities will enable relationships between identity and integration to be explored for the first time. For example, is there a correlation between British identity and economic and social integration among different ethnic groups?'
(Commission for Racial Equality)

' … use the information in relation to the Gaelic Language (Scotland) Act 2005 by informing the mix of Scots and others in the community of users of Scots Gaelic in England and Wales.'
(Bòrd na Gàidhlig/The Gaelic Development Agency)

The reasons given against a national identity question were that the question is flawed, that it is very similar to the ethnic group question, and that other information on similar subjects such as citizenship or legal nationality would be of more value. Comments included:

'The proposed question on national identity is flawed for a number of reasons. First, it only covers British Isles national identities. Second, ethnic group already includes national identities. Third, its inclusion could be seen as complicating and

adding to an already packed census form. Last, it could be seen as divisive. Questions about national identity are best left to detailed qualitative research at this point in time.'
(Department of Health)

'A question on actual nationality is much preferred to one on perceived nationality, and if the latter causes any confusion about how the former is to be answered, it should not be included in the questionnaire.'
(Home Office)

'The question on national identity needed more explanation, or a brief introduction, as it is new to the census.'
(The British Council)

3.2 Suitability of the proposed national identity question and suggested changes

Around two-thirds (64 per cent) of central and devolved government respondents stated that they were happy with the proposed national identity categories (Table 9). A further 18 per cent were partially happy.

Table 9: Suitability of the proposed national identity categories in the 2007 Census Test: by organisation type

England and Wales   **Percentages**

Organisation type	Yes	No	Partially	Base[1] = 100% (numbers)
Central & devolved government	*64*	*18*	*18*	11
Experts, community & special interest groups	*39*	*15*	*46*	72
Local & regional government	*40*	*27*	*32*	62
Local service providers	*70*	*17*	*13*	23
All respondents	**45**	**20**	**35**	**168**

1 Respondents only answered this question if they stated that they needed national identity information from the 2011 Census in Question 30.

DfES raised concerns regarding the limited availability of the 'Other national identities' in standard output tables. If this information is only available in certain tables it may not be detailed enough for their purposes.

4. Review of Requirements for Information on Religion

A voluntary question on religion was asked for the first time in England and Wales in 2001. The question in England and Wales gathers information on religious identity or affiliation, a subjective and self-ascribed characteristic. It is not intended to provide information on religious observance or frequency of religious practice and it does not aim to determine the number of practising members of each religious faith. The form of the question in England and Wales differs from the religion questions in the Scottish and Northern Irish censuses, which ask two questions, one on the religion people were brought up in and one on their current religion.

4.1 Requirements for information on religion

Most central and devolved government respondents (68 per cent) required information on religion (Table 10).

Table 10: Requirements of religion information from the 2011 Census: by organisation type
England and Wales   **Percentages**

Organisation type	Yes	No	*Base = 100% (numbers)*
Central & devolved government	*68*	*32*	22
Experts, community & special interest groups	*78*	*23*	120
Local & regional government	*91*	*9*	81
Local service providers	*77*	*23*	43
All	***81***	***19***	**266**

Central and devolved government respondents cited a variety of reasons for the need for a religious question on the census, for example, to gain a clearer view of society, which includes analysis by religion in areas such as inequalities, community cohesion, interaction and participation. Comments included:

'There are clear links between religion and health inequalities. The population data from the census would provide the necessary population base for making health comparisons across religious groups.'
(Department of Health)

'To perform occasional analyses of education levels and participation by religious groups (particularly Muslims).'
(Department for Education and Skills)

'To enable comparison of Armed Forces personnel to the wider population, a key issue in ensuring diversity and equal opportunities in the Armed Forces.'
(Defence Analytical Services Agency)

'Sampling for surveys and improving the evidence base. Monitoring the populations with regard to equalities strands.'
(Welsh Assembly Government)

Around three in ten (29 per cent) of central and devolved government respondents did not require information on religion.

'We do not feel that a question on religion is necessary in the census. Moreover, what concrete uses, will be made with this information?'
(Department for Transport)

4.2 Suitability of religion categories and suggested changes

Most central and devolved government respondents (79 per cent) stated that the proposed categories for religion provided the information they require, with the remainder (21 per cent) stating that their requirements would be partially met (Table 11).

Table 11: Suitability of proposed religion categories in the 2007 Census Test: by organisation type

England and Wales   **Percentages**

Organisation type	Yes	No	Partially	Base[1] = 100% (numbers)
Central & devolved government	79	0	21	14
Experts, community & special interest groups	65	19	17	96
Local & regional government	82	4	14	72
Local service providers	85	11	4	27
All respondents	**74**	**11**	**14**	**209**

1 Respondents only answered this question if they stated that they needed religion information from the 2011 Census in Question 35

One department that commented that the information would only partially meet their needs stated that:

'The Christian category is too broad. The Muslim category might also be too broad. At the very least, the Christian category should be split into Catholic and Protestant. Consideration should also be given to separating Jehovah's Witnesses and Pentecostal religions, because of religious "rules" on blood transfusions, etc, and because of the way these religions need to be observed in communal settings such as hospitals ... There might also be good reasons for separating Sunni and Shia Muslims. The advice of the Muslim Council should be sought on this matter .... "practising religion" would be preferred. A fuller breakdown of religion would allow a fuller analysis of the links between religious affilation and health inequalities.'
(Department of Health)

The Commission for Racial Equality (CRE) suggested:

"It might be more suitable to rephrase the question *"Do you have a religion"* qualified by *"If so what is it?"* rather than *"What is your religion?"* This would be consistent with the British Social Attitudes Survey [carried out by the National Centre for Social Research] and would offer more accurate data on *actively* (as

opposed to *culturally*) religious individuals and the impact of such activity upon discrimination and disadvantage.'
(CRE)

The Welsh Assembly Government stated that the religions listed should reflect membership of the Faith Forum, which would mean that 'including Baha'i' would be the only addition.

4.3 Requirements for comparison with 2001 religion information

Nearly three-quarters (73 per cent) of central and devolved government respondents stated the need to compare information on religion from the 2011 Census with information from the 2001 Census (Table 12).

Table 12: Need to compare information on religion in the 2011 Census with the 2001 Census: by organisation type
England and Wales   **Percentages**

Organisation type	Yes	No	Base[1] = 100% (numbers)
Central & devolved government	73	27	11
Experts, community & special interest groups	69	31	51
Local & regional government	85	15	52
Local service providers	7	30	10
All respondents	**76**	**24**	**124**

1 Respondents only answered this question if they stated that they needed religion information from the 2011 Census in Question 35.

A number of respondents commented that they would like 2011 Census questions to be comparable with the 2001 Census so they could monitor trends.

'The ... suggestion for splitting up broad Christian and Muslim codes would allow for comparisons with 2001 Census results, as the disaggregated 2011 codes could be readily aggregated back up again for comparative analysis.'
(Department of Health)

5. Review of Requirements for Information on Language

A question on Welsh language proficiency has been included in every census in Wales since 1891. ONS proposes to continue to measure Welsh language proficiency in Wales in 2011. Proficiency in other languages has not been recorded in previous censuses in England and Wales, and is currently much less likely to be included than the other topics covered in this consultation. Languages other than Welsh will not be measured unless there is space on the census form. This consultation aimed to gain a better understanding of user requirements for language information throughout England and Wales, and assess additional requirements to those provided by the language question already asked in Wales.

5.1 Requirements for information on language

A majority (86 per cent) of central and devolved government respondents stated that they had a requirement for language from the 2011 Census (Table 13).

Table 13: Requirements for information on language from the 2011 Census: by organisation type
England and Wales   **Percentages**

Organisation type	Yes	No	Base = 100% (numbers)
Central & devolved government	86	14	21
Experts, community & special interest groups	88	12	121
Local & regional government	96	4	84
Local service providers	93	7	45
All respondents	**92**	**8**	**271**

Respondents would like information on language for the following reasons:
o monitor and analyse disadvantage
o improve service provision
o as an indicator of integration
o as a proxy for ethnic group information

Monitor and analyse disadvantage

Language is an important aspect when monitoring and analysing disadvantage. For example:

> 'For analysis on how different languages impact on pupil attainment.'
> (Department for Education and Skills)

> 'Need to study link between labour market disadvantages and ethnic minority fluency in English language.'
> (Department for Work and Pensions)

> 'To help investigate the links between language proficiency and disadvantage of different ethnic groups. There is clear evidence that language can be a significant barrier for some groups to access public services. In 2002, the Department for Work and Pensions commissioned research into the take-up of benefits by ethnic minority elderly people, which found clear evidence of language acting as a barrier.'
> (Commission for Racial Equality)

Improve service provision

The majority of respondents were interested in information on language so they could effectively target service provision and make information and services accessible to the populations they serve.

> 'For future planning and resourcing of English language learning for those who do not speak it as a first language in England.'
> (Department for Education and Skills)

> 'To target service delivery more effectively, for example [producing] benefit leaflets in alternative languages,'
> (Department for Work and Pensions)

'For public bodies to meet their statutory duties under section 71 of the *Race Relations Act*, monitoring languages used by the public is an important instrument for overcoming barriers and ensuring equity of access.' (Commission for Racial Equality)

As an indicator of integration

The Commission for Racial Equality (CRE) suggests that the proficiency in English language could be used as 'an indicator of integration (English language proficiency)'.

As a proxy for ethnic group information

The CRE suggests that language information could be used as 'as a proxy for ethnicity in some cases (for example eastern and central Europeans)'.

5.2 Suitability of proposed language question in the 2007 Census Test

The proposed language question in 2007 Census Test in England and Wales measured aspects of language ability. It included categories for the ability to understand, speak, read and write English, Welsh and one other language (to be specified by the respondent). Categories for the ability to understand and sign British Sign Language (BSL) were also included.

Almost two-thirds (63 per cent) of central and devolved government respondents stated that the proposed categories for language provided the information they require, while a further 31 per cent stated that their requirements would be partially met (Table 14).

Table 14: Suitability of proposed language categories in the 2007 Census Test: by organisation type

England and Wales   Percentages

Organisation type	Yes	No	Partially	Base[1] = 100% (numbers)
Central & devolved government	63	6	31	16
Experts, community & special interest groups	39	37	24	100
Local & regional government	48	18	34	82
Local service providers	53	28	20	40
All respondents	**46**	**27**	**27**	**238**

1 Respondents only answered this question if they stated that they needed language information in Question 42.

Central and devolved government respondents identified several problems with the proposed language question. These covered the lack of space for recording non-UK languages and concerns that the question was too complicated. For example:

> 'The 2007 Census Test question allows space for only one other language (than English, Welsh and BSL) to be inserted. This would mean, for example, that a person speaking Cornish and French would have to choose one of these. The answers to the test question would, therefore, not provide meaningful information about knowledge and use of modern foreign languages or UK regional or minority languages such as Cornish … [there should be a] specific listing of Cornish.'
> (Department of Communities and Local Government)

> 'The proposed list is too complicated, with some unnecessary questions … What the health sector basically needs to know is are people proficient in English; if not, what language would they prefer to communicate in. A list of languages may be provided on the census form so that people can indicate the language other than English that they would prefer to use. Please see the language categories used in the 2006 "Count me in" census of mental health and learning disabled patients, organised by the Mental Health Act Commission and the Healthcare Commission.'
> (Department of Health)

5.3 Additional requirements on language ability

Respondents who thought that the language question in the 2007 Census Test would not meet their requirements were asked to specify what additional information they required on different aspects of language in the 2011 Census. Requests from central and devolved government respondents included:
- English language proficiency
- information on minority languages spoken, including Cornish and Welsh
- illiteracy

English language proficiency

Respondents requested information on English language proficiency, especially where English is not the first language. This information was required to ensure that service providers were able communicate with the people they serve, improve access to services, and be aware of any differences in experiences for people who are not proficient in English.

> 'The Department of Health (DH) is interested in whether individuals can communicate effectively in English; effective enough so that health access may be understood, and health issues and proposed treatment may be described and discussed.'
> (DH)

> 'English language proficiency is related to labour market and income differentials, and is important for community cohesion.'
> (Department of Communities and Local Government)

Information on minority languages spoken, including Cornish and Welsh

Many respondents asked for information about specific languages used. These included 'main language spoken at home' and 'level of proficiency'. Some respondents requested information on what other languages are spoken.

> '[We require information on] main language spoken at home.'
> (House of Commons Library)

> '[We require information on] level of proficiency.'
> (Department for Work and Pensions).

> 'If people cannot communicate effectively in English, then it would be important to know what other language people would feel comfortable in using.'
> (DH)

'Information about minority languages will be important for provision by local authorities … The UK Government needs to know about the use of Cornish so that it can monitor the impact of its implementation of the European Charter for Regional or Minority Languages (ECRML) and understand properly the state of the language. Consistency of treatment is needed for the languages recognised by the UK Government under the ECRML to ensure consistency of monitoring across the UK.'
(Department of Communities and Local Government)

'The CRE supports the inclusion of a question on Welsh language proficiency in Wales. There is clearly a need to capture this information through the census, and this will enable public authorities to ensure full compliance with the *Welsh Language Act*.'
(CRE)

Illiteracy

Respondents were also interested in the understanding the ability of certain groups to be able read and write. For example:

'Illiteracy is widespread in the Gypsy/Irish Traveller community – answers to this question would identify illiterate members of the community.'
(Department of Communities and Local Government)

5.4 Most important aspects of language ability

There are many different aspects of language ability. Respondents were provided with a list of 19 different aspects of language ability, and were asked to indicate whether they required this information and if so, to what extent.

Table 15: Requirements for specific aspects of language ability: central and devolved government
England and Wales   **Percentage**

	Very important	Quite important	Do not need	Base[1] = 100% (numbers)
Ability to speak English	79	5	16	19
Ability to understand spoken English	74	0	26	19
Ability to read English	68	5	26	19
Ability to write in English	63	16	21	19
Preferred written language for communicating with public authorities	56	11	33	18
Which languages are spoken, other than English	53	42	5	19
Preferred spoken language for communicating with public authorities	53	21	26	19
Main language (spoken at home)	44	44	11	18
Mother tongue or first language	42	47	11	19
Which languages are understood, other than English	33	50	17	18
Which languages are read, other than English	32	47	21	19
Which languages are written, other than English	26	53	21	19
Other aspects of language ability	23	0	77	13
Ability to speak Welsh (among population in England)	21	21	58	19
Frequency of speaking Welsh	17	33	50	18
Ability to understand spoken Welsh (among population in England)	16	26	58	19
Ability to read Welsh (among population in England)	16	21	63	19
Ability to write in Welsh (among population in England)	16	26	58	19
Frequency of speaking other languages	16	37	47	19

1 Respondents only answered this question if they stated that they needed language information in Question 42.
2 Responses were only sought for requirements for Welsh in England as a Welsh language question is already asked in Wales.
3 Requirements for language ability for each organisation type can be found in the consultation reports relating to that stakeholder group.

Central and devolved government respondents were most interested ability to speak English (79 per cent) (Table 15). Ability to understand spoken English was also rated highly, each being required by 74 per cent of respondents.

APPENDIX

A.1 References

1. *The 2011 Census: Initial view on content for England and Wales*, Office for National Statistics, May 2005
http://www.statistics.gov.uk/about/consultations/2011Census.asp

2, *The 2011 Census: Assessment of initial user requirements on content for England and Wales – Ethnicity, identity, language and religio'*, Office for National Statistics, March 2006
www.statistics.gov.uk/about/consultations/downloads/2011Census_assessment_of_user_requirements.pdf

A.2 Consultation Central and Devolved Government Respondents

Andrew George, Member of Parliament

Bòrd na Gàidhlig / The Gaelic Development Agency

Bwrdd yr Iaith Gymraeg / Welsh Language Board

Commission for Racial Equality (CRE)

Defence Analytical Services Agency (DASA)

Department for Communities and Local Government (DCLG)

Department for Communities and Local Government (DCLG), Gypsy and Traveller Unit

Department for Communities and Local Government (DCLG), Race Equality Unit and Cohesion and Faith Unit

Department for Education and Skills (DfES)

Department for Trade and Industry (DTI)

Department for Transport (DfT)

Department for Work and Pensions (DWP), Administrative Statistics

Department of Work and Pensions (DWP), Diversity and Equality Centre of Expertise

Department for Work and Pensions (DWP), Incomes Monitoring Division

Department for Work and Pensions (DWP), Older People and Ageing Society Division

Department of Health (DH)

Department of Health (DH), Equality and Human Rights Group

Equal Opportunities Commission

Gary Titley, Member of the European Parliament

Home Office (HO)

House of Commons Library (HoCL)

Jobcentre Plus Ethnic Minority Employment Partnerships Team

The British Council

Welsh Assembly Government, Office of the Chief Social Research Officer

Welsh Assembly Government, Julie Owen

Welsh Assembly Government, Kevin Griffiths

Welsh Assembly Government, Steve Marshall

A.3 2007 Census Test Question for Ethnicity, National Identity, Language and Religion, England and Wales

Information on the entire 2007 Census Test questionnaire is available at:

www.statistics.gov.uk/censustestquestionnaire

12 What do you consider your national identity to be?

♦ Tick all boxes that apply.

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

[write-in box]

13 What is your ethnic group?

♦ Choose one section from A to E, then tick the box to show your ethnic group.

A White
- ☐ Welsh
- ☐ Other British
- ☐ Irish
- ☐ Any other white background, write in

[write-in box]

B Mixed
- ☐ White and Black Caribbean
- ☐ White and Black African
- ☐ White and Asian
- ☐ Any other Mixed background, write in

[write-in box]

C Asian or Asian British
- ☐ Indian
- ☐ Pakistani
- ☐ Bangladeshi
- ☐ Chinese
- ☐ Any other Asian background, write in

[write-in box]

D Black or Black British
- ☐ Caribbean
- ☐ African
- ☐ Any other Black background, write in

[write-in box]

E Other ethnic group
- ☐ Arab
- ☐ Gypsy/Romany/Irish Traveller
- ☐ Any other, write in

[write-in box]

14 What is your religion?

♦ This question is voluntary.
♦ Tick one box only.

- ☐ None
- ☐ Christian (including Church in Wales, Catholic, Protestant and all other Christian denominations)
- ☐ Buddhist
- ☐ Hindu
- ☐ Jewish
- ☐ Muslim
- ☐ Sikh
- ☐ Any other religion, write in

[write-in box]

15 What languages can you understand, speak, read or write?

♦ Tick all boxes that apply.

	No ability	Understand spoken	Speak	Read	Write
Welsh	☐	☐	☐	☐	☐
English	☐	☐	☐	☐	☐
Other language, write in					

[write-in box]
☐ ☐ ☐ ☐

	No ability	Understand sign	Sign
British Sign Language	☐	☐	☐
Other sign language, write in			

[write-in box]
☐ ☐

16 How often do you speak Welsh?

♦ Tick one box only.

- ☐ Daily
- ☐ Weekly
- ☐ Less often
- ☐ Never

A.4 2006 Scottish Census Test Ethnicity Classification

Information on the 2006 Census Test in Scotland is available at:

http://www.gro-scotland.gov.uk/census/censushm2011/2006-census-test/index.html

What is your ethnic group
Tick 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

☐

A.5 Consultation Questionnaire on Ethnicity, National identity, Language and Religion for 2011 Census in England and Wales

Please fill in this questionnaire by checking the ☐ boxes with your mouse or typing in the shaded sections. The shaded sections expand as you type so your answer can be as long or short as you wish. Save this document when you have finished and email it back to ethnicity&identity@ons.gov.uk. (If you have any questions please contact us at ethnicity&identity@ons.gov.uk.)

Your comments will help to inform the development of the 2011 Census. Your answers may be made public and attributed to you/your organisation.

Please leave blank any sections that are not relevant to you/your organisation.

About you/your organisation

Name	
Organisation	
Address	
Postcode	
Telephone number	
Email address	

Q1.   In which of these topics do you or your organisation have an interest? *Tick all that apply.*

1. Ethnic group	☐
2. National identity	☐
3. Religion	☐
4. Language	☐
5. None of these	☐

Q2.   What roles or responsibilities does your organisation have with respect to the areas you
        have ticked above (at Q1)? *Please describe.*

Q3.   Which of the following sources of information on ethnic group, national identity,
        language and/or religion do you use? *Tick all that apply.*

1. Census	☐
2. Government social surveys (such as the Labour Force Survey or British Crime Survey)	☐
3. Surveys or information collected by/on behalf of your own organisation	☐ *Please describe*:
4. Information collected by other public authorities (e.g. NHS, Local Authorities)	☐ *Please describe*:
5. Other information on these topics	☐ *Please describe*:

Q4.   For which UK countries/geographies do you need this information? *Tick all that apply.*

1. England	☐
2. Wales	☐
3. Scotland	☐
4. Northern Ireland	☐
5. Great Britain	☐
6. United Kingdom	☐
7. Other	☐ *Please describe*:

Your views on ethnicity

A question on ethnic group has been included in previous censuses (1991 and 2001). This provides information on the self-identified ethnic group of the population.

The 2007 Census Test questionnaire contains some new ethnic group categories. But there may not be space to include these in the 2011 Census. Alternative options include repeating the 2001 ethnic group question or having a multiple-response question for ethnic group.

Q5.   Do you need ethnic group information from the 2011 Census?

1. Yes	☐ → go to next question
2. No	☐ → go to Q20

Q6.   Which of these do you require? *Tick all that apply.*

1. General information on the ethnic composition of the population	☐
2. Information on specific ethnic groups	☐ *Please describe*:
3. Information on combinations of ethnic groups (e.g. the total ethnic minority population; the Asian population; etc)	☐ *Please describe*:
4. Other information on ethnic groups	☐ *Please describe*:

Q7.   For what purposes do you/your organisation need this information? *Please describe.*

Q8. Do you require information on any of the following concepts? (See the accompanying consultation document for definitions.) *Tick all that apply.*

1. Visible minority population	☐
2. Non-White population	☐
3. Ancestry	☐
4. Race	☐
5. Any other concepts related to ethnic group	☐ *Please describe:*

Q9. For what purposes do you/your organisation need this information? Please describe.

If the question proposed for the 2007 Census Test questionnaire was used in 2011, it would provide information for the following categories:

Single ethnic group categories:	**Combined** ethnic group categories:
1. White English (in England)	1. White (categories 1 to 4)
2. White Welsh (in Wales)	2. Mixed (categories 6 to 9)
3. Other White British	3. Asian or Asian British (categories 10 to 14)
4. White Irish	
5. Other White background	4. Black or Black British (categories 15 to 17)
6. Mixed: White and Black Caribbean	5. Other ethnic groups (categories 18 to 20)
7. Mixed: White and Black African	
8. Mixed: White and Asian	
9. Mixed: Other Mixed background	
10. Indian	
11. Pakistani	
12. Bangladeshi	
13. Chinese	
14. Other Asian background	

Single ethnic group categories:	**Combined** ethnic group categories:
15. Black Caribbean 16. Black African 17. Other Black background 18. Arab 19. Gypsy/Romany/Irish Traveller 20. Other Ethnic Group	

(Note: information on the 'other' ethnic categories, based on respondents' written answers, is likely to be available in a limited number of tables but not in standard outputs.)

Q10. Would the categories for **single** ethnic groups listed above provide the information you require?

1. Yes	☐ → go to Q12
2. No	☐ → go to next question
3. Partially	☐ → go to next question

Q11. If no or partially, please state why, describing what additional information you need and the reasons you need it.

Reasons why:
Additional information needed:
Reasons needed:

Q12. Would the **combined** ethnic group categories (White; Mixed; Asian or Asian British; Black or Black British; or Other ethnic groups) provide the information you require?

1. Yes	☐ → go to Q14
2. No	☐ → go to next question
3. Partially	☐ → go to next question

Q13. If no or partially, please state why, describing what additional information you need and the reasons you need it.

> *Reasons why:*
> *Additional information needed:*
> *Reasons needed:*

Q14. Will you need to compare the information on **single** ethnic groups in 2011 with the information from the 2001 Census?

1. Yes	☐ → go to next question
2. No	☐ → go to Q16

Q15. If yes, please state for what purposes.

>

Q16. Will you need to compare the information on **combined** ethnic groups in 2011 with the information from the 2001 Census?

1. Yes	☐ → go to next question
2. No	☐ → go to Q18

Q17. If yes, please state for what purposes.

>

Comparability over time and across the UK

Q18. Any changes to the ethnic group categories in 2011 may reduce the comparability with information collected in 2001. The degree to which comparability is reduced will depend on the extent of any changes.

Changes may also affect comparability across the UK. The ethnic group classifications in Scotland and Northern Ireland in 2001 were different from that in England and Wales, due to differences in the ethnic minority populations in each country. The Registrars

General of the respective countries are committed to working towards consistent UK Census outputs, but it is possible that the differences between the ethnic group classifications in England and Wales, Scotland and Northern Ireland may increase if there are different needs for information in each area.

What would be the effect of a **small** loss of comparability on your use of ethnic group information? (For example if a few of the single ethnic group categories are not comparable, but comparisons between the combined categories White, Mixed, Asian or Asian British, Black or Black British and Other ethnic group could still be made.) *Please describe for each aspect of comparability.*

Comparability with 2001:

Comparability across UK or GB:

Q19. What would be the effect of a **large** loss of comparability on your use of ethnic group information? (For example if a majority of the single ethnic group categories and the combined categories White, Mixed, Asian or Asian British, Black or Black British and Other ethnic group are not fully comparable.)
Please describe for each aspect of comparability.

Comparability with 2001:

Comparability across UK or GB:

Your views on the acceptability of ethnic group terms

Q20. Ethnic identity and the terms used to describe it can change over time. Sometimes terms that were initially perceived as acceptable come to be seen as unacceptable (for example out-of-date or derogatory), and vice versa. ONS aims to use terminology that is clear, understandable and acceptable to respondents and we welcome comments on the terminology used.

For each of the following terms, do you find them acceptable for use in an ethnic group question? *Tick 'yes' or 'no' for each term.*

	Yes	**No**
1. White	☐	☐
2. Mixed	☐	☐
3. Black or Black British	☐	☐
4. Asian or Asian British	☐	☐
5. Other ethnic groups	☐	☐

Q21. Please give reasons for your answers to Q20.

Q22. What alternatives or improvements (if any) would you like to see to any of the terms listed in Q20?

Q23. Do you find any of the names used to describe the single ethnic group categories **unacceptable** for use in an ethnic group question? (The single ethnic group category names are listed after Q9.)

1. Yes	☐ *Please describe:*
2. No	☐

Q24. Please give reasons for your answer to Q23.

Q25. What alternatives or improvements (if any) would you like to see to any of the ethnic group category names? (The ethnic group category names are listed after Q9.)

Your views on multiple response ethnic group information

Ethnic group information from previous UK censuses has been based on asking people to tick one box only. Specific categories were introduced in 2001 to record people with mixed ethnicity (see list after Q9, categories 6 to 9). As the proportion of people with mixed ethnicity is likely to increase, ONS proposes to test whether a multiple-response ethnic group question, based on asking people to tick all categories that apply, would allow people to record their ethnic group more efficiently/accurately. (Note that in the 2001 Census in England and Wales around 2 per cent of respondents ticked more than one answer to the ethnic group question, despite the instruction to tick only one box. They were re-allocated to a single ethnic category during the data processing stage.)

The information from a multiple response ethnic group question would be reported in two different ways.

 a. A count of all **individuals** (with people who tick a single response recorded as being of this ethnic group and people who tick more than one response recorded as 'Mixed: X and Y' according to the combination of their responses)

 b. A count of all **responses** (e.g. the total number of people who ticked each ethnic group, whether singly or in combination with other responses)

The majority of outputs and reporting would use a count of all individuals. This would contain the ethnic group categories listed in the question, with additional 'Mixed' categories for the most common multiple responses.

Since 2000 several other countries, including USA, Canada, Australia and New Zealand, have provided multiple-response information on ethnicity or related topics in their censuses. However, changing to multiple-response ethnic categories will reduce the comparability with the single-response information from previous UK censuses.

Q26. What would be the effect of changing to multiple-response ethnic group on your use of the information? *Please describe.*

Q27. What do you see as the advantages and disadvantages of multiple-response ethnic group information?

Advantages *Please describe*	
Disadvantages *Please describe*	

Comparison with Scottish test categories

The 2006 Census Test in Scotland used a different ethnic group classification to the one proposed for the 2007 Census Test in England and Wales. The main difference is that it replaces the term 'White' with 'European' and the term 'Black' with 'African or Caribbean'. It also contains a larger number of tick-box categories. If the 2006 Scottish ethnic group question was used in 2011 it would provide information for the following categories:

Single ethnic group categories:	**Combined** ethnic group categories:
1. Scottish	1. European (categories 1 to 7)
2. English	2. Multiple ethnic groups (category 8)
3. Welsh	3. Asian (categories 9 to 14)
4. British	4. Arab (categories 15 to 17)
5. Northern Irish	5. African or Caribbean (categories 18 to 24)
6. Irish	6. Other ethnic groups (categories 25 to 27)
7. Other European	
8. Multiple ethnic groups	
9. Pakistani	
10. Indian	
11. Sikh	
12. Chinese	
13. Bangladeshi	
14. Other Asian	
15. Middle East	
16. North African Arab	
17. Other Arab	
18. North African	
19. East African	
20. Southern African	
21. West African	
22. Central African	
23. Caribbean	
24. Other African or Caribbean	
25. Gypsy/Traveller	
26. Jewish	
27. Other ethnic group	

More information on the 2006 Census Test in Scotland is available here:

www.gro-scotland.gov.uk/census/censushm2011/index.html

Q28. What do you see as the advantages and disadvantages of the Scottish 2006 test classification (above) compared with the England and Wales 2007 test classification (shown after Q9)?

Advantages *Please describe*	
Disadvantages *Please describe*	

Other comments on ethnicity

Q29. If you have any other comments on ethnic group in the census please record below.

Your views on national identity

A question on national identity has not been included in previous censuses, though it has been asked in surveys such as the Labour Force Survey since 2001. National identity is subjective and self-perceived, unlike objective information such as country of citizenship. It records (for example) English, Welsh and Scottish national identities separately from an overall British identity and independently from ethnic group. It also allows recording of national identities from outside the UK. Testing of the national identity question showed that British-born people from ethnic minority groups preferred answering the ethnic group question if they were asked to record their national identity first.

Q30. Do you need national identity information from the 2011 Census?

1. Yes	☐ → go to next question
2. No	☐ → go to Q34

Q31. For what purposes do you/your organisation need this information? *Please describe.*

If the question proposed for the 2007 Census Test questionnaire was used in 2011, it would provide information for the following national identity categories:

1. English
2. Welsh
3. Scottish
4. Northern Irish
5. British
6. Irish
7. Other national identities

National identity is a multiple response question, so it would also provide information for different combinations of national identities. (Note: information on the 'other' national identity categories, based on respondents' written answers, is likely to be available in a limited number of tables but not in standard outputs.)

Q32. Would the proposed categories for national identity provide the information you require?

1. Yes	☐ → go to Q34
2. No	☐ → go to next question
3. Partially	☐ → go to next question

Q33. If no or partially, please state why, describing what additional information you need and the reasons you need it.

Reasons why:
Additional information needed:
Reasons needed:

Q34. If you have any other comments on national identity in the census please record below.

Your views on religion

A voluntary question on religion was asked for the first time in England and Wales in 2001. The question in England and Wales gathers information on religious identity or affiliation, rather than observance or practice. It differs from the religion questions used in the Scottish and Northern Irish censuses.

Q35. Do you need religion information from the 2011 Census?

1. Yes	☐ → go to next question
2. No	☐ → go to Q41

Q36. For what purposes do you/your organisation need this information? *Please describe.*

If the question proposed for the 2007 Census Test questionnaire was used in 2011, it would provide information for the following religion categories in England and Wales:

1. No religion
2. Christian
3. Buddhist
4. Hindu
5. Jewish
6. Muslim
7. Sikh
8. Other religions

(Note: information on the 'other' religious categories, based on respondents' written answers, is likely to be available in a limited number of tables but not in standard outputs.)

Q37. Would the proposed categories for religion provide the information you require?

1. Yes	☐ → go to Q41
2. No	☐ → go to next question
3. Partially	☐ → go to next question

Q38. If no or partially, please state why, describing what additional information you need and the reasons you need it.

Reasons why: *Additional information needed:* *Reasons needed:*

Q39. Will you need to compare the information on religion in 2011 with the information from the 2001 Census?

3. Yes	☐ → go to next question
4. No	☐ → go to Q41

Q40. If yes, please state for what purposes.

Q41. If you have any other comments on religion in the census please record below.

Your views on language

A question on Welsh language proficiency has been included in previous censuses in Wales. ONS proposes to continue to measure Welsh language proficiency in Wales in 2011.

Proficiency in other languages has **not** been recorded in previous censuses in England or Wales, and will only be included in 2011 if there is space for four pages of individual questions per person. But we are aiming to get a better understanding of users' requirements for language information. If there is a strong requirement for language information it may be possible to collect it using another survey, subject to funding.

Language ability can be difficult to measure using a self-completion form, and there are many different aspects of language. Please use the section below to record your requirements on this topic.

Q42. Do you need language information?

1. Yes	☐ → go to next question
2. No	☐ → go to Q50

Q43. Which languages are you particularly interested in, if any? *Please write in.*

Q44. For what purposes do you/your organisation need language information?

If the question proposed for the 2007 Census Test questionnaire was used in 2011, it would provide information for the following **new** aspects of language ability in England and Wales:

1. Ability to understand spoken English
2. Ability to speak English
3. Ability to read English
4. Ability to write in English
5. Ability to understand spoken Welsh (new for population in England)
6. Ability to speak Welsh (new for population in England)
7. Ability to read Welsh (new for population in England)
8. Ability to write in Welsh (new for population in England)
9. Ability to understand British Sign Language (BSL)
10. Ability to sign in BSL
11. Other languages understood
12. Other languages spoken/signed
13. Other languages read
14. Other languages written

Q45. Would the proposed categories for language ability provide the information you require?

1. Yes	☐ → go to Q47
2. No	☐ → go to next question
3. Partially	☐ → go to next question

Q46. If no or partially, please state why, describing what additional information you need and the reasons you need it.

Reasons why:
Additional information needed:
Reasons needed:

Q47. To what extent would information on the number of people who do not speak English, and the languages spoken by those who do not, be useful to you?

1. Very useful	☐
2. Useful	☐
3. Not useful	☐

Q48. There are many aspects of language ability. Which of the following aspects of language ability do you need to know about, and to what extent? *Tick the relevant box in each row.*

	Very important	**Quite important**	**Do not need**
1. Ability to understand spoken English	☐	☐	☐
2. Ability to speak English	☐	☐	☐
3. Ability to read English	☐	☐	☐
4. Ability to write in English	☐	☐	☐
5. Which languages are understood, other than English	☐	☐	☐
6. Which languages are spoken, other than English	☐	☐	☐
7. Which languages are read, other than English	☐	☐	☐

	Very important	Quite important	Do not need
8. Which languages are written, other than English	☐	☐	☐
9. Ability to understand spoken Welsh (among population in England)	☐	☐	☐
10. Ability to speak Welsh (among population in England)	☐	☐	☐
11. Ability to read Welsh (among population in England)	☐	☐	☐
12. Ability to write in Welsh (among population in England)	☐	☐	☐
13. Frequency of speaking Welsh	☐	☐	☐
14. Frequency of speaking other languages	☐	☐	☐
15. Mother tongue or first language	☐	☐	☐
16. Main language(s) spoken at home	☐	☐	☐
17. Preferred spoken language for communicating with public authorities	☐	☐	☐
18. Preferred written language for communicating with public authorities	☐	☐	☐
19. Other aspects of language ability, please specify	☐	☐	☐

Q49.   If only **one** piece of language information could be collected, what would be the most useful to you/your organisation?

Choose one aspect from Q48 above and write in the number below, or describe in your own words.

Piece of information required	
Specific language (if applicable)	

Q50. If you have any other comments on language please record below.

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Prioritising your requirements

The eventual questions used in 2011 will have to balance the requirements for information with the constraints on questionnaire length.

Q51. Please rank these four topics in order, based on how important each piece of information is to you/your organisation.
Number each topic from 1 to 4, where 1 is the most important topic and 4 is the least important.

Ethnic group	
National identity	
Religion	
Language	

Q52. Of all the requirements you have mentioned in this questionnaire, which are the most important to you/your organisation? *List up to three.*

1.
2.
3.

GENERAL COMMENTS

Q53. Use the space below for any other comments you want to add.

```


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Thank you for contributing your views. Please return this form to:

ethnicity&identity@ons.gov.uk

Emailed forms are preferred. We can also be contacted at:

Ethnicity and Identity Branch

Room D201, Office for National Statistics

1 Drummond Gate

London SW1V 2QQ

Tel: 020 7533 5741